

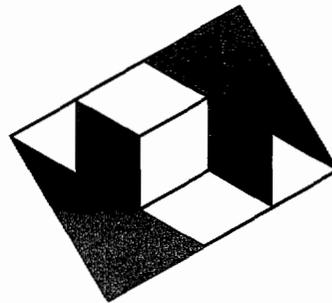
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**Citizen Participation Program**  
**LAC REGIONAL DEMOCRACY PROJECT**

**GRANT # LAG-G-00-93-00032-00**

**FINAL REPORT**  
**August 1993 – October 2000**

**PARTNERS**  
**OF THE AMERICAS**



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**FINAL REPORT  
CITIZEN PARTICIPATION GRANT  
1993 to 2000**

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**FINAL REPORT**  
**LAC REGIONAL DEMOCRACY PROJECT**  
(GRANT # LAG-G-00-93-00032-00)

**Executive Summary**

The main objective of this report is to inform USAID about the accomplishments, challenges faced, and lessons learned by Partners of the Americas (POA) and the five Latin American organizations that operated the Inter-American Democracy Network during its initial five-years: September 1995 to October 2000. It is also hoped that the organizations selected to be members of the Network's Coordinating Group will find the information in this report useful as they make decisions on future Network operations.

**The Inter-American Democracy Network**

The Inter-American Democracy Network (IADN) was established in 1995 to promote the transfer of proven approaches to increasing citizen participation. It was envisioned that collaboration among Network member organizations would bring about two types of results:

- improved technical capacity by CSOs in the LAC region to promote and support citizen participation; and
- increased citizen participation in the region with beneficial impact on LAC democracies.

Significant results were achieved in both areas during the Network's initial five years. What began as an initiative of five founding member organizations and Partners came to involve some 200 CSOs and partner organizations in training and project implementation in five program areas: Public Deliberation, Citizen Participation in Local Development, Civic Education, Voter Education, and Social Responsibility.

CSOs that decided to become associate members of the Network were trained in methodologies already successfully used by founding members to increase citizen participation in their own countries. Implementing these approaches with founding member support, these CSOs developed their organizational capacity to carry out new types of work with citizens.

The training and technical assistance associate members received enabled them to increase the quantity and quality of citizen education and citizen participation activities they carried out. Public deliberation is now used in eleven LAC countries. Fifty-nine organizations in ten countries are using methods learned through the Network to increase citizen involvement in local community affairs. Educators in ten countries were exposed to ways to improve their teaching of democratic principles and civics. Some 30 NGOs in six countries have successfully used the candidate databank system to provide citizens with relevant information on candidates for public office, and to hold those candidates

responsible for communicating with voters. NGOs and business leaders in five countries are now working closely together to advocate social responsibility and cooperation among NGOs and business for community development.

The following are specific examples of the work carried out by the Network's associate members.

- *Fundación Esquel Ecuador* is now implementing significant activities throughout Ecuador to educate and involve students and other citizens in anti-corruption efforts.
- *Fundación Ricardo Böttner* succeeded in collaborating with Paraguayan business executives to increase their involvement in, and financial support for, community development projects.
- *Fundación para el Desarrollo de la Libertad Ciudadana* successfully implemented a candidate databank program in Panama through which voters obtained relevant information on candidates.
- *Grupo Fundemos* trained several other Nicaraguan CSOs to use public deliberation in communities affected by Hurricane Mitch to enable citizens to prioritize rehabilitation needs and bring them to the attention of government representatives.
- *Centro de Estudios y Promoción Comunal del Oriente (CEPCO)* in Peru, led efforts to form a coalition of community development organizations in the San Martín area to increase the impact of alternative development programs.
- *The Southern Cone Network for Social Responsibility*, a network of business leaders from Chile, Bolivia, Paraguay and Peru formed for the purpose of sharing experiences in increasing the involvement of businesses in community development programs.
- *Associação de Mulheres de Negócios e Profissionais de Porto Alegre (AMNPPA)*, a professional women's organization in Porto Alegre, Brazil, succeeded in carrying out fund-raising and management workshops for local NGOs, thus involving its members for the first time with those organizations.

For their part, founding member organizations learned to provide training outside their countries, to apply what they experienced in other countries back home, and to speak collectively for civil society in the Americas. The regional activities carried out by founding members also allowed them to gain exposure to new funding sources and - in some cases - enabled them to improve their project management capabilities.

Regarding the Network itself, Partners and the other founding members succeeded in establishing the basic operating framework within which activities could be carried out and membership could grow. In addition to facilitating cooperation among CSOs that resulted in increased citizen participation and improved CSO organizational capacities, this laid the base for the more ambitious Network structure its members are now in the process of creating.

Members of the IADN have been visible actors in the international effort to promote democracy in Latin America. Since 1996, they have hosted and attended over 150 events to bring members together to share experiences, methodologies, and lessons learned in their efforts in increasing citizen participation in the region. The Network sponsored, or was represented at, events held in nineteen Latin American countries, the United States, and in Europe.

Beginning late in the period of USAID's initial grant for the Network, its members agreed to restructure the Network in order to provide for more democratic decision-making regarding its future development and the choice of activities to be carried out under its auspices. The new structure is now in place. Partners will continue to provide services for the Network's development and strengthening during the three-year period of USAID's second grant. The following are the key challenges now being addressed.

- Obtaining as broad a consensus as possible among Network members on basic questions regarding the Network
- Implementing the new governance structure now in place
- Developing and carrying out joint projects
- Deciding how best to pursue the use of public deliberation under Network auspices
- Revising and improving the effectiveness of the Network's program monitoring and evaluation system
- Providing for the sustainability of cooperation carried out under the Network
- Better promoting organizational learning among members
- Improving cooperation with USAID missions

### **Other Activities**

Although the bulk of assistance extended by USAID to Partners under Grant # LAG-G-00-93-00032-00 (formerly # LAG-0813-G-00-3032-00) was made available as support for the establishment and development of the Inter-American Democracy Network, USAID also used the grant agreement to channel assistance to Partners for four other projects to promote citizen participation. Two of those projects were implemented by Partners through its own network of chapters in Latin America and the United States. The first funded sub-grants to Partners partnerships to implement citizen participation initiatives from late 1993 through 1995. The second financed 22 exchange visits between Cuban and other Latin American citizens between 1997 and 1999.

Partners also carried out a project to strengthen the capabilities of *Acción Ciudadana* of Guatemala in 1997-98, until it reached the point where it could administer USAID funds on its own. Finally, in 2000, Partners accepted funding from USAID to allow *Abuelas de la Plaza de Mayo* to support that organization's activities in Argentina.

A total of \$191,379 was spent on 38 projects carried out by Partners' chapters in 16 countries during the 1993 – 2000 period. These funds financed exchange visits and small

projects in a variety of areas, including civic education, citizen cooperation with municipal authorities, and democratic institution building (e.g. legislatures).

Organization development training and technical assistance was provided to *Acción Ciudadana* by Partners of the Americas in:

- fiscal management systems,
- long-term financial strategy,
- organization and program development strategy, and
- the development of a cadre of individuals and organizations for specific program interventions.

Partners also assisted *Acción* to make useful contacts through the Inter-American Democracy Network.

Under the Cuba exchange program, ten LAC professionals visited Cuba, and twelve Cuban professionals visited counterpart organizations in other countries. The exchanges were technical in nature and led in many cases to establishment of relationships between Cuban associations and counterpart groups.

Finally, during the period that USAID support was provided through Partners to *Abuelas de la Plaza de Mayo*, that organization reported that it reviewed 570 cases of kidnapping and/or murder. Several of those cases were resolved, resulting in contacts with biological relatives by individuals who had been kidnapped when they were infants.

During the period of the grant agreement, Partners successfully managed funds to establish the IADN, provide organization development support to *Acción Ciudadana*, and carry out citizen participation exchange programs and small projects through its own network of chapters and cooperating organizations. POA stands ready to use its organizational resources to continue supporting the development of the Inter-American Democracy Network, to help establish other NGO networks and to strengthen individual NGOs, and to use its own network of partnerships to promote citizen participation.

## **I Report Objectives and Structure**

The primary objective of this report is to inform USAID about the accomplishments, challenges faced, and lessons learned by Partners of the Americas (POA) and the five Latin American organizations that established and operated the Inter-American Democracy Network during its initial five-years: September 1995 to October 2000. The report was prepared in response to the requirement for a final report contained in the USAID grant agreement.

This report summarizes the accomplishments and draws conclusions relevant to the Network's further development, building on the information already at the disposal of USAID like quarterly reports and the 1999 participatory evaluation. Partners also hopes

that the members of the Network's Coordinating Group will also find the information in this report useful as they make decisions on future Network operations.

## Report Organization

Section II covers the Inter-American Democracy Network. Part A describes conditions existing when the Network was established, explains how the Network's purpose evolved over the period of the grant, and provides information on the objectives set, activities implemented, and practices employed by the Network's founding members. This is followed in Part B by information on two types of results achieved: improved capabilities of Network member organizations; and increased citizen participation. Finally, Part C looks forward to the next phase of the Network's development, reporting on actions taken so far in response to recommendations that surfaced during the participatory evaluation, and identifying issues to be addressed by the member organizations selected to serve on the Coordinating Group which is now responsible for the Network's development.

Section III includes reports on: (1) citizen participation activities of Partner partnerships; (2) Partners exchange programs for Cuba; (3) Partners support for *Acción Ciudadana*; and (4) the *Abuelas de la Plaza de Mayo* project.

## II Inter-American Democracy Network

### A. Program Description

#### 1. Origin of the Network

By the mid-1990s, democratic governments had been in place in almost all Latin American and Caribbean countries for several years. Part of the process of democratization included the creation of a new type of NGO: organizations dedicated to citizen education, increasing citizen participation and advocating in favor of continued democratic reform. These organizations came to be known as Civil Society Organizations, or CSOs.

Three CSOs from Chile and Argentina, which had received USAID assistance to expand their programs, began discussing the possibility of joining forces to share with other Latin American countries what they had learned in promoting citizen participation. The organizations were: *Corporación Participa* (Chile), *Conciencia*, and *Poder Ciudadano* (both from Argentina). These discussions took place against the backdrop of USAID's decision to end programs in Chile and Argentina by 1995-96. These organizations began operating before many others in the LAC region, and thought USAID might be interested in providing support for efforts to help CSOs in other countries learn methodologies and practices for which they had already received USAID support.

The three organizations eventually joined with two others (*Instituto de Investigación y Autoformación Política* – INIAP Guatemala, and the Political Science Faculty of the

*Universidad de los Andes – UniAndes* Colombia) to present USAID with a proposal to establish the Network. Although the five organizations had had contact with each other at meetings sponsored by the Kettering Foundation, they did not yet know each other well, nor had they had much experience collaborating with CSOs in other countries or carrying out programs jointly as members of a network.

An initial grant by USAID to Partners for promotion of citizen participation through Partners' chapters was scheduled to end in 1995. USAID recommended to the five Latin American organizations that they consider joining forces with Partners as the Founding Members of the Network. Partners then coordinated development of the grant proposal approved by USAID in September 1995 for support to create the Network.

## 2. The Network's Purpose

The 1995 Grant Amendment stated that its purpose was: "To enable Partners to work with *Conciencia, Poder Ciudadano, Participa, Universidad de los Andes*, and INIAP to develop their capacity to provide technical assistance and training to civil society NGOs throughout the region." Thus, in agreeing to provide assistance to the Network, USAID accepted the concept originally put forward by its founding member organizations that the Network's purpose would be to facilitate the sharing of their technical know-how with other CSOs through training and technical assistance.

It is worth noting that even in the earliest days of the Network, its founders emphasized carrying out programs rather than building a complicated Network structure. What was most important at the start, and continues to be, was using the Network to facilitate program implementation by its members to increase citizen participation. They believed that the work of the Network should define the Network structure and that the structure should evolve as the work evolved. In other words, Network members have always believed that "form should follow function;" i.e., that decisions about the Network's structure should flow from decisions about the work to be carried out. In addition, the founding members and Partners have always been aware of the need to keep the Network's structure and operations as streamlined as possible to keep costs low.

As the members of the Network experienced success in cooperating with each other, their ideas on the Network's purpose evolved, from the initial focus on training and technical assistance to the current focus on joint projects and speaking on behalf of Latin American civil society. In 1997, founding members developed the following mission statement:

"To establish a network of organizations in the Americas dedicated to strengthening democracy and civic participation, through training, education, technical assistance, communication and sharing of resources."

In the strategic planning process carried out during 2000, a representative group of founding and associate members agreed to eliminate the distinction between types of members and to put more emphasis on joint action to carry out projects and to represent

civil society. A new mission statement will be agreed by the Coordinating Group to reflect these changes.

### **3. Network Structure and Operations**

The founding members of the Network began reaching out to CSOs in neighboring countries to offer training and technical assistance in the use of the citizen education and participation methodologies they had developed for use in their own countries. On the basis of these initial efforts, in 1997, the founding members defined six program components. Five of them described the areas in which training and technical assistance had already started, and the sixth dealt with the development of the Network itself. These components were:

- Deliberation;
- Citizen Participation in Local Development;
- Civic Education;
- Voter Education;
- Social Responsibility; and
- Network Development.

All the activities carried out by founding members under these components were aimed at capacity-building: the technical capacity of associate members (components 1 to 5); as well as the capacities of founding members to coordinate action among themselves (component 6).<sup>1</sup>

#### **a. Associate Member Capacity-Building**

Under Components 1 to 5, founding members carried out training, provided technical assistance, and made small grants to improve the capabilities of associate members in the use of techniques for promoting citizen participation. The techniques imparted were ones which the founding members had already successfully used themselves

Once associate members learned to use the new techniques, it was expected that they would employ them to bring about more citizen participation. The role of founding members was to improve associate member capabilities, while associate members were responsible for carrying out programs in their own countries, using new techniques learned from founding members. Founding members agreed to monitor associate member progress in doing so and to remain available for advice and assistance as challenges arose.

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<sup>1</sup> The Results section of this report (II-B) provides more information on impact. For more detailed information see the regular and special reports over the last five years which focused on the six component areas, including: quarterly reports, the participatory evaluation, and the November 2000 analysis of monitoring and evaluation data.

Each Latin American founding member selected the associate members with which it would work (in some cases, after introduction to organizations in neighboring countries by Partners). Written agreements between founding members and associate members were encouraged by Partners and used in most cases. Each founding member exercised exclusive responsibility for training the associate members it selected. The founding members used their own training approaches, building on their successes and experiences facing challenges. On occasion they shared information on the lessons learned and the efficacy of different approaches.

In 1997, founding members carefully defined program objectives for each component. The focus of the project, as noted above, was on providing training and technical assistance to associate members. Associate members did not participate in defining the objectives. Founding members were careful to define objectives over which they had control. Therefore, all but one of the nine program objectives defined for Components 1 to 5 referred to associate members being trained or associate members using what they learned to train citizens. Some information on the impact of associate member activities on citizen participation was gathered when founding members visited associate members in the course of program implementation or during the participatory evaluation. But given the nature of program objectives that were set, almost all data collected for the program monitoring system dealt with training carried out. See the table in Annex 1 for information on which founding members worked in each of the five program areas and the objectives set for each area.

#### **b. Network Development**

Although Network Development was identified as a sixth program component in 1997, objectives for it were not agreed upon at that time. Two objectives were eventually selected for the component.

- “A Network of CSOs established which is recognized for promoting the growth of citizen participation through collaboration and exchanges, and appreciated as a resource to which member organizations turn to share information, contacts and training.”
- “Member organizations make use of the capacity-building resources to which they are introduced through participation in the Network.”

Activities were carried out under this component in three areas:

- program coordination among the six founding members: program coordination and planning, program monitoring system, and the participatory evaluation.;
- communication with organizations and individuals outside the Network: website development and outreach efforts; and
- training representatives from numerous member organizations in regional workshops.

## **(1) Coordinating Activities**

### **i) Program Coordination and Planning**

As indicated in the participatory evaluation report, different expectations by POA and the other five founding members about Partners' role in the program took time to resolve. Partners expected it would collaborate substantively with the other founding members in activities to promote citizen participation, while the founding members believed Partners was to act as a "pass-through" for USAID funds, solely concerning itself with financial management. In time, roles and expectations were clarified. The founding members accepted Partners' responsibility as a USAID grantee to coordinate program implementation and monitor achievement of agreed objectives. Partners accepted that the founding members preferred in most cases to provide services directly to associate members. Occasionally, Partners and founding members provided services cooperatively to associate members in workshops.

Partners also played a key role in facilitating communication and cooperation among the founding members due to the fact that it set the practices that would be followed. POA staff kept in close contact with the founding members, created a system to synthesize and integrate information from many sources and made the information available to the founding members and USAID. The six organizations met early each calendar year for the annual planning meeting to review program plans prepared by each organization and integrated them into an annual plan and calendar of events. (See sample calendar, Annex 2) The Latin American founding members planned the activities they would carry out to train associate members and brought their plans to the meetings. Along with the annual planning meeting, the six organizations took advantage of other meetings, like regional workshops, to meet twice or more each year to share information and resolve issues as they arose. Partners staff also made monitoring trips to founding member headquarters and activity sites in associate member countries and worked with the founding members to address implementation problems when necessary.

### **ii) Strategic Planning**

Planning took place at four points: (a) in preparation for submitting a proposal to USAID in 1995; (b) prior to initiating program activities in 1996; (c) when the program monitoring system was elaborated in 1997; and (d) when decisions were made in February 2000 regarding future development of the Network.

In the second quarter of 1995, Partners and the five Latin American founding members agreed on a program proposal for USAID. Once the grant was approved, POA engaged in discussions with the other founding members for the purpose of agreeing on program implementation arrangements.

In 1997, the founding members elaborated a framework for the training and technical assistance they had already begun providing. It included the definition of program

components, drafting mission and vision statements, more explicit identification of the collaboration practices founding members would follow.

Strategic planning for restructuring the Network involved a representative group of associate members that joined with founding members for a workshop in February 2000 in Antigua, Guatemala. There, important decisions were made on the Network's future mission and governance structure. Members decided to go beyond provision of training and technical assistance and to promote collaboration among member organizations on joint projects and in efforts to represent the voice of Latin American civil society. They also decided to eliminate distinctions in Network membership, and to democratize Network governance by establishing new structures for collaborative decision-making. Significant additional strategic planning remains to be carried out now that additional funding has been made available.

### **iii) Program Monitoring System**

To quote the participatory evaluation, "Both USAID and the founding members recognized that measuring democracy programs is a challenging task. ...they all agreed to learn together. The development of results-based objectives and appropriate indicators to monitor performance was taken very seriously by Partners. In effect, this system is the first of its kind."

At first, there was resistance by the five LAC founding members to expend efforts on a program monitoring and evaluation system based on the assumption that the information produced – which would require significant efforts by all concerned – would be of use only to USAID. This was overcome when the founding members agreed to define program objectives carefully in order to ensure consensus on them, and to agree on indicators for each objective that would be of use to both program implementers and USAID.

The initial framework, designed with the help of an outside monitoring and evaluation consultant in 1996, was deemed insufficient by the founding members. The final framework was created through a highly participatory process including Partners and the founding members, culminating in a workshop in March 1997. Going through the process of defining a framework for data collection was useful for the Network both for arriving to a consensus on precise definitions of program components, objectives to be sought, and indicators and as a collaborative Network exercise.

Data collection began in July 1997. Significant data was collected on process, results, and first level impact data; however, follow-up surveys of the associate members were inconsistently completed and collected, resulting in limited second level impact data. Implementation of the monitoring system was also affected by delays on Partners' behalf in assembling coherent and systematized formats for collecting data, and uneven data collection by founding members. In addition, Partners' data processing software required significant re-tooling in order to adequately produce monitoring information. By the end of the program in 2000, founding members had to rely on both quarterly report and

evaluation report narratives to complement the statistics assembled in the monitoring system in order to obtain information on program results. This information was not available in readily usable form while program activities were being implemented.

#### **iv) Participatory Evaluation**

With the encouragement of USAID, the Network undertook a program-wide evaluation. The evaluation, carried out in 1999, was highly participatory. This was done to assist the organizations with a stake in the program – the founding members and Partners, the associate members, and USAID - to make decisions regarding their future participation in the development of the Network based on a full understanding of its strengths and weaknesses, its impact across the region, and the lessons learned. The exercise involved team trips to sites where program activities had been carried out for the purpose of collecting comparable data and opinions, and a series of meetings to review findings and conclusions. Participating organizations were able to comprehend better what had been achieved on a regional basis, and what challenges remained.

The participatory evaluation process also helped clarify various member organizations' views on Network development issues. Founding members got more involved with each other, and with associate members, in discussing various approaches that they had employed to train and promote citizen participation. Associate members were involved for the first time in decision-making regarding the future development of the Network. The evaluation laid the way for the strategic planning workshop carried out in February 2000 at which basic decisions to revise the Network's mission and governance structure were made. It succeeded in giving stakeholders the information they needed to make decisions about their future participation in the program. Annex 3 includes the Executive Summary of the Participatory Evaluation.

### **2) Outreach to Other Organizations**

#### **i) Website Development**

As the Network and its communication needs grew and the impact and value of new technologies became clear, the founding members and Partners decided in early 1998 that a Network website would be useful. The site would help communicate with entities outside the Network interested in civil society development and facilitate exchange of information among Network member organizations on citizen participation techniques and experiences. *Participa* volunteered to develop the website, checking with other founding members and Partners along the way on content and structure, and receiving financial support from the grant. *Participa* succeeded in constructing and maintaining a site that is informative and accessible. So far, the site has primarily served as a vehicle for informing organizations and governments outside the Network about its activities.

## ii) Outreach

Efforts to inform organizations outside the Network about the work members were carrying out, and to invite their participation in that work, were mostly carried out on an ad-hoc basis at the initiative of individual founding members. The five special initiatives that were also carried out are described below.

- In 1998, Partners organized a workshop in Washington for some 60 representatives of donor organizations, foundations, nonprofit organizations and consulting firms with a special interest in civil society and development of democracy in Latin America. At the workshop, the founding members explained the work they were carrying out and met individually with interested organizations.
- Three outreach efforts were made for the purpose of providing a voice for Latin American civil society at summit meetings of heads of state from the Hemisphere. The first was held in Montevideo in November 1996 at which the Network cooperated with the OAS to carry out the *Inter-American Seminar on Public Participation in Sustainable Development*. There, 120 representatives of governments, NGOs, and indigenous groups formulated recommendations to improve citizen involvement in sustainable development decisions that were later adopted without change by the Western Hemisphere Heads of State meeting in Bolivia. Building on this success, *Participa* obtained funding from USAID to coordinate the collection of civil society views on issues to be addressed at the 1999 Summit in Chile. Network connections were used to gather opinions. *Participa* took advantage of its access to Government of Chile representatives, both to advise participating CSOs of issues to be included on the agenda and to directly inform the Summit Host of civil society views on them. In 2000, *Participa* again led efforts use the Network to gather input to the 2001 Canada Summit from Latin American civil society (see Section IIB below).
- The fifth outreach initiative was taken by Partners at the request of InterAction and the IDB. In 1999, those two organizations were collaborating to ensure that civil society viewpoints were taken into in the official operating policies of the IDB adopted following the Eighth Replenishment. The policy for which they turned to the Network for help was the IDB's local government development and decentralization policy. POA worked with the Esquel Group Foundation on this initiative. Esquel used its network of contacts, and Partners used the Inter-American Democracy Network and its own partnerships to identify NGOs with a special interest in the involvement of citizens in development decisions made by local governments. A survey was done and specific recommendations were collected from over 100 NGOs and presented to the Bank for consideration by its Board of Directors. Network members and other participating organizations were alerted to stay in contact with local IDB representatives as the new IDB policies took shape.

Further outreach efforts included contact with USAID missions by founding members and Partners throughout the program period. Missions were kept informed of founding member activities in the countries where they operated.

### 3) Training at Regional Workshops

Regional workshops served two purposes for the Network. The workshops were an efficient tool to share information, experiences, and skills with a number of participants, and they reinforced contacts and relations between founding member organizations and Partners.

- In October 1997, *Participa* and Partners collaborated to present a workshop in Santa Cruz, Bolivia for associate members from Peru, Paraguay and Bolivia. The Workshop covered strategic planning, volunteer management and teamwork. Partners and *Participa* did not succeed in cooperating fully to prepare the workshop, and both more or less carried out their own parts of the agenda on their own. Nevertheless, participants expressed satisfaction with the training received.
- In June 1998, the four founding members involved in promoting the use of public deliberation presented a workshop in San José, Costa Rica. There, every Network member organization that was working to use deliberation was in attendance. POA attempted to coordinate development of an agenda and agreement on shared tasks in a series of conference calls and emails, but did not succeed in getting much done before the event began. As a result, the opportunity presented by the workshop to share learning on the use of deliberation among the many organizations present was not realized. Rather than foment discussion among organizations present about experiences and lessons learned with the use of deliberation, in many respects the workshop resembled another training event.\* One very positive result of the workshop was that associate members began questioning what they viewed as their subsidiary status in the Network, a topic which came to a head, and was successfully resolved at the final regional workshop in Guatemala.
- The topic of the final workshop in Antigua, Guatemala in April 1999 was improving advocacy capabilities. It was coordinated primarily by Partners. Advocacy by Network members was the topic in which they had most interest in receiving training. The Workshop was generally well received.

#### B. Results

The Network was established in 1995 to promote the transfer of proven approaches to increasing citizen participation. It was envisioned that collaboration among Network member organizations would bring about two types of results:

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\* One exception to this was the presentation by UniAndes and its colleagues on the use of deliberation in connection with cooperation with the media.

- improved technical capacity by CSOs in the LAC region to promote and support citizen participation; and
- increased citizen participation in the region with beneficial impact on LAC democracies.

## 1. Program Impact

Significant results were achieved in both areas during the Network's initial five years. What began as an initiative of founding member organizations came to involve some 200 CSOs and partner organizations in training and project implementation in five program areas: Public Deliberation, Citizen Participation in Local Development, Civic Education, Voter Education, and Social Responsibility.

### a. Impact on Participating Organizations

Results were measurable on three levels, impact on associate member organizations, founding member organizations, and the Network itself.

CSOs that decided to become **associate members** of the Network were trained in methodologies already successfully used by founding members to increase citizen participation in their own countries. Implementing these approaches with founding member support, these CSOs developed their organizational capacity to carry out new types of work with citizens. They also received benefits from being part of a regional network, including opportunities to share information and build relationships with peers in the region.

For their part, **founding member** organizations learned to provide training outside their countries, to apply what they experienced in other countries back home, and to speak collectively for civil society in the Americas. The regional activities carried out by founding members also allowed them to gain exposure to new funding sources and -in some cases- enabled them to improve their project management capabilities.

Regarding founding member efforts to establish and strengthen the **Network** itself, it was decided to aim for two objectives:

- to establish a network of CSOs recognized for promoting the growth of citizen participation through collaboration and exchanges, and appreciated as a resource to which member organizations turn to share information, contacts, and training; and
- to offer member organizations the opportunity to make use of resources to strengthen their management capacities, through participation in the Network.

Most of the results achieved during the Network's first five years related to the first objective. Members of the IADN have been visible actors in the international effort to promote democracy in Latin America. Since 1996, they have hosted and attended over 150 events to bring members together to share experiences, methodologies, and lessons

learned in their efforts in increasing citizen participation in the region. The Network sponsored, or was represented at, events held in nineteen Latin American countries, the United States, and in Europe.

In February 2000, thirty-five associate members were asked to evaluate the Network's performance in representing civil society in the Americas and promoting collaboration among CSOs. Eighty-four percent of the twenty-two organizations responding indicated that the Network was well known for promoting increased citizen participation through CSO collaboration and exchanges. Ninety-two percent said that the Network was appreciated as a useful resource for sharing information, gaining contacts, and accessing training. Over 25% of the organizations that responded considered the IADN a respected voice of Latin Americans civil society.

Efforts during 2000 to use the Network to speak for civil society were led by *Participa*. In preparation for the Third Summit of the Americas, to be held in April 2001 in Quebec City, *Participa* and 11 other organizations from the Inter-American Democracy Network began carrying out the project "Citizen Participation: from the Summit of Santiago to Canada" to promote the constructive participation of civil society in preparations for the next summit, and to formulate proposals for consideration there by heads of state. Consultations took place last year with 896 CSOs in eighteen countries across the hemisphere. In most countries, the themes of the consultation were decided in citizen consultations undertaken by the local organizations in touch with their country's ministry of foreign affairs. More than 240 proposals were made in the areas of strengthening democracies, promoting prosperity and realizing human potential. Early in 2001, more than 80 representatives of CSOs met with representatives of the national coordinators of the Summit Implementation Review Group (SIRG) to produce final recommendations for delivery to the Summit. USAID, CIDA, IDB and the Ford Foundation made funding available for these efforts.

With regard to the second Network-related objective – providing access to resources for strengthening management capacities - over five hundred and twenty-five person days were dedicated to workshops to improve member organizations' management practices. In addition, *Conciencia* developed six training guides on NGO capacity-building in Portuguese.

### **b. Increasing Citizen Participation**

Activities carried out under the auspices of the Network significantly increased collaboration among CSOs in the LAC countries. The training and technical assistance associate members received enabled them to increase the quantity and quality of citizen education and citizen participation activities they carried out. Public deliberation is now used in eleven LAC countries. Fifty-nine organizations in ten countries are using methods learned through the Network to increase citizen involvement in local community affairs. Educators in ten countries were exposed to ways to improve their teaching of democratic principles and civics. Some 30 NGOs in six countries have successfully used the candidate databank system to provide citizens with relevant information on

candidates for public office, and to hold those candidates responsible for communicating with voters. NGOs and business leaders in five countries are now working closely together to advocate social responsibility and cooperation among NGOs and business for community development. A list of Complementary Grants is included in Annex 4.

## 2. Program Areas

The following section describes what was done in each of the Network's five program areas and cites examples of results achieved between 1995 and 2000.

### a. Public Deliberation

The program area in which founding members worked more than any other was public deliberation. Two founding members devoted virtually all the efforts they made under Network auspices to introducing the Kettering Foundation's public deliberation methodology to NGOs in other Latin American countries: *INIAP* and *UniAndes*. *Conciencia* spent almost half its time working with deliberation, and Poder Ciudadano worked periodically to increase the use of deliberation. As a result of the work done by these four founding members, and that of dozens of associate member organizations, deliberation is now a significant impetus to citizen participation in eleven countries: **Guatemala, Honduras, El Salvador, Nicaragua, Panama, Colombia, Ecuador, Paraguay, Brazil, Argentina and Uruguay**. Network member organizations in those countries sponsored public deliberation forums to allow citizens to educate and motivate themselves around a variety of community and national concerns. Those concerns included: corruption; monitoring, and cooperating with, local government officials; public safety; education; voter education; the democratic rights and responsibilities of women and youth; community self-help initiatives; and civics.

Network members continue to use deliberation to promote citizen participation in their countries. They now intend to use the Network less to exchange information about how to implement the deliberation methodology, and more to share experiences on how to promote action by citizens after they attend forums.

Network members hosted over forty international events to promote the public deliberation methodology. During these events, forum moderators were trained, sub-networks of Central and South American organizations were formed and strengthened, and issue guides were developed for use in public forums. More than one hundred organizations were trained to utilize the methodology. These organizations represented diverse sectors: ninety NGOs, three governmental organizations, six universities, two foundations, and three media organizations. At some three hundred and thirty-nine public deliberation forums, over 9,000 citizens discussed strategies for dealing with community and national challenges. Forty-two issue guides were published in Spanish and Portuguese.

Examples of results achieved in Southern Brazil, Ecuador, Panama and Colombia with the use of public deliberation are summarized below.

In the southern State of Rio Grande do Sul, **Brazil**, the CSO *Voto Consciente* used public deliberation forums in several cities to promote more active citizen involvement with locally elected officials. As a result, citizens decided to cooperate more closely in efforts to monitor local government actions through participatory budgeting processes. Steps taken by citizens in Nova Hartz, a 15,000-resident farming community, 70 kilometers from the state capital of Porto Alegre, set a precedent for citizens elsewhere to follow. There, the mayor agreed to work to develop participatory budgeting, and an interim committee of five citizens was created to organize neighborhood-level discussions. Once enough citizens in different neighborhoods agreed to participate, neighborhood-level elections were held to select representatives to serve on a city budget council. The council makes recommendations on annual budgets as they are prepared and reviews how prior year budgets have been administered.

In **Ecuador**, the Esquel Foundation was trained to use the deliberation methodology by the *Univerdidad de los Andes*. Esquel decided to use deliberation to promote discussions among citizens about what they could do to combat corruption. The following results were achieved:

- agreements were signed with eleven NGOs, schools and universities to carry out the deliberative process. Organizations included the Quito city school system, three newspapers (*El Universo*, *Diario Hoy* and *Diario Expreso de Guayaquil*), the National Federation of Youth Clubs, and the *Universidad Eloy Alfaro* in Manabí;
- a total of 140 teachers, parents and community leaders in Quito, Guayaquil and Manabí were trained in how to moderate deliberative forums;
- participating schools provided opportunities for students and teachers to deliberate on corruption. The schools reported that students engaged in follow-up activities;
- some 70,000 copies of the manual "*La Lucha Contra la Corrupción*" were published in a special supplement of the newspaper *HOY*. This publication was sponsored by the Occidental Petroleum Company and *Société Générale de Surveillance S.A.*;
- the radio station, SONORAMA, held a one-hour talk show on corruption at which a teacher and two students from *Colegio Municipal Fernandez Madrid* shared their experience deliberating the issue of corruption;
- the Ecuadorian business journal *Gestión* published an article entitled, "*Inversión Segura: Formar Generaciones Honestas*"; and
- the Kettering Foundation highlighted the Ecuadorian experience in its quarterly journal.

In **Panama**, during 2000, forums held on corruption by *Libertad Ciudadana* resulted in an agreement with the Panamanian Social Security Office under which *Libertad Ciudadana* will hold six forums on corruption in 2001 for social security employees. The Social Security Office is adopting "integrity pacts," and *Libertad Ciudadana* will monitor procurement costs incurred by Social Security hospitals and medical facilities.

In the case of **Colombia**, founding member *Universidad de los Andes (UniAndes)* collaborated with media outlets and another university to use public deliberation creatively to increase citizen involvement in three areas: public education, voter education and communication with candidates, and cooperation with municipal authorities to meet community needs. The first two of these experiences are covered in more detail in case studies published by the Network: “Candidates Define Campaign Issues” and “Education – A Commitment for All Citizens” (see case studies in Annex 5).

In 1997, *UniAndes* joined with Colombia’s leading national newspaper, *El Tiempo*, to get citizens more involved in Bogotá’s municipal elections. *El Tiempo* surveyed its readers to identify the five issues about which citizens were most concerned. Forums were carried out by *UniAndes* to enable citizens to elaborate their views on those issues, and opinions were published by the newspaper along with comments on them made by the principal mayoral candidates.

In 1998, *UniAndes* and *El Tiempo* joined forces again to promote public dialogue with the three principal candidates for president. Forums were organized to allow citizens to formulate group questions for the candidates, whose replies were printed in *El Tiempo*.

Later that year, *El Tiempo* and *UniAndes* decided to try to focus citizen attention on the issue of public education. As a first step, four forums were held to allow citizens to define the issues of highest concern. Public round table meetings were organized with the three major candidates for president. Once President Pastrana was elected, *El Tiempo* regularly published reports aimed at monitoring commitments he made at the round table discussions. Then, *UniAndes* and *El Tiempo* moved to support citizen participation in various regions of the country. Forums were held in Cali (Valle), Ubaté, Chia and Giradot (Cundinamarca), and Medellín (Antioquía). Local editions of *El Tiempo* published results and continue to monitor actions taken to deal with the issues identified.

In Medellín, *UniAndes* supported efforts by the *Universidad Pontificia Bolivariana* and a local radio station to organize a call-in program for citizens to voice concerns to bring to the attention of municipal authorities. Later, a special effort was made to focus on concerns surrounding the renovation of Medellín’s city center. Forums were held to allow citizens from various walks of life to discuss different priorities they had in mind for renovation efforts. The deliberative process enabled them to agree on themes to be presented to the mayor’s office, and a public audience was organized for this purpose at which municipal authorities made commitments to the citizens present.

More recently, during 2000, *Universidad de los Andes* entered into agreements with the Controller General’s Office and the Central Bank to support the efforts of those entities in anti-corruption campaigns.

## b. Citizen Participation in Local Development

Work in this program area was completed in 1999. The first part of the work consisted of efforts to engage citizens more actively in monitoring the performance of government officials. One hundred and two organizations in fifteen countries were trained to monitor governmental action. These included 80 NGOs, fourteen universities, six governmental organizations, one foundation, and one media outlet. Almost five hundred and eighty-five person days of training took place.

The second focus of efforts in this program area was promotion of inter-sectoral cooperation to identify and resolve local problems. Leaders from educational entities, labor unions, government agencies, businesses, and NGOs received some five hundred and fifty person days of training from INIAP, *Participa, Conciencia, Poder Ciudadano* and one associate member, *Fundación para la Mujer y la Familia Rural*. The majority of these (73%) were spent training women. Fifty-nine organizations in **Bolivia, Brazil, El Salvador, Honduras, Guatemala, Nicaragua, Mexico, Paraguay, Peru, and Uruguay** were trained to promote inter-sectoral cooperation. Of these, 51 were NGOs and 8 were local government offices.

The most significant contributions made by Network members to efforts to promote more citizen involvement in local communities came about as a result of the international aspect of the work they carried out. NGO officials expressed the conviction that they had benefited by contact with peers in neighboring countries in two ways. First, they observed new approaches toward community development and citizen participation that could be adapted to their own situations; and second, they and their clients were encouraged by the collaboration offered by colleagues from other countries who had already succeeded in using the approaches they were recommending and teaching.

Examples of the work carried out in this program area are summarized below.

In **Uruguay**, *Conciencia* cooperated with the *Fundación para la Mujer y la Familia Rural* to carry out workshops and follow-up efforts with citizens from three interior cities. As a result of these efforts, local citizens banded together to carry out a development project they identified in each city. Training was carried out in community organization and project development and implementation. This represented a new experience in Uruguay, where, although there existed a much longer history of democratic government than other Latin American countries, traditionally citizens rarely joined together on community initiatives, and tended to participate only passively in programs normally assumed to be the responsibility of government.

At a workshop sponsored by the Foundation among the citizen leaders from the three communities where the project was implemented, it was agreed to establish a coalition of community groups within the Foundation, called PROMECOM (*Pro Mejoramiento Comunidad, Desarrollo y Estética*), that will serve as a vehicle for continued sharing of experiences in citizen-initiated projects to meet community needs.

*Participa* worked extensively with a number of NGOs in rural areas of **Paraguay**, communities around the city of Santa Cruz, **Bolivia**, and in the San Martín area of **Peru**. Its efforts aimed to improve the capabilities of NGOs and grass roots organizations working in those locations to mobilize citizens and promote community action. At the beginning of this program, *Participa* hosted representatives from the three countries on visits to Chilean cities where locally organized citizen groups were involved in collaborative development projects with their municipal governments. Later, in-country training focused on promoting dialogue among residents to identify priority issues, facilitating cooperation with local government officials, and collaboration among NGOs. Twelve of the NGOs in this program later became active members in the Network, of which seven reported that they had used methods taught by *Participa* to help design and fund local development projects, such as an artisan market, teacher-housing, water systems, and neighborhood development groups.

Activities carried out in **Paraguay** attest to the fact that local development efforts which presuppose adoption of new attitudes by citizens and governmental officials require sustained action with communities by an NGO or grass-roots organization over an extended period of time. For example, in Santa Rita, in the Department of Misiones, Paraguay, following initial training provided with *Participa* assistance, citizens decided to carry out a sewing workshop project in order to develop employment opportunities for young women. The local Organization of Women Cattle Ranchers provided training in sewing for 30 young women. After initially meeting in the home of a town commissioner, the group obtained agreement from the governor's office to refurbish a community center, which had fallen into disrepair. The Center provided a location with electric and sanitary facilities that would be suitable for housing the sewing workshop. The next step was for another organization, Women for Democracy, to obtain funding from a Paraguayan source to acquire more sewing machines and continue the workshops.

Initial results obtained through the efforts carried out by Network members to promote citizen participation with government officials and in self-help efforts often proved to be modest, but nevertheless were significant because they began processes for collaboration among citizens that were expected to expand in scope as more modest successes were achieved.

This same lesson was evident in work done in several cities in **Mexico** by *Alianza Cívica*, with the support of *Poder Ciudadano*. Following a workshop in Coahuila, citizens there agreed to start a web page, develop new means of disseminating information among each other, and decide how best to conduct a government monitoring effort. In Tonalá, citizens decided to begin work by meeting periodically with the municipality, initiating training in human rights, and having citizens monitor electric meters as a means of collaborating with the Federal Electricity Commission. In Yajalón, *Alianza's* workshop included Tseltal Indian Community leaders. There, rather than go right to defining activities citizens could carry out together, it was decided to discuss why participation in the community was fundamental to achieving recognition for both individual and collective rights. These more basic workshops were continued until it was possible to begin fostering joint action.

### c. Civic Education

Training in this program area was carried out to meet two objectives: (1) to increase the civic education teaching capacities of school instructors, university students and NGO officials; and (2) to allow NGOs working in various sectors to incorporate advocacy activities in their programs.

Eight hundred and three person days of training in civic education were provided to civic educators. A total of fifty-six organizations in ten countries were trained; thirty-six NGOs, fourteen universities and six governmental organizations. Of the thirty-three organizations that responded to a follow-up evaluation, over 72% reported that they continued to use the methodologies taught in civic education courses. A number of civic education publications were written and shared with Network members and other CSOs, including "Cursos de Capacitación Cívica," and three civic education guides produced by *Conciencia Argentina*.

Much of the work in this area occurred in **Argentina** and **Brazil** and was promoted by *Conciencia Argentina*, whose former president was also elected Latin American representative of an international civic education movement sponsored by USIA (CIVITAS). In São Paulo, Brazil, *Conciencia* assisted *Voto Consciente* to adapt its ethics and government education curriculum for use in Brazil. *Conciencia* also shared the curriculum with educational institutions in Uruguay and Paraguay.

The second area of training in this program area was citizen advocacy. A major advocacy workshop was carried out by Partners in Antigua, **Guatemala** in February 1999 for over 20 Network member organizations. Partners contracted the services of the School for International Training (SIT) in Brattleboro, Vermont and coordinated with USAID/Guatemala's civil society project contractor (Creative Associates). In addition to this workshop, during the course of the Network's activities, twenty-one organizations from fourteen countries received training designed to improve their understanding of political decision-making and possibilities for promoting citizen-based advocacy.

The main results of advocacy efforts carried out under the Project, occurred at the regional level, using Network resources, connections and events to reach the participants. Founding members used the Network to carry out four comprehensive consultations with Latin American civil society during the course of the Project.

This occurred first prior to the Sustainable Development Summit that took place in Bolivia in 1997. In collaboration with the OAS, a workshop was held in Montevideo, Uruguay in November 1996 (The OAS Inter-American Seminar on Public Participation in Sustainable Development), where 120 representatives of governments, NGOs, and indigenous groups formulated recommendations to improve citizen involvement in sustainable development decisions. Those recommendations were later adopted without change by Western Hemisphere Heads of State.

This experience was repeated prior to the Santiago Summit, and was expanded beginning in 2000 in preparation for the Summit of the Americas meeting to be held in Canada this year. As explained above, *Participa* took the lead in using Network contacts to generate civil society recommendations for that Summit.

Lastly, in 1999, Partners acted on behalf of the Network, and in collaboration with the Esquel Group Foundation, to survey over 100 NGOs throughout the hemisphere about the IDB's draft policy for promoting decentralization and local government development in the region. The recommendations provided to the IDB were intended to help ensure that the Bank and its client governments take adequate account of the need to include citizens in decision-making process when new projects are developed.

#### **d. Voter Education**

Sixteen workshops were organized in this program area, primarily to share *Poder Ciudadano's* expertise in developing candidate databases to inform citizens about the professional careers and campaign stances taken by prominent candidates for political office. Thirty NGOs participated in voter education training (over four hundred and forty person days). Network member organizations in six countries used the methodology successfully during the last five years. By the end of the Project, an informal sub-network of CSOs from these countries had been established, all of which had significant experience with the use of candidate databases.

In **Ecuador**, *Corporación Latinoamericana para el Desarrollo* (CLD) created a candidate database for the May 2000 elections. CLD entered into agreements with the Electoral Tribunal to share information and publicize its availability on the Internet. With funding from the Government of Switzerland, CLD and Electoral Tribunal personnel were hired to collect and disseminate data on more than 7,000 candidates for parish, municipal, department and regional offices. Television ads alerted viewers to the web site, which received thousands of hits a day in the three weeks prior to the elections. Ecuador's leading newspaper, *El Comercio*, published information from the database, and copies of its online version were distributed to universities and other target groups. This was significant because the May 2000 elections were the first at which Ecuadorians had the opportunity to vote for individuals rather than political party lists.

In **Mexico**, databases on candidates were developed by Network member organizations that had been trained by *Poder Ciudadano*. *Alianza Cívica* used the data base methodology for two elections in the state of Chiapas: in the July 2 elections for congressional deputies and senators; and in the August 20 elections for governor. The methodology was also used for elections in Mexico City for mayor, city council members and deputies, and in local and gubernatorial elections in the state of Coahuila. The *Asociación Nacional Cívica Femenina* (ANCIFEM) published an eight-page voter education guide for the 1998 elections for governor, congress, and municipal offices in the state of Puebla.

In **Panama**, the *Fundación para el Desarrollo de la Libertad Ciudadana* published a voter education guide on candidates running in Panama's May 1999 elections. Over 50

high school and college students volunteered their time to gather data on national and local candidates for president, congress and mayor. The results were used to publish a guide, titled "*Candidatos(as) Visibles 1999*", in the newspaper *La Prensa*. Information from the databank was also publicized on television stations and made available on the internet.

In the **Dominican Republic**, *Movimiento Cívico* used the methodology for the May 1999 presidential elections. *Poder Ciudadano* also trained *Acción Ciudadana* staff and volunteers in **Guatemala** to collect, organize and publish information about candidates for that country's November 1999 elections.

#### e. Social Responsibility

Members of the IADN aimed to introduce the concept and practice of social responsibility in the region by working for two objectives:

1. "resource mobilization plans for NGOs or grass-roots organizations developed in a timely manner"; and
2. "the concept of social responsibility disseminated more widely."

In its broadest sense, the term "social responsibility" refers to the practice, by individuals involved in all three sectors of society, of taking into account the effects of their actions on the community at large. As used under this Project, the term is meant to refer more narrowly to NGO efforts: a) to obtain support from individuals for their community development activities; and b) to promote collaboration within the private sector between NGOs and businesses. Donations to NGOs from a broad spectrum of individuals (as opposed to paternalistic giving by the rich), and cooperation between businesses and nonprofit organizations on initiatives benefiting their communities were not common in Latin America when the Network began in the mid-1990s. Actions taken by Network members helped increase acceptance of both new practices in the countries where member organizations focused their efforts.

Forty-nine nongovernmental and grassroots organizations received training in fundraising techniques from *Participa* in 1996 and 1997. By 1998, the following results were reported in the three countries where training took place:

- **Bolivia:** IRFACRUZ received a \$50,000 grant from the European Community for an adult literacy program. It also made and distributed posters to promote social responsibility.
- **Peru:** The San Martin Network raised \$6,270 from a variety of local organizations to hold strategic planning sessions for the region that involved a broad cross-section of individuals from businesses, NGOs and government. CEPCO obtained support from a health center and a municipal education department for the development of a health sector plan for Soritor, Peru. Intermediate Technology Development Group (ITDG) received in-kind

support in materials and manpower valued at \$2500 from businesses, other NGOs and public offices for the purpose of developing and publishing an environmental plan for the city of Tarapoto.

- **Paraguay:** *Centro de Apoyo y Educación Popular (CAEP)* raised almost \$48,000 for a housing construction project, and sponsored two social responsibility workshops for homeless persons. The Marco Aguayo Fight Against AIDS conducted a Christmas card and gift sale. Sales in prior years totaled about \$2,500 per month, whereas \$30,000 per month was raised during the 1998 Holiday Season.

Over the course of the life of the Network, twelve workshops and exchange visits were organized by *Participa* and Partners to bring business and nonprofit leaders together in **Bolivia, Paraguay, Peru, and Chile** to discuss how social responsibility was being practiced in other countries. Thirty-nine NGOs, four business associations and one foundation were trained. Partners sponsored an exchange visit by Paraguayan business and nonprofit leaders to Kansas, Washington DC and Miami so they could see first hand how businesses and nonprofits collaborate in the U.S. In addition, *Conciencia* worked with an association of professional women in Porto Alegre to assist its members in their efforts to reach out to NGOs in their communities. Three hundred and twenty-eight person days were dedicated to training in social responsibility. Results from programs through 2000 are listed below.

In June 1999, twenty representatives from the Bolivian business and social sectors established a new nonprofit organization called the Alliance for Social Responsibility. Its mission is "to promote the exercise of social responsibility in **Bolivia** by means of strategic alliances among the different sectors of society, in order to achieve communities with improved quality of life, equity, solidarity, honesty and preservation of the environment." The *Alianza* used \$6500 donated by USIS to hire an interim manager, get legal work done to establish the foundation, and host seminars to promote the concept of social responsibility. The first general assembly meeting was held in December last year, at which bylaws and a work plan were approved.

In **Chile**, a similar group began work in 1999 on a two-year action plan to promote social responsibility. A task force of about twenty business, government and social sector representatives met several times that year to develop the 1999-2000 action plan for social responsibility in Chile. *Participa* invited Robert Dunn, President of the U.S. nonprofit, Business for Social Responsibility, to visit Chile. The Confederation of Production and Commerce, the main business association in Chile, agreed to sponsor a social society initiative. In December 1999, 25 representatives of businesses, non-government organizations, government and international organizations met to formally establish "The Social Responsibility Workshop." They appointed a "coordinating group" which later developed a mission statement and produced a report on the vision, values, needs and strategic challenges for their effort. The group designed a basic seminar on social responsibility for replication around the country, and held discussions with several

universities about incorporating social responsibility themes in their curricula. *Participa* is now publishing a newsletter to disseminate information on this new initiative in Chile.

During the same year, the Network member organization *Peru 2021* presented its fourth international symposium on "Modern Business and Social Responsibility", with the collaboration of the University of the Pacific (Peru). The purpose of the symposium was to continue to encourage business leaders to play more active roles in incorporating social responsibility into their corporate strategies. *Participa* continues to be in contact with Peru 2021.

As noted above, the **Paraguayan** Task Force on Social Responsibility took a four-city U.S. tour in April 1998. Upon return, the *Fundación Ricardo Böettner* and the *Asociación de Empresarios Cristianos* published a brochure on socially responsible business practices and sponsored workshops on the topic. In mid-2000, the *Fundación Ricardo Böettner* (FRB) signed an agreement with a Paraguayan financial institution, *Agrofinanciera*, to develop cause-related marketing programs. *Agrofinanciera* later announced the availability of its "Ricardo Böettner Foundation Visa Card." Thirty-three percent of the commissions, approximately \$10 for each new credit card issued, are donated to the Foundation for its Emergency Health Fund benefiting the rural community of *Capi Ivary* in the department of *San Pedro*.

The *Associação de Mulheres de Negócios e Profissionais de Porto Alegre (AMNPPA)* is a professional women's organization in Porto Alegre, **Brazil** composed of business executives, lawyers, doctors and other professionals. It agreed to collaborate with *Conciencia* in order to offer the services of its members to communities around Porto Alegre. Together, AMNPPA and *Conciencia* held workshops for NGOs on fundraising and nonprofit organization management.

A number of the organizations that participated in the institutional development seminar they organized reported beneficial effects, including improvement of internal systems of accounting and strategic planning. Organizations that participated in the seminar on fundraising indicated that they learned and applied new techniques to reinforce their fundraising strategies. Two organizations that participated in the fundraising seminar in Porto Alegre, in turn, trained another 40 organizations.

Following the efforts carried out with *Conciencia*, AMNPPA developed a new line of activities designed to strengthen the organizational capacities of a diverse group of NGOs in Porto Alegre.

## C. Challenges and Lessons Learned for the Future of the Network

This section reports on actions taken to date in response to challenges identified during the participatory evaluation process, and outlines recommendations. Coordinating Group members will be invited to take into account when making decisions about the future development of the Network. The section addresses nine topics.

### 1. Consensus Among Network Members on Basic Questions and Specific Plans for the Future

#### Relevant Citations from the Evaluation Report:

Recommendation on Strategic Planning: "The Network should take advantage of the time still available under the USAID grant to formulate a Strategic Plan to help ensure its continued operation and guide its actions over the next three to five years. Such a plan should be developed through a participatory process, involving all concerned in the identification of strategic priorities, based on an analysis of current political realities within the region, IADN experience to date, and the design of appropriately targeted program initiatives."

Lesson Learned on Importance of Consensus on Basic Questions: "A key ingredient for the successful creation and operation of any network, consortium, or other multi-actor initiative is *clarity* -- clarity of purpose, roles, responsibilities, decision-making, and other procedures, all of which should be made clear and agreed upon by all interested parties at the outset and reviewed periodically as conditions change and questions arise."

It is natural that efforts by different organizations to cooperate with each other will evolve as those organizations face challenges and experience successes and setbacks together. The history of cooperation among NGOs belonging to the Network proved again that results of interest to participating organizations will be produced more quickly and smoothly when organizations have taken time before proceeding to reach agreement on basic questions about what they will do together and how they will collaborate.

The Network's new purpose, or mission, will need to be clearly understood and accepted by the members. Participation in efforts to carry out that mission will need to be seen by members as beneficial to their interests. Agreements about roles, responsibilities and objectives will need to be clear.

The Network members who met in Antigua in February 2000 succeeded in beginning strategic planning for the next phase of the Network's development by making important decisions to expand the Network's mission and revise its structure. These decisions were reflected in the proposal submitted by POA to USAID for assistance over the next three years. Meetings of the Coordinating Group in November 2000 and January 2001 moved the strategic planning process further along. It is important that CG members now complete strategic planning. They need to ensure agreement on basic questions regarding

the Network, and specify objectives to be reached and actions to be taken during the remainder of 2001.

#### Basic Questions:

- **Who are our members?** (Only NGOs? What types of NGOs? Only CSOs, or any NGO that promotes citizen participation? Should membership be limited to Latin America and the Caribbean, or be open to organizations from the U.S. and Canada?)
- **What beliefs do we share?** (What unites our organizations?)
- **What is our Network's mission?** (For what purpose does it now exist?)
- **Who are the Network's primary clients?** (Our own organizations? What other organizations should have a stake in the Network's success?)
- **What is our vision for the Network?** (What do we want to make it become?)
- **What are our objectives for the Network during the next three years?** (What goals are most important to achieve in order to support increased cooperation among Network members?)
- **What are our objectives for the next three years, and for long-term Network sustainability?** (What defines sustainability? What methods will be used to build the financial and organizational bases necessary to support the Network in the future?)

To the extent the answers to these basic questions are understood and agreed among Network members, implementation delays can be minimized and the chances of achieving results during the next phase of the program will be enhanced.

In fixing objectives and implementation schedules, members will need to be proactive. Experience during the first phase of the program showed that Network development objectives will not be reached unless objectives are clearly and coherently defined and agreed, and lead responsibilities are assigned.

## 2. Network Structure and Governance

### Relevant Citations from the Evaluation Report:

#### Recommendation on Membership and Governance:

"There should be an orderly expansion of Network membership, and decision-making should be democratized, allowing for participation by all. The governance structure should be reorganized, becoming horizontal rather than hierarchical and ensuring that all members have the same opportunities to receive grants, give sub-grants, or request services."

#### Lessons Learned:

- On Decision-Making:  
"Within a network, it is important to decentralize as far as possible the decision-making process and governance structure. While it is generally not feasible for all

network members to participate in every decision, they should be represented on and have access to a committee or other body of individuals they agree to empower to make decisions on their behalf (i.e., an executive secretariat or board)."

- On the role of Partners:

"The potential value added of working with U.S. PVOs is to help southern CSO networks or consortia maintain fluid relations with donors, administer resources, and work to assist members find new opportunities for resource development and contacts in the international development community."

At the February 2000 Strategic Planning Workshop, it was agreed to establish a General Assembly, a Coordinating Group - whose member organizations will change periodically and stay in touch with parts of the full Network membership, and an Executive Secretary function to be exercised by one member organization each year. (Partners agreed to accept this function until June 2001.) This new structure was expressly adopted to replace the former designations of founding members and associate members in response to the need for more horizontal and democratic decision-making. The democratic selection of the member organizations to serve on the Coordinating Group and as the Executive Secretary is vital. Without it there is no accountability to the membership. Decisions on joint project proposals and Network development initiatives will be taken at the most appropriate level; i.e., among individual members in the case of joint projects and by the Coordinating Group in the case of the Network.

Network members have expressed satisfaction with the Network's new governing structure, and continue to believe that the Network structured should avoid bureaucracy. Such a "light" organization - with functions carried out by member organizations rather than a staff - will keep indirect costs to a minimum and will be more programmatically demand-driven.

It remains to be decided whether to establish the Network as a legal entity, and if so, how. Whether or not this is done, bylaws will be needed that spell out the responsibilities of the General Assembly and Coordinating Group, and the functions to be carried out by member organizations which assume the responsibilities of Executive Secretary. Budget decisions need to be made to enable these entities to function.

Coordinating Group members need to decide which members will take the lead in carrying out the Coordinating Group's responsibilities and how members will stay in touch with each other and the organizations they represent.

The member organization which is to assume the role of Executive Secretary in June 2001 should be selected in time to provide for adequate overlap with Partners, and the establishment of procedures for cooperation between Partners and that organization. The organization selected will need to indicate to Partners what its needs are in terms of funding and capacity strengthening to carry out the duties of Executive Secretary.

Agreement will need to be with other Coordinating Group members reached on Partners' role during the next phase of the Network. Partners has identified three responsibilities:

1. Administration of the USAID grant, which is to include financial control, entering into agreements with Network member organizations on the use of grant funds, and monitoring the use of grant funds;
2. Providing necessary organizational development support to the Coordinating Group and the member organizations exercising the duties of Executive Secretary (not carrying out these duties for those entities); and
3. Facilitating contact with donor organizations and other civil society networks or supporting organizations in the United States.

### **3. Joint Projects**

#### Relevant Citations from the Evaluation Report

##### Recommendation on Selection of Activities to Carry Out and their Impact:

"Geographic divisions and the compartmentalization of the Network's offerings into six discrete components should be eliminated in favor of an approach which is at once more strategic and more demand-driven. Moreover, in planning future activities, Network members should give serious consideration to the importance of follow-up for the achievement of longer-term impact and the potential for sustainability."

##### Lessons Learned:

###### ▪ On Criteria for Selection of Joint Projects:

"To help ensure the effective institutionalization of any new methodologies or techniques transferred from one organization to another, the services provided should be demand-driven and based on the most felt needs of the recipient institution."

"The success of efforts to achieve collaboration between organizations ... will depend not only on their interest in the same programmatic objectives ... but also on the types and interests of their members and staff and the intensity and duration of the activities to be undertaken."

###### ▪ On Need for Organizational Development Support:

"Within networks or consortia of southern CSOs, it is likely that members vary greatly in terms of their organizational skills and capacity. Therefore, to strengthen the entire enterprise and better ensure the sustainability of individual and collective efforts, in addition to program support, there is a need to provide organizational development assistance to weaker members, as well as to the network itself. This means recognizing and allowing for less-visible, institution-building support. If a network does not have the funds needed to provide this service itself, it should serve as a clearinghouse to guide fragile member organizations to cost-effective sources of assistance in this area."

The decision to use the Network to sponsor joint projects rather than training activities was made - in part - to ensure the selection of projects is demand-driven. During the first years of the Network, founding members tended to drive the process of identifying which training activities would be carried out. Truly collaborative joint projects will not just happen. Coordinating Group members will have to encourage members to engage with each other to identify and develop joint project proposals that meet needs felt by all of the member organizations involved in them.

Procedures for presentation of proposals and project selection will need to be developed by Partners in collaboration with the Coordinating Group.

In the February 2000 Strategic Planning session, members identified four approaches to citizen participation in which they wish to increase their collaboration and improve their capabilities.

- Education for Citizen Participation
- Citizen Monitoring and Oversight
- Advocacy
- Strengthening Civil Society Organizations

USAID has requested that - among the citizen participation issues of interest in the LAC region - the Network give special attention to joint projects to combat corruption and improve the environment. The joint projects will focus on the four approaches selected by Network members. Within those, a specified number of projects will deal with the environment and anti-corruption.

Since members have decided to use the Network to promote the strengthening of CSOs as one means of promoting citizen participation, during the continuation of the strategic planning process, the Coordinating Group will need to decide how to approach this task. One option is to focus efforts in this area on capacities required by CSOs to carry out the joint projects to be financed under the program (rather than create a separate program component). The Coordinating Group might also consider establishing a "clearing house" where individual members can find materials and technical assistance to address common technical and organization development topics.

#### **4. Future Use of Deliberation Under Network Auspices**

##### Relevant Citations from the Evaluation Report on Future Efforts Using Deliberation

###### Conclusion:

"Given that there are significant differences in the way in which deliberative forums are structured and conducted and that the Network has accumulated an impressive amount of experience in this area, it is uniquely well-positioned to analyze these differences as related to the results obtained to help inform the future international efforts of the Kettering Foundation and others interested in this methodology."

Recommendation:

"There are two major purposes for deliberation: public education and taking decisions for action. In countries without a strong CSO sector, forums among already-formed groups, or among members of an organization, are much more amenable to decision-making, as subsequent action can be channeled through the organization that sponsors the forum. Meanwhile, forums among strangers, or people who have not yet agreed to work together, can be effective primarily for educational purposes. The utility of both uses of deliberation needs to be clarified and assessed prior to launching any such initiative."

As noted in the Evaluation Report, deliberation was the citizen participation technique most used during the first five years of the Network. This was due primarily to the fact that most founding members already had experience with it. With the significant exception of work done within the Central American sub-network of members using deliberation, very little effort was made to compare experiences employing different deliberation methodology techniques. Practically no effort was expended to attempt to measure the effect of participation in deliberative forums on citizen action taken after forums.

Assuming Network members decide that deliberation will continue to be used under Network auspices as a tool for civic education and a stimulus for citizen action, they should consider establishing a special work group to outline a series of steps to help those member organizations which use deliberation to share experiences with its use and specify action-research to identify practices that help ensure deliberation is usefully employed to increase citizen participation.

## 5. Program Monitoring and Evaluation System

### Relevant Citations from the Evaluation Report

#### Conclusions:

- On the Need for Member Commitment and Participation: "In nearly all cases, the issue of follow-up by Network members after the provision of services is key to the sustainability of the activities assisted, the level of confidence engendered among participants, and the accurate assessment of the results obtained."
- On the Importance of Setting Program Objectives Carefully: "...The Network has been developing a monitoring and evaluation system; however, it is not yet in full operation. There is significant overlap between activities in the six program components, all of which tend to be process-oriented, leading to the risk of double-counting and confusion when attempting to assess results."

#### Lessons Learned:

- On Need for Data Collection and Sharing: "The exchange of experience and information and the maintenance of fluid communication among members are essential for the successful integration of participating organizations in any network or similar entity."

- On Benefits of Participatory Evaluation: “Evaluating civil society programs is a difficult task...Even more difficult challenges arise when evaluating a regional network, with members scattered across a continent. Adopting participatory evaluation techniques can help overcome some of these challenges, since much of the knowledge and expertise needed can be found within the evaluation team itself.

The program's monitoring system will need to be revised to reflect new program objectives and indicators. The data will be used by several three types of stakeholders: donors (USAID, as of now); Network member organizations carrying out joint projects; and Network leadership (the Coordinating Group). All have overlapping, but different, needs and interests in the data to be collected. The first step will be to obtain commitment of member organizations and Network leadership to a new effort to collect data that will be useful to them as well as USAID.

The Coordinating Group will need to set objectives and indicators for work to be done strengthening the Network itself. Participation of as many members as possible in setting Network development objectives, and defining indicators for them, will be needed to help ensure broad commitment to the Network's objectives. Objectives and indicators for joint projects will need to be set by the Network member organizations involved in each project (and their clients), with attention by the Coordinating Committee to the need to ensure the data produced contributes to the Network development information desired by USAID.

The primary focus in all these efforts should be on measuring results regarding citizen participation.

One organization needs to manage the monitoring system to ensure that it operates effectively. Given its grant management responsibility vis-a-vis USAID, Partners should continue to manage the system as part of its ongoing support for the Network's development. In order to improve its efforts in this regard, Partners needs to use program funds for monitoring system design and operation. Once new program objectives and indicators are set, formats for collection of data will need to be developed, as will software applications for its processing.

Given the success of the participatory evaluation carried out in 1999 in supporting shared decision-making about the future of the Network, another one should be carried out at the end of the second year of the program (2002). It should be used to promote shared learning about progress to date and lessons learned, and conclude with planning and decision-making by Network stakeholders (principally its members). For this effort to succeed, a facilitator skilled in eliciting conclusions and recommendations from the organizations participating in the evaluation will be needed.

## 6. Sustainability

### Relevant Citations from the Evaluation Report

#### Recommendation on Internal and External Communication:

"To support the consolidation of the Network, and the full integration of all members, a regular, programmed system of communication should be designed and put into operation. The new system should be used to facilitate participation in the strategic planning process and should include the continuation and expansion of the web page, plus the use of other electronic means. It should also promote greater visibility of the Network through contact with national and international donors, the media, and other key actors."

#### Lessons Learned:

- On CSO Interest in Networking:  
"Latin American CSOs working in the democracy area are eager to take advantage of the contacts, support, validation, and opportunities for the exchange of information and experience that a network can offer."
- On Need for Internal Communication: "The exchange of experience and information and the maintenance of fluid communication among members are essential for the successful integration of participating organizations in any network or similar entity."

Members have not yet addressed the issue of how best to sustain the Network's activities. The first step in doing so will be to agree on what members intend to sustain. Partners believes primary emphasis should be put on sustaining the collaboration among NGOs rather than the Network itself. This would be consistent with the idea that the Network exists to promote and support cooperation among its members and not as an end in itself. It would also be consistent with plans to keep the Network structure flexible and its overhead small.

The Coordinating Group will need to agree on a Network sustainability policy that:

- defines what the Network aims to sustain (cooperation among members);
- realistically assesses the likelihood of future donor support, and then makes plans for obtaining it (including Partners' role in supporting members' fund-raising and networking efforts);
- obtains a commitment from members to help finance the cost of the Network, starting immediately (for such costs as travel to workshops); and
- identifies measures to control the costs of Network operations so they can be financed from members' resources when USAID funding ends.

Partly due to the issue of sustainability, USAID asked Partners to identify possible sources for counterpart funds for the next phase of the program. Simultaneously, funds requested in the original proposal for technical assistance to help connect member organizations with funding sources and support their efforts at fund-raising were cut from the grant by USAID.

It is not likely that Network members will find another donor willing - as USAID has been - to finance Network operating costs. So, if the Network is to continue after termination of USAID assistance in 2003, it will be because its members have found their participation it beneficial enough to reserve a small portion of the resources available to them to contribute to defraying the Network's operating costs. It is possible that members will be able to supplement that funding with donor financing of special activities, such as civil society consultations or particular workshops.

Increased attention to development of the Network's website will be an important element of sustainability efforts. Its use to facilitate and promote communication among members will be crucial to maintaining member interest and participation in the Network. Additional efforts will also be needed use the website to attract the attention of organizations with a stake in the issues pursued under Network auspices, and potential donors.

## **7. Promoting Member Learning**

### Relevant Citation from the Evaluation Report

#### Lesson Learned on Use of Participatory Evaluations for Learning:

"Evaluating civil society programs is a difficult task, as the definition of "success" and the selection of indicators to measure that success are too often left open for interpretation. It is hard to "know it when you see it." Even more difficult challenges arise when evaluating a regional network, with members scattered across a continent. Adopting participatory evaluation techniques can help overcome some of these challenges, since much of the knowledge and expertise needed can be found within the evaluation team itself."

Shared learning is an essential element of almost any Network. It occurs continually, not just at occasional learning opportunities such as workshops and evaluations. In the case of the Network, shared learning among members will be key to improving performance in carrying out joint projects and refining messages delivered on behalf of Latin American civil society. Learning will need to focus on comparison of methodologies used for citizen education, results obtained, and conditions affecting success.

It has been decided to establish Work Groups for each of the principal substantive areas in which Network members will be cooperating. They will be the primary vehicles for continual sharing of experiences and learning among members. The number of Work Groups and their membership will need to be decided and will evolve as the Network evolves. Reports on lessons learned will need to be required from each joint project financed under the program. Work Groups will be responsible for the design of regional workshops, and for carrying them out.

## 8. Cooperation with USAID Missions

### Relevant Citations from the Evaluation Report

#### Conclusion:

“...There is potential for greater interaction between IADN members and USAID missions that could be explored to identify areas of mutual interest and potential funding opportunities. A number of mission portfolios include areas such as human rights, justice sector reform, civil society, or municipal development, all of which involve citizen participation in democratic governance. Moreover, a good number of Network members work in other USAID strategic sectors, including environment, health and nutrition, education, and economic growth. Conversely, citizen participation is an important element in mission programs in other sectors, such as environment and health. Contact between missions and the IADN could be pursued by Network members and facilitated by the sponsoring organization and the LAC Bureau through direct contact with mission personnel and the sharing of timely information about Network activities. This effort could be further reinforced if Network members took the initiative to brief themselves on the strategic plans of the missions.”

For all of these reasons, Partners will need USAID/LAC's cooperation in developing practical procedures Network member organizations can use to consult fully with USAID missions.

### III Other Partners Managed Citizen Participation Activities

#### A. Background Information

Although the majority of the funds granted to Partners to support the establishment and operations of the Inter-American Democracy Network, funds were also made available to Partners for four other purposes under Grant 0193:

- to finance exchange programs and projects carried out by Partners' chapters in the United States and LAC countries (1993-95 and 1995-2000);
- to support the organizational development of *Acción Ciudadana* Guatemala (1996-98);
- to fund exchange visits by Cuban citizens to other Latin American and Caribbean countries (1997-99); and
- to finance activities carried out in Argentina by *Abuelas de la Plaza de Mayo* (1999-2000).

In first three cases, it was Partners' responsibility to directly carry out the projects; i.e., to develop and carry out citizen exchanges and local projects (Partners and Cuba), or to strengthen organizational capacity (*Acción Ciudadana*). In the third case, USAID requested Partners to act as fiduciary for its funds since the grant was for an organization operating in a country where USAID no longer has an office.

### **1. Partnership Projects**

Partners received a grant of \$1,251,184 in 1993 to enable it to carry out projects to promote citizen participation through its network of state-country partnerships. The purpose of the grant was to promote citizen participation for democracy building in the LAC region. Such projects continued to be funded after the grant agreement was amended to provide funds for the establishment of the IADN, but at a slower pace than during the 1993-95 period. By 2000, a total of 38 projects were carried out by 28 partnerships in 16 LAC countries.

### **2. *Acción Ciudadana***

Partners received a total of \$324,878 in 1996 and 1998 to enable it to provide organization development support to the Guatemalan CSO, *Acción Ciudadana*. The purpose of this support was to bring *Acción* to the point where it could be certified by USAID for direct receipt of funds, to allow *Acción* to expand civil society development activities in Guatemala, and to facilitate *Acción's* introduction to organizations with which it could collaborate in the future, including members of the Network.

### **3. Cuba Exchanges**

Partners received a grant of \$172,239 in 1997 to participate in the "Track Two" program authorized by Congress for Cuba. Partners was selected for this grant, whose purpose was to expose Cuban citizens to life in LAC democracies, because of its experience managing exchange programs and contacts in the LAC region. By 1999 when the Government of Cuba terminated the program, 19 fully funded exchange visits, and three partially funded visits had been carried out.

### **4. *Abuelas de la Plaza de Mayo***

In late 1999, Partners was asked to manage a grant of \$100,000 to the *Abuelas de la Plaza de Mayo* to support its citizen-based efforts to investigate cases of kidnapping and disappearance that took place during Argentina's "Dirty War." USAID asked that Partners take responsibility for ensuring that USAID funds provided to *Abuelas* were used in accordance with USAID stipulations.

## **B. Summary of Accomplishments**

### **1. Partnership Projects**

Table 2 provides data on the partnership projects financed during the 1993 – 2000 period. A total of \$191,379 was spent on 41 projects in 16 countries. Table 2 is included as Annex 6.

There are two major factors that distinguish the citizen participation activities carried out by Partners chapters from those conducted by Network members: a) dependence on

individual volunteers, rather than on organizations; and b) the relatively short-term focus of partnership projects, as compared with the longer periods of collaboration between Network member organizations.

Two broad categories of projects were carried out: (a) traditional exchange visits between partnership chapters, and (b) small projects carried out by LAC chapters, usually in coordination with other local entities, and often with technical support from their U.S. partnership chapter.

Exchange visits to the North, especially in the early 1990s, allowed LAC citizen leaders to absorb citizen education and participation practices common in the United States for the purpose of adapting those practices in his or her own country, often with advice and technical assistance from U.S. counterparts. These types of projects were carried out in the areas of civic education, cooperation of citizens with municipal authorities, and democratic institution building (e.g. legislatures).

The second type of activity, local projects carried out by POA chapters, allowed Partners members to implement citizen education and participation initiatives. Typical of these were activities focused on leadership by women and youth, formal teaching of civics, voter education, and trial efforts with new methodologies (such as public deliberation and alternative dispute resolution).

Annex 7 is a report on the first 24 Partnership projects and Annex 8 includes sample reports on two projects carried out by Partnerships.

Contact between Partners' chapters and Network member organizations during the 1995-2000 period were very limited. The two exceptions involved chapters in Paraguay and Brazil. In Paraguay, the Chapter assisted *Participa* to identify NGOs with which it could cooperate, and collaborated with *Participa* in efforts to promote social responsibility. In Brazil, Partners' chapters in Rio Grande do Sul and São Paulo cooperated with *Conciencia* in deliberation, citizen education and social responsibility activities.

It is not possible to fully evaluate the impact of partnership projects because reports on them filed by Partners chapters cover what was done to carry out the exchange visits or local projects and do not provide information on what was done by participants after the projects ended. This is much the same situation as that encountered by Network member organizations that used the public deliberation methodology to educate citizens and promote their participation in public affairs. Both in order to help bring about impact as a result of the activities carried out, and to measure that impact, it is necessary that sponsors make available to citizens participating in their events organizational support for their participation in follow-on actions. This being said, it does seem clear from interviews with many participants in Partners' activities that they generated interest in citizen education and participation, and that female community leaders were particularly benefited from their participation, given the large number of activities that focused on them.

## 2. *Acción Ciudadana*

During the period that *Acción Ciudadana* (*Acción*) received support from Partners, it was working to develop its democracy-strengthening programs in two areas:

- monitoring the legislative agenda; and
- facilitating public debate.

Organization development training and technical assistance was provided by Partners of the Americas in the following areas:

- fiscal management systems;
- long-term financial strategy;
- organization and program development strategy; and
- development of a cadre of individuals and organizations for specific program interventions.

Specific activities were carried out to:

- establish fiscal management systems to facilitate accurate tracking of funds and reporting;
- design an organizational and program development strategy to define the long-term goals and objectives of the organization and how the staff, board and advisory committee would contribute to their achievement;
- design a long-term financial strategy to identify and approach a broad spectrum of potential funders; and
- develop a cadre of individuals and organizations, which would be available to *Acción Ciudadana* for specific programmatic interventions.

Partners assisted *Acción* with useful international contacts through the Inter-American Democracy Network. For example, in December 1996, Partners facilitated *Acción's* participation in a workshop on government responsiveness and accountability held by *Poder Ciudadano* in Argentina. In that workshop, *Acción* learned a method to facilitate a participatory process for developing a municipal budget. Following up on this, *Acción* organized a workshop for Guatemalan mayors and shared the participatory budgeting concepts learned at the Argentina event.

At the end of the period of Partners' association with *Acción*, that organization was able to compete and obtain USAID funding directly, on the basis of the programmatic success it had achieved and the organizational strengthening measures Partners had helped it implement. A full report on this part of the grant is included in Annex 9.

## 3. Cuba Exchanges

In accordance with the Helms-Burton legislation on Cuba, Partners received a grant of \$172,239 for the purpose of establishing personal and institutional linkages between

Cuban NGOs and professionals and their counterparts elsewhere in the LAC region. Funding was provided to enable Cubans to attend conferences and workshops in the LAC region, as well as to finance exchanges between organizations in Cuba and other LAC countries.

Until the program had to be suspended due to opposition from the Cuban Government, a total of 22 persons participated in it. Ten LAC professionals visited Cuba, and twelve Cuban professionals visited counterpart organizations in other countries. The exchanges were technical in nature and led in many cases to establishment of relationships between Cuban associations and counterpart groups. Please see Annex 10 for a list of the exchange visits carried out.

#### *4. Abuelas de la Plaza de Mayo*

Partners accepted a grant of \$100,000 in late 1999 to enable USAID to provide financial support to *Abuelas* to enable it to continue its investigation of cases of kidnappings and disappearances that took place between the years 1976-83. Partners' responsibilities were to ensure that *Abuelas* used the funds provided in accordance with USAID regulations. During the period that USAID support was provided, *Abuelas* reported to Partners that it reviewed 570 cases. Several of these cases were resolved during that period, resulting in contacts between individuals who had been kidnapped when they were infants and their biological relatives. A sample quarterly report from *Abuelas* is included in Annex 11.

#### IV. Financial Report

Partners of the Americas Inc.

Final Financial Report

Award No. LAG-G-00-93-00032 Democratic Initiatives in Latin America & the Caribbean

Prepared: July 19, 2000

Total Award: \$7,282,323

Obligated: \$7,282,323

Term: August 26, 1993/October 26,  
2000

Description	Revised Grant Budget (*)	(Previously) (Reported) Expenses Inception to 6/30/00	Expenses July 1-Oct 26, '00	Expenses Inception 10/31/00	Amount Remaining
Salaries	\$1,136,440	\$1,092,153	\$42,089	\$1,134,242	\$2,198
Fringe Benefits	310,168	296,392	6,299	302,691	7,477
Travel	228,786	228,692	8,436	237,128	(8,342)
Workshops & Outreach Activities	781,503	770,125	1,281	771,406	10,097
Consultants	137,958	136,984	2,186	139,170	(1,212)
Ed.Mats.,Supplies & Publications	79,351	62,728	3,600	66,328	13,023
Communications/Genl. Admin.	89,502	87,246	3,703	90,949	(1,447)
Evaluation	143,894	144,454	14,904	159,358	(15,464)
Audit	11,681	11,681	1,990	13,671	(1,990)
Subgrants to NGO's	2,998,876	2,856,479	144,641	3,001,120	(2,244)
Indirect Costs	1,343,577	1,295,265	50,408	1,345,673	(2,096)
<b>TOTAL</b>	<b>\$7,261,736</b>	<b>\$6,982,199</b>	<b>\$279,537</b>	<b>\$7,261,736</b>	<b>\$0</b>

\* Reduction in overall award represents unspent funds for the Cuba component which will be deobligated.

**Inter-American Democracy Network**  
**Component Area Definitions, Objectives, Founding Members Primarily**  
**Responsible of each Area and Countries**

**I. Deliberation for Citizen Participation**

Definition: Principled discussion of citizenship issues by citizens in groups, for the purpose of reaching a more thorough understanding of the complexity of public policy questions and improving skills for sharing responsibility in making group decisions.

Objectives	Primary FMs that worked on this area and Countries
<p>A. Greater use of deliberation methodology to develop a more participatory citizenry.</p> <p>B. Citizens with a better understanding of the complexity of public policy issues.</p>	<p><u>Founding Members:</u>            Conciencia, INIAP, Poder Ciudadano, and Universidad de los Andes.</p> <p><u>Countries:</u>            Argentina, Brazil, Colombia, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Panama, Paraguay, Uruguay, and Venezuela.</p>

**II. Citizen Participation at the Local Level**

Definition: A process whereby trained Civil Society Organizations have the opportunity to propose public policies at local levels, and to participate in their development, implementation and evaluation - which results in a more equitable sharing of political power and better awareness of social problems.

Objectives	Primary FMs that worked on this area and Countries
<p>A. Trained CSOs increase their participation in the monitoring of governmental action.</p>	<p><u>Founding Member:</u>            Poder Ciudadano</p> <p><u>Countries:</u>            Ecuador, Dominican Republic, Guatemala, Mexico and Panama.</p>
<p>B. Various sectors (education, labor, unions, government agencies, businesses, CSOs, etc.) increase their interaction for the purpose of identifying and resolving local problems.</p>	<p><u>Founding Member:</u>            Conciencia and Participa</p> <p><u>Countries:</u>            Bolivia, Peru, Paraguay, and Uruguay.</p>

### III. Civic Education

Definition: The full range of actions designed to train and empower individuals and organizations - principally from civil society - so that they might be better able to make effective and responsible use of conceptual, technical and participatory methods to more fully play their roles as citizens in their democracies.

Objectives	Primary FMs that worked on this area and Countries
<p>A. Teachers and University Students are trained in civic education and pass their training onto others.</p> <p>B. Civil Society Organizations trained to better understand their political systems and possibilities for participation in them.</p>	<p><u>Founding Members:</u> Conciencia, INIAP and Universidad de los Andes</p> <p><u>Countries:</u> Argentina, Colombia, Ecuador, Guatemala, and Uruguay.</p>

### IV. Voter Education

Definition: A process by which individuals learn and understand what they need to know in order to participate actively and conscientiously in the election of political representatives in their countries.

Objectives	Primary FMs that worked on this area and Countries
<p>A. CSOs collect and disseminate information about election candidates to better prepare the citizenry to vote.</p>	<p><u>Founding member:</u> Poder Ciudadano</p> <p><u>Countries:</u> Argentina, Ecuador, Dominican Republic, México, and Panama.</p>

## V. Social Responsibility

Definition: Social responsibility signifies the mobilization of various resources within societies (knowledge and skills; human, economic and material resources; and networks of personal relationships) for dealing with social problems which affect societies as a whole and are in the interest of all citizens to resolve. Social responsibility represents a new way of exercising citizenship. It requires the development by citizens of new attitudes and understandings about what it is possible for them to do about issues affecting sustainable development.

Objectives	Primary FMs that worked on this area and Countries
<p>A. Resource mobilization plans for NGOs or grass roots organizations developed and approved in a timely manner.</p> <p>B. The concept of Social Responsibility is disseminated more widely.</p>	<p><u>Founding members:</u> Conciencia, Participa and Universidad de los Andes</p> <p><u>Countries:</u> Chile, Bolivia, Brazil, Paraguay, Peru, and Uruguay.</p>

## VI. Strengthening the Inter-American Democracy Network and Its Members

Definition: Activities conducted which contribute to the establishment and strengthening of the Inter-American Democracy Network and improve the institutional capacity of its member civil society organizations.

Objectives	Primary FMs that worked on this area and Countries
<p>A. A Network of CSOs established which is:</p> <ul style="list-style-type: none"> <li>• <i>recognized</i> for promoting the growth of citizen participation through collaboration and exchanges;</li> <li>• <i>appreciated</i> as a resource to which member organizations turn to share information, contacts and training;</li> <li>• <i>respected</i> as a voice for civil society in discussions with governments and the market sector.</li> </ul>	<p><u>Founding Members:</u> Conciencia, Participa, and Partners of the Americas.</p> <p><u>Countries:</u> Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, El Salvador, Dominican Republic, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, United States, Uruguay and Venezuela.</p>

**INTER-AMERICAN DEMOCRACY NETWORK**  
**CALENDAR OF EVENTS FROM 1996 TO 2000**

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
<b>Event Year: 2000</b>				
3/15/00	II	Taller sobre Vigilancia de Autoridades	Fundación Poder Ciudadano (PC), Movimiento Participación Ciudadana	Santo Domingo, Dominican Republic
2/23/00	II	Segundo Encuentro Regional de Banco de Datos y Auditoría Ciudadana	Fundación Poder Ciudadano (PC)	Mérida, Mexico
2/1/00	VI	Consolidación y Futuro de la Red Interamericana para la Democracia	Partners of the Americas (POA), Asociación Conciencia-Argentina, Fundación Poder Ciudadano (PC)	Guatemala, Guatemala
1/31/00	VI	Participación Ciudadana: De la Cumbre de Santiago a la Cumbre de Canadá	Corporación Participa	Guatemala, Guatemala

**Total for the Year 2000: 4**

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Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
<b>Event Year: 1999</b>				
12/21/99	II	Vigilancia de Autoridades	Fundación Poder Ciudadano (PC), Alianza Cívica - Chiapas	San Cristobal de las Casas, Mexico
12/20/99	II	Vigilancia de Autoridades	Fundación Poder Ciudadano (PC)	Yajalón, Mexico
12/18/99	II	Vigilancia de Autoridades	Fundación Poder Ciudadano (PC)	Tonalá, Mexico
12/14/99	IV	Taller de Banco de Datos	Fundación Poder Ciudadano (PC), Asociación Nacional Cívica Femenina (ANCIFEM)	México, DF, Mexico
12/13/99	IV	Taller de Banco de Datos	Fundación Poder Ciudadano (PC)	Leon, Mexico
12/13/99	VI	Taller de Capacitación de Fortalecimiento Institucional grupos operativos de Uruguay	Asociación Conciencia-Argentina, Fundación para la Mujer y la Familia Rural (FMFR)	Colonia, Uruguay
12/11/99	IV	Diagnóstico Banco de Datos/Vigilancia de Autoridades	Fundación Poder Ciudadano (PC), Alianza Cívica - Coahuila	Saltillo, Mexico
11/27/99	I	Taller de Entrenamiento para Moderadores	Fundación Poder Ciudadano (PC)	Panama, Panama
11/25/99	I	Encuentro Regional de OSC que trabajan con la Metodología de FICs	Fundación Poder Ciudadano (PC)	Panamá, Panama
11/24/99	VI	Encuentro Centroamericano para la Participación Ciudadana	Instituto de Investigación y Autoformación Política (INIAP)	Tegucigalpa, Honduras
11/18/99	IV	Taller: Elecciones Más Transparentes: Banco de Datos	Fundación Poder Ciudadano (PC), Asociación Nacional Cívica Femenina (ANCIFEM)	Mexico, DF, Mexico
11/18/99	VI	International NGO Forum: Promoting Citizen Participation in the Americas	Partners of the Americas (POA), Asociación Nacional Cívica Femenina (ANCIFEM), Movimiento Ciudadanos por la Democracia (MCD)	Mexico, D.F., Mexico
11/11/99	II	Corresponsabilidad en la Gestión de Gobierno	Fundación Poder Ciudadano (PC)	Mexico, DF, Mexico

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Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
10/20/99	VI	Reunión de Miembros Fundadores de la Red	Partners of the Americas (POA), Management Systems International, Inc. (MSI), US Agency for International Development (USAID)	Washington, USA
10/15/99	III	Taller de Capacitación de Educadores Cívicos	Movimento Voto Consciente, Asociación Conciencia-Argentina	São Paulo, Brazil
8/20/99	I	Taller de Integración/Planificación Estratégica	Asociación Conciencia-Argentina	São Paulo, Brazil
8/8/99	II	Taller de Integración de Grupos Operativos Locales	Asociación Conciencia-Argentina	Colonia, Uruguay
6/27/99	II	Reunión Taller con Org. de Base del Distrito de Colpa-Bélgica de Portachuelo	Corporación Participa	Portachuelo, Bolivia
6/25/99	II	La Participación Ciudadana en la Gestión Municipal en Bolivia y Chile	Corporación Participa	Santa Cruz, Bolivia
6/25/99	V	Taller Definiendo un Programa de Responsabilidad Social en Bolivia	Corporación Participa	Lago Titicaca, Bolivia
6/24/99	I	Talleres de Formación de Moderadores	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Fundación Esquel-Ecuador	Tena, Ecuador
6/23/99	I	Taller de Formación de Moderadores	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Fundación Esquel-Ecuador	Tena, Ecuador
6/1/99	I	Taller de Capacitación de Moderadores	Movimento Voto Consciente, Asociación Conciencia-Argentina	São Paulo, Brazil
5/1/99	VI	Reunión de Planificación/Asistencia Técnica	Asociación Conciencia-Argentina, Associação de Mulheres de Negócios e Profissionais de Porto Alegre (AMNPPA)	Porto Alegre, Brazil
4/27/99	II	Asistencia Técnica Proyecto Casa de la Juventud de Soritor	Corporación Participa	Soritor, Peru
4/20/99	III	Seminario "Influyendo para el Cambio:Advocacy"	School for International Training	Antigua Guatemala, Guatemala

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
4/19/99	II	Taller para Fortalecer Proyectos de Desarrollo Local en Bolivia	Corporación Participa	Santa Cruz, Bolivia
3/19/99	I	Metodología de la Deliberación para la Participación Ciudadana	Instituto de Investigación y Autoformación Política (INIAP)	Guatemala, Guatemala
3/18/99	II	Taller de Transparencia Parlamentaria	Fundación Poder Ciudadano (PC)	Pátzcuaro, Mexico
3/13/99	IV	Taller de banco de datos sobre candidatos	Fundación Poder Ciudadano (PC)	Coahuila, Mexico
3/11/99	II	Taller de capacitación para capacitadores en la metodología sobre Transparencia Parlamentaria	Fundación Poder Ciudadano (PC)	San Cristobal de las Casas, Mexico
3/9/99	II	Taller de capacitación para capacitadores en la metodología sobre Transparencia Parlamentaria	Fundación Poder Ciudadano (PC)	Yajalón, Mexico
2/8/99	VI	Reunión de Trabajo y Planificación	Instituto de Investigación y Autoformación Política (INIAP)	Guatemala, El Salvador, Honduras y Nicaragua, Guatemala
2/4/99	II	Taller de entrenamiento para voluntarios promotores	Fundación Poder Ciudadano (PC)	Antigua, Guatemala
2/3/99	II	Taller sobre Transparencia Parlamentaria para las ONGs que están desarrollando este programa	Fundación Poder Ciudadano (PC)	Antigua, Guatemala
2/2/99	II	Primer Encuentro Regional Participación y Control de la Gestión Pública	Fundación Poder Ciudadano (PC)	Antigua, Guatemala
1/31/99	IV	Taller de capacitación para capacitadores sobre metodología de Banco de Datos	Fundación Poder Ciudadano (PC)	Ciudad de Guatemala, Guatemala
1/25/99	II	Taller de Capacitación en la Metodología sobre Transparencia Parlamentaria	Fundación Poder Ciudadano (PC)	Santo Domingo, Dominican Republic

**Total for the Year 1999: 38**

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
<b>Event Year: 1998</b>				
12/18/98	I	Taller Formación de Moderadores	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Manta, Ecuador
12/17/98	I	Taller Formación de Moderadores	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Portoviejo, Ecuador
12/16/98	I	Taller Formación de Moderadores	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Quito, Ecuador
12/13/98	I	Taller Formación de Moderadores	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Quito, Ecuador
12/12/98	I	Taller Formación de Moderadores	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Quito, Ecuador
12/10/98	I	Taller Formación de Moderadores	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Quito, Ecuador
12/2/98	V	Red CONOSUR de Empresarios Socialmente Responsables	Corporación Participa	Lima, Peru
11/29/98	I	Taller Formación de Moderadores	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Quito, Ecuador
11/27/98	IV	Taller de Entrenamiento en Bancos de Datos de Políticos a CLD	Fundación Poder Ciudadano (PC)	Quito, Ecuador
11/23/98	II	Programa de Pasantía, "Conociendo Proyectos de Desarrollo Local"	Corporación Participa	Santiago, Chile

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
11/21/98	I	Taller Formación de Moderadores	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Quito, Ecuador
11/19/98	VI	Three Years of Increasing Citizen Participation and Building Stronger Democracies	Partners of the Americas (POA), Asociación Conciencia-Argentina, Corporación Participa	Washington, USA
11/16/98	VI	Reunión de Miembros Fundadores de la Red	Partners of the Americas (POA), US Agency for International Development (USAID), Management Systems International, Inc. (MSI)	Washington, USA
10/23/98	I	Taller Formación de Moderadores	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Escuela de Vecinos, Asociación Civil "Queremos Elegir"	Barquisimet, Venezuela
10/21/98	I	Taller Formación de Moderadores	Escuela de Vecinos, Asociación Civil "Queremos Elegir"	Caracas, Venezuela
10/21/98	V	Taller de Capacitación en Liderazgo, Técnicas de Recaudación de Recursos y Oportunidades de Financia	Corporación Participa	Asunción, Paraguay
10/21/98	VI	Taller con Equipo Directivo de AlterVida	Corporación Participa	Asunción, Paraguay
10/20/98	VI	Princípios Básicos da Arrecadação de Recursos	Asociación Conciencia-Argentina, Associação de Mulheres de Negócios e Profissionais de Porto Alegre (AMNPPA)	Porto Alegre, Brazil
10/16/98	I	Entrenamiento para Moderadores de Foros de Interés Ciudadano	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Corporación Latinoamericana para el Desarrollo (CLD)	Guayaquil, Ecuador
10/15/98	I	Metodología de la Deliberación para la Participación Ciudadana	Instituto de Investigación y Autoformación Política (INIAP)	Guatemala, Guatemala

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
10/7/98	III	Seminario Taller "Formación de Multiplicadores"	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Comité para la Defensa de los Derechos Humanos (CODEHUM)	Guasdalito, Venezuela
10/4/98	I	Entrenamiento para Moderadores de Foros de Interés Ciudadano	Fundación Esquel-Ecuador, Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Guayaquil, Ecuador
10/1/98	III	Primer Encuentro de Jóvenes por la Participación Ciudadana	Instituto de Investigación y Autoformación Política (INIAP)	Antigua, Guatemala
9/28/98	II	I Taller Nacional de Capacitación sobre la guía Anti-Corrupción de TI para América Latina y el Caribe	Corporación Latinoamericana para el Desarrollo (CLD), Fundación Poder Ciudadano (PC), Fundación Ecuador	Quito, Ecuador
9/15/98	I	Entrenamiento para Moderadores de Foros de Interés Ciudadano	Fundación Poder Ciudadano (PC)	Montevideo, Uruguay
8/28/98	I	Capacitación de Moderadores	Asociación Conciencia-Argentina, Movimiento Voto Consciente	Porto Alegre, Brazil
8/27/98	IV	Taller de Entrenamiento en Bancos de Datos para Políticos	Fundación Poder Ciudadano (PC)	Puebla, Mexico
8/24/98	II	Escuela de Capacitación para un Proyecto de Desarrollo Local con Participación Ciudadana	Corporación Participa	Santiago, Chile
8/22/98	IV	Taller de Entrenamiento en Bancos de Datos para Políticos	Fundación Poder Ciudadano (PC)	México, Mexico
8/18/98	I	Entrenamiento para Moderadores de Foros de Interés Ciudadano	Fundación Poder Ciudadano (PC)	Asunción, Paraguay
8/13/98	II	Democracia, participación y democracia participativa	Instituto de Investigación y Autoformación Política (INIAP), Fundación Guillermo Manuel Ungo (FUNDAUNGO), Iniciativa Social para la Democracia (ISD)	Costa del Sol, El Salvador

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
8/6/98	III	Democracia, participación y democracia participativa	Fundación Democracia y Desarrollo de Honduras (FDDH), Instituto de Investigación y Autoformación Política (INIAP)	Tegucigalpa, Honduras
8/5/98	II	Taller de Entrenamiento en Técnicas de Transparencia Parlamentaria	Fundación Poder Ciudadano (PC)	Guatemala, Guatemala
8/4/98	IV	Taller de Entrenamiento en Bancos de Datos para Políticos	Fundación Poder Ciudadano (PC)	Guatemala, Guatemala
7/29/98	III	Democracia, participación y democracia participativa	Centro de Atención Legal a los Derechos Humanos (CALDH), Instituto Centroamericano de Estudios Políticos (INCEP), Instituto de Estudios Políticos, Económicos y Sociales (IPES)	Guatemala, Guatemala
7/23/98	III	Democracia, participación y democracia participativa	Centro de Derechos Constitucionales Carlos Nuñez (CDC)	Managua, Nicaragua
7/20/98	V	Seguimiento Plan de Recaudación de Recursos (Red de San Martin)	Corporación Participa	Tarapoto, Peru
6/28/98	I	Seminario de Evaluación del Impacto de los Foros	Asociación Conciencia-Argentina, Movimiento Voto Consciente	São Paulo, Brazil
6/6/98	VI	Reunión de Miembros Fundadores de la Red	Partners of the Americas (POA)	San José, Costa Rica
6/3/98	I	Seminario sobre Deliberación para la Participación Ciudadana	Partners of the Americas (POA), Fundación Poder Ciudadano (PC), Asociación Conciencia-Argentina	San Jose, Costa Rica
6/1/98	V	Seguimiento Plan de Recaudación de Recursos (OASI)	Corporación Participa	Santa Cruz, Bolivia
5/25/98	II	Asistencia Técnica a Proyectos de Desarrollo Local de Paraguay	Corporación Participa	Asunción, Santa Rita, San Joaquin, Paraguay
5/23/98	I	Taller de formación de Moderadores	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Escuela de Vecinos, Asociación Civil "Queremos Elegir"	San Cristobal, Venezuela

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
5/21/98	I	Taller entrenamiento para moderadores de FICs	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Escuela de Vecinos, Asociación Civil "Queremos Elegir"	Caracas, Venezuela
5/18/98	III	Pasantía-Taller de Educación Ética y Formación Ciudadana	Asociación Conciencia-Argentina	Buenos Aires, Argentina
5/1/98	V	Capacitación y Asistencia Técnica a San Joaquín	Corporación Participa	San Joaquín, Paraguay
4/20/98	VI	Taller de Desarrollo Organizacional	Corporación Participa	Santa Cruz, Bolivia
4/15/98	V	Pasantía en Responsabilidad Social	Partners of the Americas (POA)	Kansas City, Washington, DC & Miami, USA
3/26/98	I	Taller de Delimitación "Cultura de Paz" - Desarrollo de Guías	Instituto de Investigación y Autoformación Política (INIAP)	Guatemala, Guatemala
3/3/98	III	Taller Revisión Metodológica del Programa "Democracia y Derechos Humanos"	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Centro al Servicio de la Acción Popular (CESAP), Comité para la Defensa de los Derechos Humanos (CODEHUM)	Guasualito, Venezuela
1/27/98	VI	Intercambio Internacional sobre la Sociedad Civil	Kettering Foundation (Headquarters)	San Juan, Puerto Rico
1/15/98	I	Desarrollo de una Propuesta de Acción Conjunta para Posicionar el Tema de la Educación en la Agenda Pública, mediante el desarrollo de un Proyecto Común	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Bogotá, Colombia

**Total for the Year 1998: 52**

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
<b>Event Year: 1997</b>				
12/14/97	VI	Reunión de Miembros Fundadores de la Red	Partners of the Americas (POA), Kettering Foundation (Washington, DC office), US Agency for International Development (USAID)	Miami, USA
12/12/97	II	Taller de Entrenamiento en Técnicas de Control de la Corrupción desde la Sociedad Civil	Fundación Poder Ciudadano (PC), Transparencia Internacional - Argentina	Buenos Aires, Argentina
12/8/97	V	Taller de Capacitación en Liderazgo, Técnicas de Recaudación de Recursos y Oportunidades de Financia	Corporación Participa	Santa Cruz, Bolivia
11/20/97	VI	Partners of the Americas Annual Convention & Forum on Civil Society	Partners of the Americas (POA), Instituto Cultural Argentina Norteamericana (ICANA), Asociación Conciencia-Argentina	Buenos Aires, Argentina
11/14/97	III	Seminario Democracia, Derechos Humanos y Gestión Educativa	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Guasualito, Venezuela
11/11/97	III	Taller Facilitadores en Democracia, Derechos Humanos y Gestión Educativa	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Guasualito, Venezuela
11/5/97	III	II Encuentro Centroamericano de Educación Cívica	Instituto de Investigación y Autoformación Política (INIAP), Centro de Derechos Constitucionales Carlos Nuñez (CDC), Fundación Hagamos Democracia (HADEMOS)	Montelimar, Nicaragua
10/22/97	IV	Taller sobre Observación de Elecciones desde la Sociedad Civil	Instituto Interamericano de Derechos Humanos (IIDH/CAPEL), Fundación Poder Ciudadano (PC)	Buenos Aires, Argentina
10/18/97	I	Technical Assistance Seminar NIF	Asociación Conciencia-Argentina	Porto Alegre, Brazil
10/17/97	II	Interacción para un Proyecto	Fundación para la Mujer y la Familia Rural (FMFR), Asociación Conciencia-Argentina	Carmen, Uruguay
10/15/97	VI	Taller de Desarrollo y Crecimiento Organizacional	Corporación Participa, Partners of the Americas (POA)	Santa Cruz, Bolivia

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
10/13/97	II	Asistencia Técnica a Proyectos de Desarrollo Local en Bolivia	Corporación Participa	Santa Rosa, Bolivia
10/7/97	I	Formulación Conjunta de Plan de Acción para Realizar Procesos Deliberativos en Bogotá	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Bogota, Colombia
9/15/97	VI	Técnicas de Organização Institucional	Associação de Mulheres de Negócios e Profissionais de Porto Alegre (AMNPPA), Asociación Conciencia-Argentina	Porto Alegre, Brazil
8/22/97	I	Taller de Delimitación "Ninez y Juventud" - Desarrollo de guías	Instituto de Investigación y Autoformación Política (INIAP), Programa de Apoyo para la Salud Materno-Infantil (PAMI), Alianza para el Desarrollo Juvenil Comunitario (ADEJUC)	Guatemala, Guatemala
8/19/97	V	Taller de Capacitación: "Diseño de un Plan de Recaudación de Recursos"	Corporación Participa	Santa Cruz, Bolivia
8/11/97	II	Asistencia Técnica a Proyectos de Desarrollo Local de Bolivia	Corporación Participa	Santa Cruz, Bolivia
7/16/97	V	Taller de Capacitación en Liderazgo, Técnicas de Recaudación de Recursos y Oportunidades de Financia	Corporación Participa	Tarapoto, Peru
7/7/97	VI	Founding Members Meeting	Partners of the Americas (POA)	Washington, USA
6/30/97	II	Programa de Pasantía, "Conociendo Proyectos de Desarrollo Local"	Corporación Participa	Santiago, Chile
6/11/97	VI	Taller Regional de Asistencia Técnica en Técnicas de Organización Institucional	Asociación Conciencia-Argentina, Fundación para la Mujer y la Familia Rural (FMFR)	Montevideo, Uruguay
5/27/97	I	Taller Regional de Asistencia Técnica en Foros de Interés Ciudadano	Asociación Conciencia-Argentina, Fundación Poder Ciudadano (PC)	Buenos Aires, Argentina
5/27/97	I	Taller Regional de Asistencia Técnica en Foros de Interés Ciudadano	Fundación Poder Ciudadano (PC), Asociación Conciencia-Argentina	Buenos Aires, Argentina
5/23/97	I	Taller de Delimitación Nuevas Formas de Comunicación promueven la Participación	Instituto de Investigación y Autoformación Política (INIAP)	El Salvador, El Salvador

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Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
5/22/97	III	Taller Democracia Escolar, estudiantes Colegio Rafael Pombo	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Saravena, Colombia
5/21/97	III	Taller Transferencia de Herramientas Pedagógicas para Fortalecimiento del Gobierno Escolar, profesor	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Centro al Servicio de la Acción Popular (CESAP)	Arauca, Colombia
5/15/97	I	Formulación Conjunta de un Plan de Acción Para Desarrollar un Proceso Deliberativo en Medellín sobre Seguridad y Convivencia	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Medellín, Colombia
5/2/97	I	Taller "Metodología de la Deliberación para la Participación Ciudadana"	Instituto de Investigación y Autoformación Política (INIAP)	Guatemala, Guatemala
4/29/97	V	Seminario "Responsabilidad Social es Tarea de Todos"	Corporación Participa	Asunción, Paraguay
4/9/97	I	II Seminario Metodología Deliberativa para la Participación Ciudadana	Instituto de Investigación y Autoformación Política (INIAP)	Antigua, Guatemala
4/6/97	II	Escuela de Capacitación para un Proyecto de Desarrollo Local	Corporación Participa	Asunción, Paraguay
4/3/97	IV	Taller Participación Ciudadana Constituyente	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Fundación Esquel-Ecuador	Guayaquil, Ecuador
4/2/97	IV	Taller Participación Ciudadana Constituyente	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Fundación Esquel-Ecuador	Cuenca, Ecuador
4/1/97	IV	Taller Participación Ciudadana Constituyente	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Fundación Esquel-Ecuador	Cuenca, Ecuador
3/31/97	IV	Taller Participación Ciudadana Constituyente	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Fundación Esquel-Ecuador	Quito, Ecuador

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
3/19/97	V	Taller de Capacitación en Liderazgo, Técnicas de Recaudación de Recursos y Oportunidades de Financia	Corporación Participa	Asunción, Paraguay
3/19/97	VI	Strategic Planning & Developing Criteria for Evaluating Citizen Participation Projects	Management Systems International, Inc. (MSI), Partners of the Americas (POA)	Washington, USA
3/14/97	III	Taller Democracia Escolar, padres de familia Colegio Rafael Pombo	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Saravena, Colombia
3/13/97	III	Taller Democracia Escolar, profesores Colegio Rafael Pombo	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Saravena, Colombia
3/12/97	III	Taller Democracia Escolar, estudiantes Colegio Rafael Pombo	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Saravena, Colombia
3/5/97	III	Taller Democracia Escolar, padres Colegio Simon Bolivar	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Arauca, Colombia
3/5/97	III	Taller Democracia Escolar, profesores Colegio Simon Bolivar	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Arauca, Colombia
3/4/97	III	Taller Democracia Escolar, estudiantes Colegio Simon Bolivar	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Arauca, Colombia
1/29/97	VI	International Civil Society Exchange	Kettering Foundation (Headquarters)	Salzburg, Austria
1/17/97	I	Foro Taller Estudio de la Práctica de la Reforma Educativa	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES), Centro al Servicio de la Acción Popular (CESAP)	Caracas, Venezuela

**Total for the Year 1997: 45**

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
<b>Event Year: 1996</b>				
12/4/96	II	Acciones de Fiscalización y Control Ciudadano de Gestión de Gobierno	Fundación Poder Ciudadano (PC)	Buenos Aires, Argentina
11/13/96	I	Encuentro Centroamericano sobre Educación Cívica	Instituto de Investigación y Autoformación Política (INIAP)	Guatemala, Guatemala
10/16/96	IV	Taller de Entrenamiento en la Realización de Bancos de Datos para Procesos Electorales	Fundación Poder Ciudadano (PC)	Buenos Aires, Argentina
10/14/96	II	Seminario Internacional de Capacitación Cívica: El Municipio	Asociación Conciencia-Argentina	Corrientes, Argentina
10/14/96	II	Seminario-Taller: "Lo Público: Espacio de la Ciudadanía y el Estado"	Corporación Participa	Santiago, Chile
9/29/96	VI	Civitas Panamericano conferencia sobre Educación Cívica	CIVITAS, Asociación Conciencia-Argentina	Buenos Aires, Argentina
8/28/96	VI	Inter-American Seminar on Public Participation in Sustainable Development	Partners of the Americas (POA)	Montevideo, Uruguay
8/26/96	II	Seminario Internacional de Capacitación Cívica: El Municipio	Asociación Conciencia-Argentina	São Paulo, Brazil
7/11/96	I	Public Policy Workshop	Kettering Foundation (Headquarters)	Dayton, USA
6/24/96	V	Seminario-Taller: "La Filantropía como un Forma de Participación Ciudadana"	Corporación Participa	Santiago, Chile
6/12/96	I	Metodología de Foros de Interés Ciudadano	Fundación Poder Ciudadano (PC), Asociación Conciencia-Argentina	Buenos Aires, Argentina
6/12/96	I	Metodología de Foros de Interés Ciudadano	Asociación Conciencia-Argentina, Fundación Poder Ciudadano (PC)	Buenos Aires, Argentina
5/13/96	I	Taller de Capacitación Andina	Universidad de los Andes, Departamento de Ciencia Política (DECIPOL/UNIANDES)	Bogotá, Colombia

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Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
4/23/96	I	1er Seminario Taller Metodología Deliberativa para la Participación	Instituto de Investigación y Autoformación Política (INIAP)	Antigua Guatemala, Guatemala

**Total for the Year 1996: 14**

SP

Dates	Program Area	Title / Name of Events	Training Organizations	Training Place (City and Country)
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**Total Number of Events:**

153

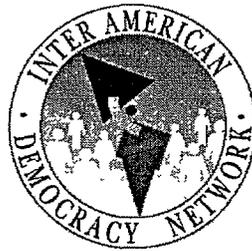
59

**PARTICIPATORY EVALUATION**

Of

**PARTNERS OF THE AMERICAS GRANT  
FROM THE U.S. AGENCY FOR INTERNATIONAL  
DEVELOPMENT  
(LAG-G-00-93-00032-00)**

focusing on the  
*Inter-American Democracy Network*



***EXECUTIVE SUMMARY***

**January 5, 2000**

## EXECUTIVE SUMMARY

On August 26, 1993, the Bureau for Latin America and the Caribbean of the U.S. Agency for International Development (USAID) and Partners of the Americas (POA), a U.S. private voluntary organization, signed a five-year cooperative agreement (Grant No. LAG-G-00-93-00032) for \$1,251,184 to support the Regional Civic Education Project. That agreement was amended in September 1995, extending the completion date to August 26, 2000, and providing funds for POA to work with the Inter-American Democracy Network (IADN), which had been initiated by four Latin American non-governmental organizations (NGOs) and one university: *Conciencia* and *Fundación Poder Ciudadano* from Argentina, the *Instituto de Investigación y Autoformación Política (INIAP)* from Guatemala, *Participa* from Chile, and the *Departamento de Ciencia Política de la Universidad de los Andes (UniAndes)* of Colombia. Through subsequent amendments, POA was also mandated to provide institutional-strengthening assistance to *Acción Ciudadana*, a newly formed Guatemalan NGO which USAID/Guatemala wished to support, and to carry out an initiative to link Cuban NGOs and counterpart institutions in the Americas.\* For these purposes, by September 1998, the total budget had been increased to \$7,182,323.

In keeping with the cooperative agreement, the purpose of this evaluation is “to assess the process, impact, and sustainability of citizen participation activities carried out under the grant, both through partnerships [North-South Partnerships between POA chapters in the United States and Latin America] and the Inter-American Democracy Network,” giving primary emphasis to the latter. It was determined that this evaluation be participatory, actively involving all major stakeholders (USAID, POA, and the five southern NGOs). To initiate the process, the Scope of Work (SOW) was developed by USAID and POA in consultation with the five southern Founding Members (FMs), and representatives of those institutions also participated in data-collection tasks during six field trips to 13 countries.

This report is divided into seven chapters. In addition to this summary, these include: an introduction, with information on the evaluation team and methodology; background material on the evolution of the Network, key aspects of the grant, and the allocation of resources; findings; conclusions; recommendations; and lessons learned. All findings, conclusions, and recommendations were compiled through document review, the POA database that houses information on the objectives and indicators formulated by the six FMs for performance monitoring purposes, and material collected in the field by evaluation teams.

Among the principal conclusions of this evaluation is that, having successfully dealt with start-up challenges, the Network has evolved into an effective mechanism for engaging citizen participation across the region in the democratic process and is now in a position to capitalize on experience to date and consolidate the gains made.

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\* The Cuban linkage activity was not included in the Scope of Work for this evaluation.

This evaluation found that the Network has collaborated with over 150 civil society organizations (CSOs)—some of which became Associate Members (AMs) through formal agreements with FMs and went on to share the methodologies learned with their clients and partners. The six component areas in which activities have been carried out are: *Deliberation*, based on the methodology pioneered in the United States by the Kettering Foundation, with which southern FMs had a prior relationship and which continues to support their inclusion in its activities; *Citizen Participation at the Local Level*; *Civic Education*, *Voter Education*, *Social Responsibility*, and *Capacity Building/Institutional Development*. Over 7,000 people attended deliberation and civic education events, and over 250 national issues forums were held. Network members have incorporated fundraising methods, the deliberation methodology, civic education issues, candidate databases, election monitoring techniques, and new partnerships into their organizations.

Examples of increased participation included cases where citizens came together to promote community change in the form of better water and sewage systems, community centers, implementation of more participatory budget processes, and improved roads. Deliberation techniques were used to advocate on behalf of children's and women's rights and to prioritize citizens' views and ensure their participation in post-hurricane reconstruction efforts in Central America and education in Colombia. CSOs began to form alliances with municipal authorities and the private sector, and other organizations learned to mobilize resources, thus contributing to a strengthened civic society sector in the region.

The assistance provided by FMs to the AMs targeted by them has taken the form of training, technical assistance, and small grants. It was found that more than half of Network activities have centered around the deliberation component (pursued by four of the five southern FMs), the methodology that had originally brought them together at Kettering, where discussions had led to their decision to form the Network and advocate with USAID for support. (To avoid complications, it was USAID that suggested using the existing POA grant for that purpose.)

Among the chief start-up challenges confronting the Network—as reported by southern FMs—have been the inability of the six founding organizations to coalesce rapidly, the lack of clarity concerning the role and decision-making authority of POA as “grantee” and the five Latin American founders as “sub-grantees,” uneven communications, inadequate exchange opportunities, and the need to establish administrative/reporting systems. On the other hand, POA, while agreeing that maintaining a working agreement among FMs on roles and relationships was a challenge throughout the grant period, felt that communication and exchange practices among FMs were adequate. As mentioned, these challenges have been largely overcome.

Based on a careful analysis of the findings reported in relation to the Network, and in accordance with the SOW, the following **conclusions** were reached:

1. The Network has shown itself to be a valuable mechanism for engaging Latin American organizations in the promotion of citizen participation in efforts to strengthen democratic governance in the region. It is about to enter a period of transition, during which the gains made to date could be consolidated through a process of careful, participatory planning. This would include the identification of strategically important challenges to further democratization currently present in the environment and the improvement of the Network's communications system, governance structure, and decision-making procedures.
2. Working with the Network has increased participating organizations' resource base, enabled them to develop new contacts and a greater national and international presence, and increased their capability to carry out citizen participation activities.
3. Initial evidence suggests that the Network has helped increase citizen participation in the region. Findings indicate a wide range of examples of such impact. However, this is difficult to document in a systematic fashion. In general, it is costly and difficult to collect data regarding the impact of citizen participation activities. The Network has been developing a monitoring and evaluation system; however, it is not yet in full operation. There is significant overlap between activities in the six program components, all of which tend to be process-oriented, leading to the risk of double-counting and confusion when attempting to assess results.
4. While there were benefits associated with using six components to plan Network programs when the IADN got started (a supply-driven strategy), a demand-driven approach would produce more effective results in the future. By limiting services to pre-determined components, the most pressing needs of the organizations served are not always taken into account, thus diminishing prospects for longer-term sustainability. A demand-driven approach within previously identified parameters would likely produce more effective results.
5. While, over time, the FMs have increasingly coalesced as a group, they have continued to work separately, as though each had its own grant. Issues of organizational self-interest and control placed an undue burden on the process.
6. In the early phase, confusion among FMs with regard to Partners' program management and coordination role affected Network development. The need to establish systems and procedures created additional challenges and confusion between USAID-imposed requirements and those mandated by Partners, particularly with regard to administrative procedures, pointing to the need for the periodic review of procedures.
7. With regard to relations between Founding and Associate Members, most interviewees reported strong professional ties. While FMs have taken advantage of opportunities to establish communication with AMs, adequate communication and opportunities for the exchange of experience and information across the entire

Network is a key challenge that needs to be addressed if the Network is to grow and prosper.

8. While the structure of the Network has been hierarchical to reflect the transference of methodologies from FMs to AMs, most IADN members feel it is now time to adopt a more horizontal approach. The existence of two classes of membership has led to resentment among AMs, especially those that feel they have much to offer the Network but are only invited to receive services. Use of the term "Founding Member" could become a means for simply recognizing Network pioneers, rather than for designating decision-making status and funding eligibility.
9. In nearly all cases, the issue of follow-up by Network members after the provision of services is key to the sustainability of the activities assisted, the level of confidence engendered among participants, and the accurate assessment of the results obtained.
10. The deliberation methodology has been successfully transferred to a sizable number of target AMs that, for the most part, have adapted it and incorporated it into their work. In some instances, deliberation has served as a means to stimulate advocacy or initiate specific projects. In other cases, where deliberation is viewed as an end in itself, subsequent action is left up to participants, with no follow-up by sponsors. While there is evidence that deliberation as a means can produce concrete results, there are as yet no data to demonstrate that, if seen as an end, deliberation increases citizen participation.
11. Given that there are significant differences in the way in which deliberative forums are structured and conducted and that the Network has accumulated an impressive amount of experience in this area, it is uniquely well-positioned to analyze these differences as related to the results obtained to help inform the future international efforts of the Kettering Foundation and others interested in this methodology.
12. The creation of the Central America sub-network is an interesting initiative that provides insights into a number of aspects of network building. Through the process of creating country chapters, members learned to work together towards a common goal. However, some of the chapters are still weak and would need help in such areas as strategic planning, team-building, communication, and conflict management if they are to be consolidated. Further strengthening could be achieved by moving beyond deliberation to incorporate other approaches to citizen participation. Also, the experience points to the need for more fluid communication and information sharing mechanisms across countries with less developed technological infrastructures.
13. Relations between POA and USAID have been very positive. There is potential for greater interaction between IADN members and USAID missions that could be explored to identify areas of mutual interest and potential funding opportunities. A number of mission portfolios include areas such as human rights, justice sector reform, civil society, or municipal development, all of which involve citizen participation in democratic governance. Moreover, a good number of Network

members work in other USAID strategic sectors, including environment, health and nutrition, education, and economic growth. Conversely, citizen participation is an important element in mission programs in other sectors, such as environment and health. Contact between missions and the IADN could be pursued by Network members and facilitated by the sponsoring organization and the LAC Bureau through direct contact with mission personnel and the sharing of timely information about Network activities. This effort could be further reinforced if Network members took the initiative to brief themselves on the strategic plans of the missions.

During the data-collection process, interviewees were invited to make recommendations for strengthening the Network in the future. Literally dozens were presented and fell into a number of major themes. They were therefore categorized and consolidated, resulting in the following set of overall **recommendations**. Specific aspects of these recommendations and the suggestions presented by interviewees for how they might be implemented are also discussed in Chapter VI.

1. **Strategic Planning:** The Network should take advantage of the time still available under the USAID grant to formulate a Strategic Plan to help ensure its continued operation and guide its actions over the next three to five years. Such a plan should be developed through a participatory process, involving all concerned in the identification of strategic priorities, based on an analysis of current political realities within the region, IADN experience to date, and the design of appropriately targeted program initiatives.
2. **Allocation of Resources During the Transition:** Grant funds remaining for the year 2000 should be used for two major purposes: a) to complete processes already underway that are of strategic importance to the Network, and b) to support joint activities by Founding Members.
3. **Communication and Visibility:** To support the consolidation of the Network, and the full integration of all members, a regular, programmed system of communication should be designed and put into operation. The new system should be used to facilitate participation in the strategic planning process and should include the continuation and expansion of the web page, plus the use of other electronic means. It should also promote greater visibility of the Network through contact with national and international donors, the media, and other key actors.
4. **Membership and Governance:** There should be an orderly expansion of Network membership, and decision-making should be democratized, allowing for participation by all. The governance structure should be reorganized, becoming horizontal rather than hierarchical and ensuring that all members have the same opportunities to receive grants, give sub-grants, or request services.
5. **Activities and Impact:** Geographic divisions and the compartmentalization of the Network's offerings into six discrete components should be eliminated in favor of

an approach which is at once more strategic and more demand-driven. Moreover, in planning future activities, Network members should give serious consideration to the importance of follow-up for the achievement of longer-term impact and the potential for sustainability.

6. **Administrative Capacity:** The administrative capacity of all Network organizations receiving funding—grantees and sub-grantees alike—should be assessed, and resources should be identified for providing training or technical assistance to those that are weak in this area.
7. **Continued support:** In considering whether to continue funding Network operations as a vehicle for pursuing its DG strategic objective, USAID should recognize the cost-benefit advantages of capitalizing on its initial investment, especially now that the difficult task of start-up has been accomplished, valuable lessons have been learned, and results to date are most promising.

## LESSONS LEARNED

The following lessons learned were drawn from the experience gained through the activities supported by this grant and are presented by the Core Team in the hope they may be useful to any donors or organizations interested in the creation or successful operation of collaborative efforts designed to promote sustainable development.

1. Networks are created for a variety of reasons and take various forms. Some, like the IADN, are established to tap funding opportunities in order to address broad, cross-cutting themes such as citizen participation. Other networks form to pursue narrower, specific goals (i.e., environment, education, health, justice sector reform, etc.) and together develop a strategy to seek the necessary funding. Whichever comes first—the opportunity or the need—it is important to realize that the context in which the network forms will affect its evolution as well as, perhaps, the ease with which and degree of cohesiveness it is able to achieve.
2. Latin American CSOs working in the democracy area are eager to take advantage of the contacts, support, validation, and opportunities for the exchange of information and experience that a network can offer.
3. A key ingredient for the successful creation and operation of any network, consortium, or other multi-actor initiative is *clarity*—clarity of purpose, roles, responsibilities, decision-making, and other procedures, all of which should be made clear and agreed upon by all interested parties at the outset and reviewed periodically as conditions change and questions arise.
4. The exchange of experience and information and the maintenance of fluid communication among members are essential for the successful integration of participating organizations in any network or similar entity.
5. If resource limitations demand that a choice be made between providing short-term services to a large number of organizations scattered over a particular geographic area, as compared with more in-depth assistance and follow-up to a smaller, more targeted group, the latter approach should be adopted if sustainability is a concern of the sponsor.
6. Within networks or consortia of southern CSOs, it is likely that members vary greatly in terms of their organizational skills and capacity. Therefore, to strengthen the entire enterprise and better ensure the sustainability of individual and collective efforts, in addition to program support, there is a need to provide organizational development assistance to weaker members, as well as to the network itself. This means recognizing and allowing for less-visible, institution-building support. If a network does not have the funds needed to provide this service itself, it should serve as a clearinghouse to guide fragile member organizations to cost-effective sources of assistance in this area.

7. The potential value added of working with U.S. PVOs is to help southern CSO networks or consortia maintain fluid relations with donors, administer resources, and work to assist members find new opportunities for resource development and contacts in the international development community.
8. Within a network, it is important to decentralize as far as possible the decision-making process and governance structure. While it is generally not feasible for all network members to participate in every decision, they should be represented on and have access to a committee or other body of individuals they agree to empower to make decisions on their behalf (i.e., an executive secretariat or board).
9. To help ensure the effective institutionalization of any new methodologies or techniques transferred from one organization to another, the services provided should be demand-driven and based on the most felt needs of the recipient institution.
10. There are two major purposes for deliberation: public education and taking decisions for action. In countries without a strong CSO sector, forums among already-formed groups, or among members of an organization, are much more amenable to decision-making, as subsequent action can be channeled through the organization that sponsors the forum. Meanwhile, forums among strangers, or people who have not yet agreed to work together, can be effective primarily for educational purposes. The utility of both uses of deliberation needs to be clarified and assessed prior to launching any such initiative.
11. The success of efforts to achieve collaboration between organizations belonging to two distinct networks will depend not only on their interest in the same programmatic objectives and the availability of resources, but also on the types and interests of their members and staff and the intensity and duration of the activities to be undertaken.
12. Evaluating civil society programs is a difficult task, as the definition of "success" and the selection of indicators to measure that success are too often left open for interpretation. It is hard to "know it when you see it." Even more difficult challenges arise when evaluating a regional network, with members scattered across a continent. Adopting participatory evaluation techniques can help overcome some of these challenges, since much of the knowledge and expertise needed can be found within the evaluation team itself.
13. Participatory evaluation approaches in which both donor and grantee participate strengthen mutually beneficial communication and learning, which can enhance the future success of the activity. To be effective and legitimate, however, both parties must be aware of the potential risk of conflict of interest, making very clear the line between evaluating and planning. The inclusion of an outside facilitator on the evaluation team can provide insurance against undue bias and, thus, enhance confidence in the validity of the outcome.

**Proyectos con fondos complementarios – Años 1997–1999 – Red Interamericana para la Democracia**

<b>Associate member &amp; country</b>	<b>Project Title</b>	<b>POA</b>	<b>Dates</b>	<b>NGO Money</b>	<b>Founding NGO</b>
IN/Rio Grande do Sul, Brasil	Citizenship Forum – Local Participation – DI	\$2,500	8/25/97	\$2,000	<b>Conciencia</b>
Voto Consciente, Brasil	Foruns de Cidadania	\$2,000	1997	\$2,000	<b>Conciencia</b>
Asociación Encuentro, Uruguay	Issue guide and forums		10/28/97	2,500	<b>Poder Ciudadano</b>
IN/Rio Grande do Sul, Brasil	DI -Participação: Partir para Ação	\$2,500	8/28/98	\$2,500	<b>Conciencia</b>
Univ. de Ponta Grossa, Brasil	Forums	\$2,500	8/98	\$2,500	<b>Conciencia</b>
Voto Consciente, Brasil	Educação Etica e Formação do Cidadão	\$2,500	8/25/98	\$2,500	<b>Conciencia</b>
Voto Consciente, Brasil	Forum Deliberativo do Cidadão (14 forums)	\$2,500	5/98	\$2,500	<b>Conciencia</b>
Fundación Esquel, Quito – Ecuador	Forums: El Rol de la Comunidad Educativa en la Lucha Contra la Corrupción	\$3,000	8/21/98	\$2,000	<b>UniAndes</b>
CODEHUM, Páez – Colombia	Formación de Promotores Comunitarios en Derechos Humanos en el Municipio Autónomo de Páez	\$1,998	1998	\$2,000	<b>UniAndes</b>
IRFACRUZ, Santa Cruz – Bolivia	Edición del Texto de Participación Popular	\$0	1997-1998	\$1,000	<b>Participa</b>
CAEP, Asunción – Paraguay	Capacitación para Elaboración y Evaluación de Proyectos	\$2,000	1998	\$1,000	<b>Participa</b>
CEPCO, Tarapoto – Perú	Fortalecimiento Institucional de las ONGs de la Región de San Martín (pendiente)	\$2,000	1998	\$1,000	<b>Participa</b>

<b>Associate member &amp; country</b>	<b>Project Title</b>	<b>POA</b>	<b>Dates</b>	<b>NGO Money</b>	<b>Founding NGO</b>
Corporación Latinoamericana para el Desarrollo (CLD), Ecuador	Elaboración de Guía de Deliberación		9/98	\$2,050	<b>Poder</b>
Decidamos, Paraguay	Elaboración de Guía de Discusión		10/98	\$2,000	<b>Poder</b>
ANCIFEM, Mexico	Banco de Datos para Procesos Electorales		12/98	\$2,000	<b>Poder</b>
Fundación para el Desarrollo de la Libertad Ciudadana, Panama	Banco de Datos Candidatos Visibles – 1999		12/98	\$2,000	<b>Poder</b>
Sumando	Plan Estratégico Participativo de Desarrollo para la ciudad de Villeta	\$1,500	4/1/99	\$1,500	<b>Participa</b>
Movimento Voto Consciente	Fórum Deliberativo do Cidadão: Cidadania e Política Publica (with Soroptimists/SP, Uniao Civica and Partners/SP)	\$2,500	4/1/99	\$2,000	<b>Conciencia</b>
Movimento Voto Consciente	Educação Ética e a Formação do Cidadão	\$2,500	4/1/99	\$2,000	<b>Conciencia</b>
Fundación Quipus	Promoción de la Responsabilidad Social en Bolivia	\$1,500	4/7/99	\$1,500	<b>Participa</b>
Fundación Boettner	Promoción de la Resonsabilidad Social en Paraguay	\$1,590	4/16/99	\$1,410	<b>Participa</b>
Fundación Democracia y Desarrollo de Honduras	Participación Ciudadana en el Municipio	\$2,321.43	5/1/99	\$1,000	<b>INIAP</b>
Perú 2021	Promoción de la Responsabilidad Social en Bolivia, Chile y Paraguay	\$1,500	5/3/99	\$1,500	<b>Participa</b>
Participa/Manuel Valdes	Promoción de la Responsabilidad Social en el Sector Privado de Chile	\$1,500	5/3/99	\$1,500	<b>Participa</b>
Centro de Información y Recursos para el Desarrollo (CIRD)	Edición del Directorio de Organizaciones Privadas de Desarrollo en Paraguay	\$2,000	5/3/99	\$1,000	<b>Participa</b>
Companheiros das Americas: Rio Grande do Sul, Brasil	Fórum de Prevenção ao Uso Abusivo de Drogas	\$2,500	6/2/99	\$2,500	<b>Conciencia</b>

Associate member & country	Project Title	POA	Dates	NGO Money	Founding NGO
Alianza Cívica, México	Vigilancia de Autoridades (publicación de la Revista "Poder Ciudadano"	0	6/99	\$2,000	<b>Poder</b>
Corporación Latinoamericana para el Desarrollo (CLD), Ecuador	Educación Electoral	0	6/99	\$2,000	<b>Poder</b>
Alianza Cívica, México	Publicación de Banco de Datos	0	10/99	\$2,000	<b>Poder</b>
Encuentro, Asoc. Civil	Los Niños de la Calle	\$2,500	10/7/99	\$2,000	<b>Poder</b>
<b>TOTAL</b>		<b>\$45,409</b>		<b>\$55,460</b>	



## Inter-American Democracy Network Case Study Series

### From Disaster Prevention to Citizen Participation

*"Building a shared vision of the development needed by the region through the year 2005."*  
San Martín Network

#### The San Martín Network

The San Martín Network is a coalition of non-governmental civic and development organizations in Peru's Alta Amazonia or High Jungle region that came together around the issue of disaster prevention. The region suffered a series of devastating natural disasters that they believed were made worse due to lack of development and environmental abuse. For example, the horrific mudslides were caused by deforestation and poor farming practices and many of the people killed or left homeless in the 1992 El Niño floods were living in known floodplains not because they were foolish, but because they had no other options. By working together to protect the environment and improve social and economic development, the San Martín Network hopes to diminish the impact of future natural disasters.

The 1990 earthquake in Alto Mayo first brought the nine founding members together and after attending the 1992 seminar "Disaster Prevention in Regional Development" they decided to form the Network. The San Martín Network was officially announced in 1994 with the *San Martín Region Pronouncement* that decried the significant and progressive deterioration of the environment as a result of politics and development inadequacies like deforestation or monoculture farming in environmentally fragile areas.

The Network set out to build the general awareness about the region's vulnerability to natural disasters and to create unified plans for disaster prevention and development. The goals in the first years were to:

- initiate capacity building training programs for NGOs, public and private sector institutions and academic and social groups;
- research and study the issues to formulate strategies and technical proposals;
- disseminate the information collected and strategies produced, particularly to rural areas; and
- promote the exchange of ideas and information among the Network and the community as a whole.

#### International Connection

In 1996 and 1997 the US Agency for International Development (USAID) funded the Local Government Development project that trained mayors and other city officials from the Alta Amazonia and other rural areas in topics like strategic planning, leadership and coalition building. The San Martín Network was involved in the

USAID project 1996, and began working with the InterAmerican Democracy Network (IDN) in 1996-97 when members participated in two seminars led Participa.

#### Participa

Corporación Participa, a founding member of the IDN, promotes citizen participation throughout Latin America. Participa provides training and technical assistance one-on-one or at forums and seminars, designs and implements public education campaigns using radio, TV and print media and participates in public opinion polls and referendums on seminal issues. They played a major role in the referendum that led to peaceful end of General Pinochet's dictatorship.

#### Local Government

The San Martín Network members began working with local government groups to design and implement the emergency preparedness plans in 1992. In response to the 1997 Participa program, they created a common vision for future development by working with regional and local government and the public sector to create several projects. Together they agreed on a common methodology and created seven provincial strategic plans.

Local governments are cooperating with the Network although they do not have many resources. Peru has a highly centralized government. Most taxes and power go to the capital leaving little administrative or legal power available to local governments. The ten provinces of the Alta Amazonia region have the added burden that they produce the majority of Peru's coca, the base ingredient of cocaine. The region of 620,000 inhabitants is extremely poor and the weak municipal governments have not been able to make the political changes or create the growth necessary for general development or to give farmers other options besides coca production.

The InterAmerican Democracy Network supports moving power away from central governments to the citizens, community groups and local governments by increasing citizen participation, particularly at the local level, to give citizens a greater voice. Towards that end, the citizen participation programs build a new definition of social responsibility that includes mobilizing citizens and resources.

Social responsibility programs in the IDN mobilize resources to deal with social issues. They create a new attitude and understanding among citizens of the impact

they can have in their communities. Those resources can be monetary, but also include:

- knowledge and skills;
- human, economic and material resources; and
- networks of personal contacts.

**Citizen participation** at the local level results in a more equitable sharing of political power and greater awareness of social issues. These come about when individuals or groups have the opportunity to propose public policies and community initiatives at the local level, and to participate in their development, implementation, and evaluation.

### 1997 Workshop on Social Responsibility

In 1997 Participa visited Tarapoto, Peru to work with the San Martín Network and other NGOs from Peru and Paraguay on strategic planning and resource mobilization, with sessions on leadership, fundraising and financing opportunities.

During the Social Responsibility seminar, participants analyzed the strengths and weaknesses of their own organizations and communities and used those insights to plan a model project and a resource mobilization strategy. The project strategy included building community support, finding funding and implementing a public outreach program.

The participants helped each other to create realistic plans that considered a) local needs and resources, b) the interests and limits of the main funding sources and c) coordinating efforts among regional actors (e.g. avoiding duplicative efforts or working at cross purposes). They analyzed short- and long-term substantive changes in social, economic and cultural realities and needs of their communities.

The San Martín Network developed a strategic plan to increase citizen participation and social responsibility in the Alta Amazonia and improve coordination among the region's NGOs. By the end of the seminar they had

developed a plan to host a regional meeting for San Martín NGO, government and business leaders to formulate a coordinated vision of regional development through the year 2005. The document is presently being reviewed and revised by a commission that represents the public sector, business, local governments, and social organizations. The Network is serving as technical advisor.

Later that year, Participa led the Institutional Organization workshop in Santa Cruz, Bolivia that focused on organizational growth and development. The San Martín Network participated in the workshop, which stressed institutional management, program development, fundraising, coalitions, community outreach and strategic planning.

### Conclusions & Results

The San Martín Network came together over shared frustration after natural disasters whose devastating impact could have been minimized with better leadership from politicians and community leaders. They have stayed true to their mission of preserving the environment and supporting citizens through economic and social development and political empowerment. From the beginning they sought to improve communication and collaboration between the NGO, local and national government and business sectors.

Most importantly, the San Martín Network is implementing the tactics taught in the training program to manage their institutions, increase citizen participation and raise funds to support their efforts. As of November 1998 Network members had raised nearly US\$100,000 to support efforts to increase citizen participation in the decision making process regarding the environment and development efforts.

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## Inter-American Democracy Network Case Study Series

### Business-NGO Alliance to Build NGO Capacity

*"Developing the abilities that help NGOs build projects for their communities & increasing their ability to implement them."*

Asociación Conciencia, Argentina

#### Background

Non-governmental Organizations (NGOs) in Brazil have grown tremendously in number and sophistication since the end of the military dictatorship in 1984. NGOs of all types were severely restricted during the dictatorship. For example, two years ago in the state of Rio de Janeiro there were a few hundred registered NGOs and in 1998 the number has soared to over 1,300. In a few short years NGOs have become accepted vehicles for citizens to change their communities and the relationship between government, citizens and citizen groups. Some are well established, but many are young organizations with little experience and less financial support.

#### Professional-NGO Alliance

Rio Grande do Sul NGOs and business executives are working together to strengthen the capacity of local NGOs to manage their organizations, to plan projects and to finance those programs. This informal alliance includes Partners of the Americas' Rio Grande do Sul-Indiana partnership, InterAmerican Democracy Network founding member the Asociación Conciencia-Argentina, and the Associação de Mulheres de Negócios e Profissionais de Porto Alegre (AMNPPA).

The AMNPPA is a regional association of women business and professional leaders in Rio Grande do Sul, Brazil's southernmost state. The AMNPPA's mandate includes the professionalization of its members, and improving the role of women in social and economic sectors and community service. The **Asociación Conciencia-Argentina** is a women-led non-partisan civic organization founded in 1982. Inspired by the return of democracy to Argentina, they set out to support democratization by building an educated and critical electorate, first in Argentina, then around the Americas.

The organizations began collaborating in August 1996 when AMNPPA representatives took part in an NGO training in São Paulo organized by Conciencia. The 1996 program provided technical training on how to organize and implement community-based projects. The training covered organizational skills like budgeting and strategic planning as well community outreach techniques to build local involvement. The program also stressed the importance of networks and coalitions to long-term success.

The training inspired AMNPPA members to work with Conciencia to plan a project that would serve their home state of Rio Grande do Sul. They saw that institutional weaknesses among NGOs were impeding their work and believed that the most effective and efficient way to serve the community was to improve the skills and knowledge of a critical mass of local NGOs. Several strong and efficient community groups working together could bring about large scale and long-term changes.

As businesswomen, AMNPPA members recognized weak management skills, poor information flows and lack of capital as the major impediments to NGO effectiveness. Together, they set out to address these weaknesses with training programs for a broad range of local NGOs.

#### Institutional Organization Techniques

During the course of a year, the AMNPPA worked with Conciencia to organize a program for "gaucha" (Southern Brazilian) NGOs that would provide a wide range of institutions with the same skills that AMNPPA members had found so useful in the August 1996 program. The AMNPPA approached the local business community and foundations for support and both the Mauricio Sirotsky Foundation and Federasul (the Rio Grande do Sul Chamber of Commerce) provided in-kind support.

The September 1997 workshop *Técnicas de Organização Institucional*, or Institutional Organization Techniques, had long- and short-term goals. The short-term goal was to build the technical capacity of NGO leaders in the techniques of organizing community projects and managing NGOs. The long-term goal was to build communication and collaboration among the diverse institutions to encourage the development of a third sector network.

The three-day workshop covered four broad areas:

- 1) Institutional management & group dynamics
- 2) Media outreach
- 3) Fundraising
- 4) Civic participation

Thirty-nine people participated from 26 NGOs including civil society organizations, environmental groups, women's rights groups, and religious service organizations. Most were from Rio Grande do Sul, but

NGOs from elsewhere in Brazil were also represented. The program was widely publicized in local media.

In March 1998 Conciencia conducted a needs assessment among the NGOs that had participated in the September 1997 course. The evaluation had two major findings. First, 90% of the NGOs said they had begun to apply the organizational techniques of four modules within their organizations. Second, the participants ranked fundraising as a major concern and asked that it be the topic of the next seminar.

### Focus on Resources

*"Fundraising is an internal process, not an external force."* Lelia Mooney, Conciencia

Conciencia, AMNPPA and the Partners of the Americas' Rio Grande do Sul-Indiana partnership brought together NGO leaders from Uruguay and around Brazil with experts from Conciencia and Latin American representatives of Indiana University's Center on Philanthropy to build on the prior workshop.

Once again the Mauricio Sirotsky Foundation and Federasul provided support. The October 1998 Porto Alegre workshop on fundraising and philanthropy had 45 participants from 19 NGOs, including most of the participants in the September 1997 program.

Indiana University's Center on Philanthropy has authorized Latin American institutions to offer courses from the curriculum of its fundraising program. Representatives from two of those institutions – Procura of Mexico and the Centro de Estudios de Estado y Sociedad (CEDES) of Argentina – led the Porto Alegre philanthropy workshop.

The Center on Philanthropy defines philanthropy as "voluntary action for the public good" including community service, voluntary giving, voluntary association, nonprofit administration, fund raising and grant making. The Center believes it is important to approach large funding sources, but also to build local philanthropy and volunteerism.

The seminar stressed that fundraising is an ongoing organizational process, not a mysterious process that takes place somewhere "out there". Various funding sources were analyzed including international

organizations, local and national governments, community organizations and individuals. The training included making plans for multiple scenarios that were critiqued by the other participants.

Each participating organization visualized future programs and fundraising needs and made a plan of action to make that vision a reality. Part I looked at what types of support each proposed effort required – financial and otherwise – and targeted potential sources. Part II looked at how to approach the sources strategically.

Conciencia will follow-up with the participating NGOs during the coming year to track their progress implementing the projects and raising funds and to work with them to surmount problems that arise along the way.

### Conclusion & Results

The workshops and nascent regional network will influence the Porto Alegre community for years to come as each NGO employs the skills learned in the workshops. Each new skill and new program implemented will reinforce past progress. The NGOs are still young, but they fill a vacuum, particularly as social services are likely to be cut during the present economic downturn.

Each workshop built on the prior areas, beginning with program planning and NGO management, and expanded to fundraising. Improved management and communication among NGOs improves their abilities to implement programs, work together, and get outside support. Broadening the concept of fundraising from a focus on government or foreign support to also include community service, individual giving and voluntary association can broaden a program's reach into the community and provide a new framework for designing programs to best serve communities.

AMNPPA's hopes the group will move from an informal to a more formal network that can speak with one voice, advocate forcefully and plan strategically.

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## Mock Elections & Profiles of Candidates & Parties

*"The public must participate so that democracy is not just a written phrase, but a concrete reality."*  
Asociación Nacional Cívica Femenina (ANCIFEM)

### ANCIFEM

Mexican NGOs have been working to support citizen participation in the democratic process for many years. They have played an important role in dramatically increasing citizen participation. The Asociación Nacional Cívica Femenina (ANCIFEM), a women-led Mexican civic organization, has been working to ensure greater transparency in elections and government for over 20 years through public forums, like debates and community meetings, observing elections and most recently mock elections and candidate profiles. ANCIFEM has worked with two organizations in the InterAmerican Democracy Network (IDN) to fight voter apathy and create a more informed electorate. In 1995 ANCIFEM collaborated with Partners of the Americas' Puebla/Oklahoma partnership to hold mock elections for students. Then in 1996, they began working with Argentine civic education organization Poder Ciudadano on improving the quality of information provided to voters about candidates and parties and the electoral process in general.

### Mexican Political & Electoral Situation

Mexico is in the midst of a historic move towards a fully open democracy. Recent economic crises, scandals, armed uprisings, pressures from citizen action groups and international pressure for clean elections have pushed Mexico's democracy to become more open. Even the ruling party, the PRI, is experimenting with primaries and other measures to reach out to the electorate and make elections more representative and open.

Mexico's electoral rules and strict term limits on elected officials promote strong party loyalty and weak affiliation to voters. However, even within the existing electoral rules, the electorate has a powerful role to play. The work of civil society groups to change the existing pattern and build responsive and honest candidates and public servants and an educated and demanding electorate is vital for open elections.

### Mock Elections

The mock elections for students helped Puebla citizens - young and old - become accustomed to and involved in the electoral process as an honest and transparent system. They also learned how to analyze party platforms and candidates' stands on issues. The mock elections specifically targeted youths near voting age to get them involved in the electoral process in a positive way. The majority of Mexico's population is quite young. Huge

numbers of soon-to-be voters need to be introduced to the electoral process.

In November 1995 over 1,900 students from eight secondary schools participated in mock elections led by four local community organizations (ANCIFEM, the Movimiento Femenil Latinoamericano de Puebla, La Union Estatal de Padres de Familias and the School of Political Science of the Universidad Popular Autónoma Escuela Popular de Puebla). The students helped organized and manage the mock elections including registering students to vote, campaigning, acting as election observers and supervising the count.

### Candidates & Party Profiles

*"Before voting, compare. All candidates are not the same."*

Poder Ciudadano

ANCIFEM is a well established civic education organization with over 20 years of experience educating voters across Mexico on the rights and responsibilities of citizenship and fighting for honest and transparent elections. Poder Ciudadano came to Puebla to share with ANCIFEM their model for systematically collecting and disseminating non-partisan information on each candidate and party's stand on issues to create a public record of their actions and statements. ANCIFEM found candidate profiles to be a powerful new tool.

To compile the profiles, questionnaires are sent to each candidate and party. The questions relate to personal data, education and professional experience as well as brief responses to issues of concern to their constituents. The responses are published and broadly distributed to potential voters.

The electoral process has improved, but many voters remain apathetic or even cynical about the process. Those voters believe that candidates are interchangeable or, worse, they are all corrupt. The Candidate and Party Profiles put out by ANCIFEM seek to break this cycle by providing information to help citizens a) understand the process and b) distinguish between the candidates based on their stand on the issues, their voting records, and other past actions.

Voting is a responsibility as well as a right. Voters have a duty to inform themselves on the process, the issues and where the candidates stand. ANCIFEM hopes to promote responsible voting by providing information through publications, media campaigns, and community forums like debates that bring candidates to the voters.

At the same time ANCIFEM seeks to build awareness among candidates and elected officials that they must answer to the electorate first and foremost because a **well informed electorate and responsive candidates** are both essential to the electoral process.

ANCIFEM is pushing candidates and parties to become more responsive to voters to break the cycle of top down politics. When candidates are more responsive, the public is served with better representation. Candidates and parties are also served by getting voter input early on, which can improve their campaigns. Recent elections have shown Mexican parties the value of early community input. The PRI is creating a new, more open system to select presidential candidates to increase input into the process. President Ernesto Zedillo said the new process "will be good for Mexican democracy but it will also be good for the political competitiveness of the PRI." It is a positive cycle: honest elections promote responsive and open government.

### Results & Conclusions

More than 5,000 copies of the Candidate and Party Profiles were printed and distributed in 1996 to passersby on the street and at schools, universities, corporations, NGOs and community organizations. ANCIFEM estimates 20,000 people read the booklets prior to the election as they were shared with family, friends and co-workers.

All candidates were sent profile forms, but some chose not return the forms to ANCIFEM, because it was a new system and they were somewhat suspicious. ANCIFEM made a point of sending all the candidates copies of the final publication, including those who did not participate, to reassure them of its real purpose. Transparency builds confidence in elections and in NGOs. By sending the final publication to all candidates, including those who did not participate, ANCIFEM tried to be transparent about its objectives with the hope that this would allay suspicions and that all candidates would participate in the future.

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*Candidate and Party Profiles  
contribute significantly to the transparency  
of the electoral process that our  
democracy so needs."*

ANCIFEM

*"Mujer Mexicana Forja tu Patria"*

ANCIFEM



## Inter-American Democracy Network Case Study Series

### Citizens Define Campaign Issues

*"Citizens should not just discuss the issues, but define the issues to be discussed"*  
University of Los Andes, Political Science Department

#### Building a Public Voice

It was 1987 when Gabriel Murillo, head of the political science department at the University of the Andes (UniAndes), first took part in a meeting sponsored by the Kettering Foundation in San José, Costa Rica to learn about a new way to hold public forums. Instead of a debate among candidates or about issues, these forums help citizens appreciate all the options facing a community then weigh the costs and benefits of each option. In the process of doing this, they create what the Kettering Foundation refers to as a "public voice".

Since 1987, Murillo and his staff have held many forums throughout Colombia on several topics. In 1995 UniAndes joined with five other organizations working in Latin America to form the InterAmerican Democracy Network. Support from the Network was key to allowing UniAndes to dedicate staff time to developing a series of issue guides that are now used in the forums.

As the 1997 municipal elections approached, they discussed ways to fight voter apathy. They had seen how deliberative forums help people see that their opinion is important – that they can make a difference. But how to reach a significant number of people when each forum included groups of only 20 to 50 people?

#### *El Tiempo*

At the same time, staff at Colombia's largest daily newspaper, *El Tiempo*, was also wondering how to fight voter apathy. They knew of UniAndes' efforts and had also participated in Kettering Foundation discussions on public journalism that focused on how the media can serve as a voice for the people. In discussions with UniAndes, they decided on a joint plan to fight voter apathy by involving citizens – not just in discussing the issues but in defining the issues to be discussed.

#### 1997 Municipal Elections

First step of their effort to end voter apathy was for *El Tiempo* to conduct a survey among its entire readership. The survey asked readers to rank a list of issues in order of importance. The top five concerns prior to the municipal elections were (in order): public safety, education, traffic congestion in Bogota, health, and the

management of the Bogota city government (including corruption).

UniAndes then held focus groups on each of the five subjects with citizens from several walks of life to find out what average citizens thought were the causes of the problems and possible solutions.

*El Tiempo* published a special pre-election series that included a report on each issue. The reports included:

- photos of the citizens that participated in focus groups and their opinions on the issue;
- photos of the candidates and their positions on the issue; and
- an analysis of the issue, with facts and a discussion of the various alternatives, including the opinions of various experts.

Readers were able to learn more about the issues, see how everyday citizens felt, and compare those citizens' concerns with the positions of the candidates.

#### 1998 Presidential Election

UniAndes and *El Tiempo* teamed up again for Colombia's 1998 presidential election. They focused on education, an issue that the 1997 readers' survey had shown to be of primary importance to citizens. Prior to the election *El Tiempo* published a special supplement to examine the strengths and weaknesses of the Colombian educational system in-depth. From pre-school to post-graduate studies, the issue-examined problems such as lack of access, drop out rates, poor quality and lack of funding.

**Kettering style forums provide a venue for citizens to define and evaluate the issues facing their community**

UniAndes worked hand-in-hand with *El Tiempo*'s staff to sound out citizen's views in focus groups and forums. *El Tiempo* staff and Colombian education experts interviewed the presidential candidates and published each candidate's response to specific questions. With financial support from the Corona Foundation, *El Tiempo* was able to distribute over 300,000 copies of the 14-page color supplement throughout Colombia a week prior to the election.

The InterAmerican Democracy Network is a hemisphere-wide consortia of civil society organizations working to increase citizen participation in the day-to-day democratic processes of their communities, states and nations. The Network provides training and technical assistance to strengthen NGOs and civic groups, supports pilot programs and provides a venue for collaboration and networking.

## Impact on Presidential Campaign

Many factors influence elections, but the special supplement and forums had impact on the campaign in several ways.

- Voters saw that candidates were real people, who sometimes did not mirror the glossy images projected by their campaigns.
- The candidates heard the real concerns and viewpoints of everyday citizens.
- Voters kept the campaign focused on an issue of importance to them, which was not being addressed adequately by the candidates.
- Candidates were held accountable for developing concrete strategies and communicating these clearly and openly to the public.
- All candidates had an equal opportunity to present their views allowing lesser known or less-well financed candidates to reach a wider audience.
- Voters had an opportunity to go beyond the political rhetoric and promises made by candidates and look at specific actions proposed for addressing the issues.

**“In the forum  
I can speak  
without fear  
... and I know  
someone will  
listen”**

Citizens got involved in shaping the pre-election dialogue and participating more actively through the combined techniques of reader surveys, focus groups, public forums and quality reporting. The result was a greater commitment to the electoral process, shown in part by increased voter turnout. The percentage of eligible voters participating in the elections increased significantly from 46 to 56%.

## Collaboration

UniAndes achieved greater impact by joining with others. They not only joined with *El Tiempo* but also the Corona Foundation and others. In some parts of the country they have joined with neighborhood groups, local universities and municipal governments. Working with the media was especially helpful for reaching a wider public.

UniAndes also collaborated with the program in Urban Journalism with the Universidad Pontificia Boliviana in Medellín on projects with several radio and TV stations in the Medellín area. This joint effort has been dubbed “Voces Ciudadanas” or Citizens’ Voices. Using radio and television to broadcast forums on issues such as public safety and crime reaches an even wider and more diverse audience. Now when local stations feature a “Voces Ciudadanas” report, citizens know they are hearing the concerns of their fellow citizens, not the opinions of politicians or media owners.

## Conclusions & Results

Working with the media gives UniAndes greater recognition and prestige for their work with communities to encourage greater citizen participation in local problem solving. It also creates bridges between citizens and local government. One example of local problem solving occurred when the Medellín city government began to take an interest in participating in the forums. They found the forums to be a useful tool for getting direct voter feedback. After one forum, citizens in a wealthier area that was beginning to experience more crime noted that there was a lack of recreational facilities available. They felt idle youth may have been responsible for some of the crimes. The city’s Institute for Recreation responded by agreeing to set aside land in those areas for parks, which the community also helped to create.

The forums and media collaboration make it possible for the electorate to define campaign issues, hold individual candidates accountable, and keep the presidential election process focussed on issues beyond the parties.

The forums also can have a positive impact on individual participants. The forums are a way to reach individuals, who may not value their own opinions or feel that they could make a difference. By sharing opinions in the safe environment created by deliberative forums, individuals feel validated and empowered. As one Colombian of African descent noted, “Until now, I couldn’t speak out. In other places if I spoke out there might be someone who didn’t like what I said that could retaliate. But here, where I can speak without fear, I know someone will listen.”

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## InterAmerican Democracy Network Case Study Series

# The Participatory Evaluation of the Inter-American Democracy Network

### The Challenge

The Inter-American Democracy Network (IADN), funded by USAID's Bureau for Latin America and Caribbean (LAC), strengthens democracy and civic participation through training, education, technical assistance, communication, and sharing of resources. The Network serves as a vehicle for both south-south and south-north cooperation among organizations promoting the development of civil society. The IADN consists of over one hundred civil society organizations working to strengthen participatory democracy and citizenship in seventeen countries across the region.\*

Early in 1999, USAID's LAC Bureau decided to conduct a final evaluation of the grant to assess progress toward the Network's stated goals. The prospect of conducting an effective evaluation of a democracy program that spanned an entire continent was daunting. From the beginning, the LAC Bureau was interested in using participatory methods in the evaluation process. The grantee, Partners of the Americas, and Founding Member representatives of the Network shared this opinion and were interested in participating. As the evaluation team expanded to include representatives from POA, the FMs, and two outside evaluators, everyone agreed upon the importance of a methodology that incorporated the principles that the Network embraced, such as participatory democracy, and allowed for greater participation in the process. A participatory process would allow stakeholders to be more involved in the learning process and bring richer data to the evaluation.

The evaluation found that the Network has shown itself to be a valuable mechanism for engaging Latin American organizations in the promotion of citizen participation in efforts to strengthen democratic governance in the region. The following case study discusses the participatory process that led to these findings in an effort to inform those who undertake a similar exercise in the future.

### Participatory Evaluation Process

According to the literature on evaluations, there are at least three phases of an evaluation, each with opportunities for participation. In order to begin the first phase, it was necessary to form a team. This step

was especially challenging because the Network's stakeholders were spread across the Americas. The evaluation design that emerged consisted of two teams: the core team and extended team. The core team included a USAID representative (the program officer for the grant), a representative from POA (the IADN program director), and two contracted evaluators who served as the Team Leader and Principal Investigator. The core team members were all located in Washington and could meet regularly. Each core team member played a number of roles throughout the process. For example, the POA and USAID representatives participated in the technical aspects of the process, such as data collection and editing the document, and administrative processes, such as arranging travel and setting up interviews. They also worked to fill the needs of an eclectic team spread across the hemisphere. The extended team included Founding Members of the IADN and other representatives of USAID offices. These members had less time to dedicate (due to geographical and time limitations) but were involved in the process to the greatest extent possible.

With teams in place, the evaluation moved ahead in distinct, but overlapping phases—each with different degrees of participation.

### Design

The core team drafted an initial scope of work that incorporated a participatory methodology. Time was spent brushing up on the literature regarding the use of this methodology and meeting with representatives from USAID's Participation Initiative for advice and resources. With a draft in hand, the core team then undertook a consultation process that coincided with some of the Network's events. USAID members of the extended team were consulted about the design and evaluation questions. The FM organizations discussed the design with core team members during an IADN network workshop held in Guatemala. Other Network members were also contacted for input.

### Participatory Field Visits

Once the design was completed, the core and extended teams began to collect information in the field and Washington. The core team asked each FM organization to propose an agenda for field visits that

\* The Founding Members (FMs) of the IADN are: Partners of the Americas (POA), *Conciencia* and *Fundación Poder Ciudadano* from Argentina, the *Instituto de Investigación y Autoformación Política (INLAP)* from Guatemala, *Participa* from Chile, and the *Departamento de Ciencia Política de la Universidad de los Andes (UniAndes)* of Colombia.

would best capture the Network's activities, then weighed the proposals against time and resource constraints. After choosing trips, six data collection teams visited thirteen countries over a period of three months. The teams were led by a member of the core team and composed of members from the extended teams.

The data collection design became known as a cross-evaluation, or "evaluación cruzada," since fellow FMs were gathering information on each other's activities. In some cases it was the first time that an FM organization had the opportunity to see first-hand the activities of another FM. During the field visits, key informant interviews were held with Network member organizations, USAID democracy officers, and, whenever possible, experts on civil society in the country. Network events were also observed in each country. Each data collection team collectively wrote trip reports, which informed the evaluation report. The two contracted evaluators also conducted key informant interviews with USAID, the Kettering Foundation, and POA staff in Washington. Over forty FM and AM organizations were interviewed, and at least ten IADN events were observed.

### Documentation

Next, the team began to document the data. The evaluation Team Leader analyzed the information and wrote the first draft, with the assistance of the Principal Investigator. The core team reviewed the draft before it was sent out to the FMs for comment. FMs were asked to bring written comments to their annual meeting that took place in October 1999. During the October meeting, the Team Leader gave an overview of the report and the data was validated by the FMs. The conclusions and recommendations were used as a starting point for discussions about the future of the Network. Two weeks later, written comments were submitted by FMs and incorporated into the draft by the core team. Again, the draft went out for final comments, and the core team finalized the report.

### Results

Overall, the evaluation was a learning process for all team members and the Network as a whole. In addition to completing the evaluation of the grant and addressing the evaluation questions outlined in the SOW, the process itself served to spur some important results.

- *Learning through experience.* All team members agreed that the most successful component of the process was the "cross evaluation," or the data gathering trips. The design allowed all stakeholders (donor and network members) to gain a greater understanding of the Network's activities. In interviews with the AMs, important information sharing took place that allowed these organizations to better understand their role in the Network and share their views about the future of the Network.

- *Strengthened communication and relationships among all stakeholders.* All agreed that there was a high level of collaboration throughout the process. First, the process increased the awareness of the Network within a number of offices in USAID and strengthened communication between the donor and the grantees. This allows USAID to identify connections between the Network and other components of their democracy strategy, thereby leveraging resources and experiences. Second, the participatory methodology helped increase understanding and strengthen relationships among the Network members. The "cross evaluation" helped the FMs learn about the other FMs' work. The members came together to make decisions, discuss their experiences, and voice their concerns. In the long-term participants expressed the opinion that the evaluation will help members work together better, improve communication within the Network, and contribute to forming a more cohesive Network.
- *Increased ownership of recommendations.* By generating recommendations for the future of the Network, the evaluation process bridged the gap between a development activity and a final evaluation report. POA and the FMs used the evaluation process to begin to make decisions about the Network's future. The participatory methodology increased the likelihood that the recommendations in the final report would be acted upon.
- *An informed future.* The Network members have used the evaluation process to inform the next phase of the IADN. With the findings, conclusions, and recommendations in hand, they have begun a participatory strategic planning process to work towards a more effective future.
- *Richer data.* By bringing together people with diverse backgrounds and interests, the new information and perspectives were incorporated into the evaluation process and documents.
- *Teamwork.* During the evaluation, the Network worked together in teams. Decisions were made collectively, based on consensus. This benefits the Network as they continue to work together towards promoting citizen participation in the region.
- *Knowledge.* The evaluation provided Network members an opportunity to reflect on their work. Team members increased their knowledge of civil society and citizen participation throughout the Latin American region. They also increased their understanding of participatory methodologies.

### Reflections and Lessons Learned

Looking back on the experience, it became clear that although everyone agreed that the evaluation should be participatory from the beginning, each team member had different expectations regarding what that meant. For example, USAID's initial idea was to invite participation from a number of USAID representatives

to maximize learning within the Agency. This tactic also served to save resources. From POA's perspective, they wanted to broaden the participation from USAID to include key stakeholders. POA anticipated that more people on the team would mean that more results would be identified, leading to a richer and more thorough process. They saw it as an opportunity to consolidate some of the Network's gains and begin to more actively work together. They hoped that the stakeholders, including USAID, would be the true owners of the findings of the evaluation. The FMs had different expectations, some expecting to play the role of an observer and others planning to be actively involved in data analysis. The Team Leader hoped that participation would include FMs as equals on the team. The Principal Investigator hoped that the AMs might be involved in the process.

In the end, every member of the team compromised. The design accommodated expectations and the budgetary, geographic, and time constraints. Each of the three phases of evaluation had some degree of participation. Throughout the process the team was confronted with a tension between participatory and more traditional methods. Overall, the team learned a number of valuable lessons.

- *Seek clarity.* Because this was a learning process for all, the team struggled to clarify roles and responsibilities of the team members, the logistics, etc as the process evolved. At times, the lack of clarity led to crisis moments for the team and individual team members. It is important to make time to clarify roles, responsibilities, the degree of participation, and processes from the beginning and make sure that every stakeholder is committed to the approach. Once defined, all governing principles need to be applied equally.
  - *Communicate expectations.* Every stakeholder will have different experiences to share and objectives to meet. A clear understanding of the different points of view from the beginning can prevent later conflict or confusion.
  - *Commit time and resources.* Although everyone agreed that the short amount of time was well used, it became apparent to the team that participatory evaluations may take more time and resources than traditional evaluations, especially with participants spread across a region. The process was time-consuming as team members juggled their many responsibilities outside of the evaluation. Distance and time constraints made it hard to engage all stakeholders equally. Evaluating a Network meant that a number of organizations, and their busy schedules and varied perspectives, had to be incorporated into and accommodated in the process.
- *Soliciting participation from dispersed organizations may take extra time and effort.* When evaluating a network or consortium, one may need to make time to get people together (by phone or in person) to participate in as much decision-making as possible at the beginning. In the end, FMs noted that they would like to have increased the degree of participation in each phase of the evaluation process. Specifically, they would have liked to been involved in the design phase from the very beginning, i.e. in the drafting phase of the Scope of Work.
  - *Facilitation and mediation skills are key.* A number of biases or specific interests were brought to the table, all of which had to be balanced. Team members need skills in mediation and conflict management. Team members should bring these skills, as well as their expertise in the subject or project to the evaluation. Confront problems early to avoid later conflict. Stakeholders should drive the process and the team leader needs to facilitate, stepping in when appropriate or necessary to guide the evaluation along. Conflict is inevitable. It is important to confront problems early and maintain a flexible, compromising attitude.
  - *Participation is valuable.* Participatory methodologies bring diverse experiences together for an evaluation process. If participatory methods and practices are used from the beginning of a grant, the methodology is especially effective. On the other hand, sometimes participatory methods are not appropriate.
  - *Participatory evaluations can be risky for those being evaluated.* Increased participation increases candor and interaction. To encourage putting both accomplishments and shortcomings on the table, it is important to maintain a constructive atmosphere. Using strength based assessment techniques in combination with participatory approaches can encourage focusing on strengths as opposed to needs or problems.

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2/24/2000

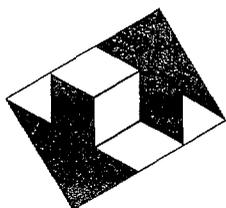
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Summary of Citizen Participation Grants: Phase I & Phase II				Last updated on: 10/26/2000	
Partnership	Project Name	Date	Amount		
			Phase I 1993-95	Phase II 1996-00	
1 Alabama-Guatemala	Normas Juridicas sobre violencia contra la Mujer	11/11/98		\$3,000	
2 Arkansas-Bolivia	Leader Seminar, Democratic Identity for Women and Young People	4/9/97		\$1,500	
3 California-Argentina	Leadership/Citizenship Participation	9/20/94	\$3,350		
		5/24/95	\$670		
	Leadership/Citizen Participation	2/14/96		\$3,500	
4 Connecticut-Paraiba	Educacao para a Democracia-A Participacao				
	Politico-Social da Mulher	9/20/94	\$3,350		
		5/1/95	\$670		
5 DC-Brasilia	School for Citizenship	12/1/94	\$5,105		
		12/16/94	\$1,495		
6 Delaware-Panama	Los Derechos de la Mujer	3/10/99		\$3,000	
7 Florida-Colombia	Formacion de Lideres para la Democracia	6/30/94	\$5,000		
		6/22/95	\$3,400		
	El País que Sueñan los Jóvenes	9/1/99		\$2,500	

16	New Hampshire-Ceara	Community Civic Awareness	7/22/95	\$7,500	
			9/7/95	\$7,500	
			1996		\$7,500
17	NY-Dominica	Civic Education/Civic Participaton Project	5/13/94	\$500	
			2/1/95	\$6,500	
18	NY-Jamaica	Institute for Public Leadership	6/4/94	\$7,500	
		Dispute Resolution Foundation/Natl Issues Forum	4/15/98		\$2,500
19	NY-Montserrat	Civic Education TV Shows	7/1/95	\$569	
20	NY-St. Vincent	Civic Education	Nov-95		
21	Ohio-Parana	Ohio-Parana NIFs	10/24/94	\$1,400	
22	Oklahoma-Puebla	Mock Elections Puebla	7/1/94	\$4,500	
		Banco de Datos para Procesos Electorales	6/12/97		\$2,500
			6/24/98		\$2,500
23	Oregon-Costa Rica	Strengthening Local Govt. and NGOs	8/8/94	\$7,500	
			2/8/96		\$3,500
			8/22/97		\$2,500
		Citizen Participation Exchange	12/3/98		\$3,000
24	South Carolina-Colombia	Civic Education & Citizen Participation in Elementary School	7/8/94	\$5,000	
			2/22/96		\$5,000

		Training in Constitutional Rights and Responsibilities for Working & Rural Women	12/3/98		\$3,000
		Participación de los Compañerismos Colombianos en el V Encuentro Iberoamericano del Tercer Sector	3/21/00		\$3,761
25	Tennessee-Venezuela	Primero Justicia - school mediation and conflict resolution project	3/15/99		\$5,000
26	Virginia-Sta. Catarina	Seminar: A Organizacao e Profissionalizacao das ONGs no Estado de Santa Catarina	10/18/95	\$3,510	
27	Vermont-Honduras	Strengthening Democracy in Honduras	8/23/94	\$5,000	
		Proyecto de Fortalecimiento de la Administracion Municipal en Lempira	6/24/98		\$2,690
			4/22/99		\$4,248
28	Wisconsin-Nicaragua	Civic Education in Rivas, Chinandega, Granada and Matagalpa	7/22/94	\$7,500	
	Total number of Partnerships	28			
	Total number of Projects	41	TOTALS	\$113,619	\$90,779

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**SUMMARY OF PARTNERS  
CITIZEN PARTICIPATION PROJECTS**

In 1993, Partners launched its Citizen Participation Program, a USAID funded initiative to promote democratic skills and increase citizen participation in civic organizations and agencies that promote open and free societies in Latin America and the Caribbean. This goal is being realized through projects promoting education in democracy and activities that strengthen civic organizations. The 24 projects in 16 countries comprising this program include:

- **Alabama - Guatemala**

The Alabama - Guatemala Partners as part of their citizen participation program are working to increase the political awareness and participation of marginalized women. The partnership has designed a project for women living in the periphery of Guatemala City, many of whom are illiterate and undocumented meaning these women are not registered as citizens and thus cannot vote or receive government services. This project focuses on registering these women, educating them on their rights and responsibilities as citizens, and the responsibilities of the government to its citizens. The partnership will also hold three workshops which will each train 30-50 women on these issues and document and register to vote at least a thousand women in preparation for the upcoming elections.

- **Southern California - Northern Argentina**

Through the Southern California - Northern Argentina partnership, a trainer from *Conciencia Argentina* conducted a workshop for representatives from women's Latino organizations in Southern California. The goal of the workshop was to increase Latino women's participation in local governance. Participants included members of Unidas Los Angeles, a non-profit organization that has been operating in Los Angeles County since 1985 to promote participation of women in civic affairs. The majority of Unidas' 200 members are women from the Southern Cone of Latin America. One or two of the participants in this workshop will participate in a similar workshop planned in Northern Argentina later this year.

- **Colorado - Minas Gerais, Brazil**

The National Conference of State Legislatures (NCSL), working through the Colorado - Minas Gerais Partners, are developing a training, technical assistance, and international exchanges program designed to strengthen the state legislatures throughout Brazil. Partners has supported this project by funding several technical exchanges between Colorado and Brazil. The current goals of the project are to: 1) assess the needs of the legislatures of Minas Gerais and Rio Grande do Sul for training and technical assistance from the NCSL and face-to-face and electronic international exchanges with the U.S. state legislatures; 2) develop an action plan for the delivery of training, technical assistance, and international exchanges by NCSL to Brazilian



legislatures; and 3) strengthen the knowledge of U.S. legislative practices and procedures among Brazilian legislative staff and share information and ideas about effective management of the legislative institution.

- **Connecticut - Paraiba, Brazil**

The goal of this project, *Educação para a Democracia - A Participação Político-Social de Mulher*, is to raise women's awareness in Paraiba, Brazil, of the importance of their role in civil society. The initial step in the process was to form a working group representing women in private and public life. Thirteen women from universities, business, governmental agencies and nongovernmental organizations researched and documented their findings on the current situation of women in Paraiba. Through the media, the working group highlighted women's economic, academic, artistic and political roles. This coverage, including two television interviews, enabled the working group to promote their project. One of the principal activities for 1994 was organizing a "Day for Women" and a conference with the theme "Women and Citizenship." Representatives of ten organizations, working in support of women's issues, offered suggestions on how other women could become involved in programs of women promoting women. Subsequent seminars will cover topics such as: women's rights and economic and political opportunities for women in a democratic society. The partnership will also select representatives from the various women's groups to participate in local and international seminars.

- **Washington D.C. - Brasilia, Brazil**

Building on their experience working with Brazilian youth clubs, the Washington, D.C. - **Brasilia, Brazil** Partners are setting up a "school for citizenship" in three satellite cities around the federal district. Working in collaboration with such group as *Associação Jovem do Paranoa*, *Casa Aberta*, the 4H, the Secretary of Social Services and the Secretary of Education, the partnership has designed activities, including community gardens, to teach young people leadership skills, such as team building, decision-making, project planning and management. A newsletter entitle *Jornal Feliz* (Happy Journal) has been published regularly. This publication focuses on community concerns and the activities taking place to address these issues. In addition, the partnership is planning seminars to address government processes, the Brazilian Constitution, voting, and the rights and responsibilities of citizens.

- **Florida - Northeastern and Central Colombia**

The goal of this project is to create and implement a civic education curriculum in a number of public schools in Bogotá. Through 30 workshops planned in collaboration with *COMPENSAR*, a membership organization for teachers, and the **Secretariat of Education** for that region of Colombia, teachers and principals of schools will be encouraged to develop activities that promote citizen participation and democracy building. The project proposes to educate more than one thousand students, teachers and principals in the seven target schools in four lower income areas on the periphery of Bogotá. The focus of the training will be on theoretical and legal fundamentals of democracy, democratic institutions, democratic values, leadership, and voter participation.

A project team composed of members from the Northeastern and Central Colombian Partners, *COMPENSAR* and the Secretariat of Education has been formed to plan and implement

the workshops. To date, this team has met bi-weekly; offered 15 workshops for the teachers and principals of the targeted schools; developed a civic education curriculum; and created a handbook on community diversity and tolerance.

- **Idaho - Guayaquil and Cuenca, Ecuador**

The Idaho - Guayaquil and Cuenca, Ecuador Partners project, "*Desarrollo de Identidades Democráticas en Mujeres y Jóvenes*" (Development of Democratic Identities in Women and Youth) is teaching democratic skills to adults and youth community leaders, chosen from women's groups, youth clubs and other NGOs. They are being trained in: 1) Leadership: leadership styles, delegation of authority and parliamentary procedures; 2) Citizens and the Constitution, including the rights and responsibilities of citizens under Ecuadorian law; 3) Voter education, including electoral processes and documentation; and 4) Motivation towards participation focusing on advocacy, conflict resolution, and networking.

To achieve these goals, the Idaho-Ecuador Partners are collaborating with three local NGOs to strengthen the skills of youth and women leaders in promoting the participation of citizens in their communities. *La Fundación Leonidas Ortega* conducted seven workshops. Two workshops have trained 56 teachers on how to incorporate democratic themes into their lessons. The other five trained 131 students on their democratic rights. Brochures and other publications on the workshops topics including social responsibility, democracy, and defense of the environment, have been published in order to train teachers and students in other areas.

Two hundred people participated in the "Women, Democracy and Human Rights Forum" which was organized by the *Centro Ecuatoriano para la Promoción de la Mujer* (CEPAM) with the other two collaborating NGOs. In their second forum, CEPAM trained 60 community leaders representing a constituency of 3,000 on the rights and responsibility of citizens in a democracy.

In addition to working with the two other organizations on their workshops, *Fundación María Guare*, another collaborating NGO, trained 15 leaders from diverse communities on their rights and responsibilities as Ecuadorian citizens. As part of the evaluation/continual planning process, the Guayaquil partnership with the three collaborating organizations held a civic education strategies seminar. The local press and NGOs were invited to discuss their civic education activities and plans. As a result of the seminar, the participants established a "confederation" of NGOs to share resources, plan strategies, and work for common goals in the larger socio-political system. Partners Guayaquil is the coordinator of these projects, thus becoming a significant voice in the city's citizenship training endeavors.

Idaho Partner volunteers, Drs. Mary Jane Hogan and Douglas Nilson of the Department of Political Science at Idaho State University, traveled to Guayaquil and Cuenca, Ecuador to begin evaluating the Idaho - Ecuador Partners project. Drs. Hogan and Nilson were impressed by the professionalism, effectiveness, and dedication of the three Guayaquil women's organizations collaborating with the partnership on this project. They concluded that "the Guayaquil Partners and its sub-contracting foundations are assuming vanguard positions in civic education in the whole coastal region."

The Idaho-Ecuador partnership will continue to work with these organizations in implementing this program in Cuenca and other cities in Ecuador. In addition to these activities,

in Cuenca, the Idaho - Ecuador partnership is developing a legal literacy project targeted for market women.

- **Illinois - São Paulo, Brazil**

The Illinois - São Paulo, Brazil Partners, in collaboration with *Voto Consciente*, have been providing civic education training to community leaders. *Voto Consciente* is a citizens' group dedicated to building a civic conscience. Adapting the U.S. League of Women Voters methodology, this volunteer citizen group has increased public awareness of the political process by hosting town meetings and seminars on the importance of voting and holding those elected accountable. With these funds, *Voto Consciente* has created a video which they are using in their civic workshops for community leaders. The participants are trained to train others in implementing *Voto Consciente's* methodology, which includes organizing community citizen groups, getting to know one's politician, identifying common community issues, and informing political leaders of these issues.

- **Kansas - Paraguay**

Funded under this program, the Kansas-Paraguay partnership's project "Open Government: A Training Program for Paraguayan Women," combines the belief that local participation is needed for successful projects as well as for sustained democracy. In 1993, prior to the Paraguayan elections, the Paraguay Partners identified the need for women to be trained to participate more effectively in elections and government. Mary Miller, a Kansas Partner and the secretary of the **Kansas League of Women Voters**, traveled to Paraguay and initiated collaboration between the League and Paraguayan civic organizations through the Kansas-Paraguay partnership. The purpose of the project is to train these women to be more involved in government and their community as well as for these women to train other Paraguayans. Through this project, five Paraguayan women leaders from the *Partido Colorado*, the *Partido Liberal Radical Autentico*, the *Asociación Cristiana de Jovenes*, *Las Mujeres por la Democracia* and the *Centro Nacional de Trabajadores* traveled to Kansas in February of 1995 to participate in a two-week training program designed by Partners and the Kansas League of Women Voters. The women were exposed to the multiple aspects of the legislative process and citizen participation at local and state levels. They attended city, county and state government meetings; and met with labor leaders and local and national political leaders, including Kansas Lt. Governor Sheila Frahm and U.S. Representative Jan Meyers.

During the second phase of the project, the partnership, using the four women trained in Kansas, will organize citizen forums at public market-places to teach traditionally marginalized women their political rights and how to participate in the local political process. The partnership is meeting with women working in the market places to identify issues of concern. The partnership will then invite local government and NGO leaders to participate in these forums that will provide an opportunity for the women to share their concerns and for the leaders to address them.

- **Kentucky - Quito, Ambato & Santo Domingo, Ecuador**

Working with the **Lexington League of Women Voters**, this project will strengthen civic education curriculum in Ecuador's public schools. A new curriculum is being developed and teachers will be trained to implement it. As part of the training for the teachers, selected

Ecuadorian professionals are traveling to Kentucky to study development of civic education curriculum with U.S. counterparts. Travelers have included: Ana Silva, a teacher in a private school in Ambato who is developing civic education curriculum, and Hernan Garces, who is involved in curriculum reform for the public school system in Ecuador. In 1996, professionals from Kentucky as a follow-up activity will travel to Ecuador to provide consultation and technical assistance as needed.

In addition to their civic education project, the Kentucky - Ecuador partnership in collaboration with **CODEFMA**, a women's center, is training community leaders to be more effective advocates for their communities. Community leaders are identified and trained in leadership, community organization, group process, volunteerism, and organizational management. In addition to participating in workshops in Quito and Ambato, a selected group of leaders will travel to Kentucky to receive training in participatory leadership, communication, and group decision-making skills. This group has included, Lourdes Espinosa, the Director of Community Development and Culture in Ambato, and Luis Martínez, a social worker in Quito assigned to UNICEF projects in the *barrios*.

To complement their civic education and leadership training projects, the individual Partner city committees in Ecuador are promoting citizen participation in various activities. In Quito, they have arranged with the mayor to air television spots focusing on human rights, civic education, and environment and sanitation. Mass media is also being used in Ambato to deliberate on women and democracy, citizen participation, democracy and freedom, and leadership. This includes weekly talk-radio programs and newspaper columns.

- **Massachusetts - Antioquia, Colombia**

The objective of this project is for the partnership to work with *Convivir* and the **Ministries of Women and Youth** in Antioquia in the promotion of citizen participation by providing training courses and developing materials for women, youth, and community leaders. The project is divided into four major activities: 1) The production of two primers to prepare women to run for office in the next elections; 2) The design in collaboration with *Convivir* and the government of a series of conflict resolution courses for 35 functionaries and 120 community leaders to be implemented under the government's *Plan Zonal de Desarrollo* (P.A.Z.); 3) The production of materials for a youth civic education program entitled *Un Camino Hacia la Participación Juvenil* (A Path Towards Youth Participation); and 4) The planning of a meeting for organizations working in civic education and citizenship participation in the State of Antioquia.

In collaboration with *Convivir*, the Antioquia Partners have coordinated regularly scheduled neighborhood meetings discussing topics such as civil rights, conflict resolution, and community diversity and tolerance. In addition, they have published a neighborhood bulletin, which focus on these same topics.

- **Montana - Patagonia, Argentina**

The objective of the Montana - Patagonia Partners is to increase citizen participation in Patagonia by strengthening civic organizations. First the partnership has sent civic leaders to Montana to learn from U.S. counterpart organizations. For instance, Patricia Fierro and Elena Grunstein, members of the Bariloche chapter of *Conciencia* and the Montana - Patagonia,

Argentina Partners, traveled to Montana in April 1995 to participate in a trainers workshop and to foster working relationships with several Montana women's civic organizations including the **Montana League of Women Voters**; the **Montana Women's Lobby Fund**, **Business and Professional Women**, the **American Association of University Women**, the **Montana Girls State** and the **YWCA**. They participated in a three-day training program given by Women's Place, an organization that provides services for battered women and their families. Since their return to Argentina, these women have published a civic education pamphlet to inform voters of the candidates in the 1995 Argentine elections.

In June 1995, another team of women from Patagonia, Argentina traveled to Montana. Helena Cowan Green, a teacher, and Veronica Sympson, a student, participated as counselor and camper in the Montana Girls State program. The purpose of this participation was to understand this citizen education training program for young women leaders in order to create a similar one for young women in Patagonia.

In October 1995, Corlan Bush traveled to Patagonia to work with Helena Ann Cowan and Veronica Sympson in continuing the planning and implementation of the Youth Government [Girl State] project. They identified three schools for pilot projects. In addition, they made available to the pilot schools software of the Argentine Constitution, treaties, and federal laws. A civic teacher in Patagonia is writing a teachers' guide to accompany the software, and Ms. Cowan will conduct training workshops for the teachers who will be implementing the project on a trial basis next year.

In order to help civic groups get their message out, the partnership is preparing materials for civic groups in Patagonia to use. For instance, they are translating a video and study guide titled, "Democracy in Montana," which shows how the electoral process works in a rural state. In addition, the partnership held an awareness campaign around the 1995 general Argentine elections. This included organizing debates and panel discussions on candidates' policies, political party platforms and issues of concern to various community groups. The partnership designed, produced and distributed materials for these events.

- **New Hampshire - Ceará, Brazil**

The objective of the New Hampshire - Ceará project is to promote citizen awareness and participation, especially on topics concerning children. Three schools and government and NGO leaders in Fortaleza have been targeted to participate in three discussion sessions on the meaning of citizen participation. Two meetings focusing on children and the family were held with parents in the community of Serrinha. The partnership also met with children and adolescents to discuss the importance of voting. As a tool for promoting civic education in schools, the partnership has developed *Voting and Citizenship*, a workbook and accompanying video focusing on the political and social rights of Brazilians. In hopes of changing policy, two roundtables were held where university professors, government and NGO leaders discussed the current situation of child welfare. Through these activities, the partnership has learned that timing, training, commitment and careful selection of collaborating organizations are important for the successful implementation of their projects.

- **Dutchess County, New York - Dominica**

Thirty-three local organizations and government agencies such as the **Dominica Planned Parenthood Association, Rotary, Kiwanis, the Youth Development Division of Ministry of Education, and the Teachers Training College** were invited to participate in a meeting to establish a National Civic Education Task Force. Discussions addressed the importance of civic education and civic education programs, possible funding sources for future programs, strengthening local, regional and international institutional networking in civic education, and the establishment of a national civic education task force.

The Dutchess County, New York - Dominica Partners project, "People's Parliament," is a weekly television talk show which is addressing the challenges posed by Dominica's social and economic development. The purpose of the show is to have a public forum where people can discuss and define solutions to common community issues. Twenty-four of the 50 planned weekly one hour talk shows have been aired covering 12 of the 23 topics selected. The topics being addressed include the need for civic education, how citizens can participate in the political process, the role of NGOs in democracy, and what initiatives the government needs to take to address some of the community's concerns.

- **Oswego, New York - Montserrat**

The Oswego, New York - Montserrat Partners are organizing discussions on civic issues for local television station. The objective of this project is to help citizens gain a better understanding of the role of government and citizens and thus give them the tools needed to develop a public voice. The initial program will include six discussion shows which will air every other week. Prominent citizens will be invited to discuss such topics as civic responsibility; the role of parents and teachers in promoting responsible citizenship; gender equality issues; and the role of government in a democracy.

- **Western New York - Jamaica**

Through the Western New York - Jamaica Partners, the U.S. YWCA has been for the first time adapted and implemented their Institute for Public Leadership (IPL) in another country. IPL has two tracks: the candidate track which prepares women to run for public office; and the manager track which trains women to manage political campaigns. This program exposes women to the role of candidates, campaign financing and management, voter contact, and issues advocacy. In August of 1994, the YWCA of Jamaica identified four Jamaican women who were trained by representatives from the YWCA's IPL to be trainers for the program. In October of 1994, the **YWCA of Jamaica, the Jamaica Women's Political Caucus** and the Western New York-Jamaica Partners sponsored a workshop where the Jamaican trainers held an IPL for 30 women -- 17 participated in the Candidate track and 13 in the Manager track. In 1995, participants of the first IPL will take part in continuous follow-on workshops focusing on public speaking, advocacy, media relations, fund raising and getting the nomination within the party structure. These workshops will lead to a second IPL conducted by the Jamaican and U.S. IPL trainers.

- **North Carolina - Cochabamba, Bolivia**

The North Carolina - Cochabamba Partners project will increase civic awareness among girls in Bolivia. The partnership is collaborating with an all girls school to develop a civic education curriculum which can later be implemented in other schools in the region. The curriculum will focus on the rights and responsibilities of citizens, the Bolivian government system, and civic history.

- **Ohio - Parana, Brazil**

The Ohio-Parana Partners are working with the **Kettering Foundation** to adapt the Foundation's National Issues Forum (NIF) for Brazil. The purpose of these forums is to strengthen civil society as the foundation of a democratic system. The forums transform and motivate citizens, both as individuals and as groups, into becoming protagonists in their nation's political life. The dialogue conducted at the NIF helps citizens become aware of the relationship between political issues and their daily lives. In 1996, the Ohio-Parana Partners are planning to conduct a NIF. In preparation, four NGO leaders from Curitiba attended the Foundation's Civil Society Conference in 1994 and one leader attended the conference 1995. As follow-up, Foundation staff traveled to Brazil. The goal of these meetings is to promote the NIF methodology, transfer techniques in its application, offer tools for participatory dialogue, and promote debate about issues affecting citizens and the public and private sectors.

- **Oklahoma - Puebla, Mexico**

In 1993, the Oklahoma-Puebla, Mexico Partners began their work to motivate more Puebla citizen to participate in the electoral system. Three reachout approaches were used to target citizens from a variety of age and socio-economic levels. The first approach began with the staff from the **Nigh Institute of State Government** of the University of Central Oklahoma traveling to Puebla. Here they conducted a "train the trainer" workshops in public dialogue, group decision-making and consensus building. Secondly, in early 1994, the partnership trained high schools in Puebla to conduct mock state and federal elections. With this program students learned about campaigning and voting procedures. The final phase of the outreach program was in November of 1994 when ten civic-community leaders from Puebla traveled to Oklahoma to participate in a training program designed by the Oklahoma-Puebla Partners and the Nigh Institute. The Mexican leaders were exposed to the multiple aspects of the legislative process. They attended city, county and state government meetings; met local and national political leaders; shared experiences with local and state civic groups; and observed U.S. state and federal elections.

Working with the *Asociación Nacional Cívica Femenina de Puebla, Movimiento Femenil Latinoamericano de Puebla, Unión Estatal de Padres de Familia de Puebla, and Escuela Popular de Ciencias Políticas de la U.P.A.E.P*, the ten participants from the Oklahoma training program are expanding the Puebla mock election program. They will train six additional high schools in the use of the curriculum. The goal is to have a total of 5,000 students participating in mock elections which will parallel the 1995 Congressional elections.

- **Oregon - Costa Rica**

This is a continuation of a project begun by the Costa Rica Partners in 1993 to design training programs for leaders from 24 organizations and three municipalities. Through the second phase of this project the partnership is promoting the decentralization movement in Costa Rica. Their objective is to train local government and NGO leaders to collaborate in defining and solving their community's problems. This is being accomplished through the formation of *Consejos* (Committees) in the targeted communities of San Rafael de Heredia, Ojo de Agua de Aserri, Puriscal, Talamanca, Hojancha and Limón. Members of the *Consejos* include local government and NGO leaders. The partnership, in collaboration with the *Universidad Nacional*, has organized several workshops and training seminars focusing on the decentralization reform movement in Costa Rica, the role of the community in this movement, and the development and management of collaborative (NGO and local government) community projects.

In order to design their project in San Rafael de Heredia, the partnership held a town meeting where 200 youths discussed their common concerns. The partnership is facilitating meeting with youth, community and local government leaders to address the issues that arose from the town meeting. In the same district, two leadership capacity building workshops targeted at women-based groups were held. In collaboration with the *Corte Suprema de Justicia* (Justice Supreme Court), the partnership organized a workshop for 40 community leaders which resulted in the creation of the Center to Mediate Conflict in the San Rafael de Heredia Cantón. Targeting municipal workers, the partnership trained 32 representatives of the local government on how to better deliver community services.

In Hojancha, the partnership designed after hosting a meeting on community needs for 42 NGO and government representatives. Four training workshop for 158 representatives of the local government and NGOs were organized focusing on designing and implementing collaborative sustainable development projects; providing effective sanitation services; strengthening the role of women in the political process; and training students and youth on forest management.

- **South Carolina - Southwestern Colombia**

This project will support the implementation of a civic education and citizen participation curriculum in the primary schools of Valle del Cauca. *Foro Por Colombia*, *Cedecur*, *Fundación FES* and Partners of the Americas will collaborate with the **Secretariat of Education** of the southwestern region to implement the new national education law and civic education and citizen participation curriculum in the states of Caldas, Cauca, Quindío, Putumayo and Riseralda. The project has two phases: the first is the design of a civic education model to be applied in two pilot schools; the second will focus on disseminating the model throughout the states in the region. A collection of training materials used in South Carolina will be available as resources.

- **Vermont - Honduras**

In 1993, the Vermont-Honduras Partners conducted two seminars to design a new civic education curriculum for Honduran schools. Participants included political party leaders, university educators, church representatives, ministry of education staff, labor union officials and private sector members. A working group was formed to select training materials to be used in train the trainer sessions. The objective of this project is to train community leaders in a variety of democratic issues including multi-party politics, the participation of women in the political process, and civic values. Upon completing the training, this group will then train an additional 100 community leaders from 31 civic organizations who will then train other organizations and community members.

In April 1995, the Vermont - Honduras Partners, in collaboration with the *Federación de Asociaciones Femeninas Hondureñas* (FAFH - Federation of Honduran Feminist Associations) held a three day participatory, training seminar titled "*Democracia y Desarrollo Humano Sostenible*" (Democracy and Sustainable Human Development). Twenty-seven civic educators were trained in the areas of: democracy and citizen participation, human rights, civic values including freedom of assembly and speech, human development (the political, social and economic development of individuals). At the conclusion of the seminar, recommendations were made: to organize citizens and advocate their needs to local governments; to promote human development for all citizens; to teach human rights including women's rights at every school. The partnership in collaboration with nine local organizations -- *FAFH, Instituto Central e Hibuera, Asociación Hondureña de Exbercarios, Caritas, Centro de Recursos Humanos del Ministerio de Salud, Mujeres Hacia el Futuro, Colegio Profesional de Enfermería, Escuela Hernan Acosta Mejia, and Asociación de Secretarias y Oficinas de Honduras* -- will conduct 12 seminars targeted at youth addressing these issues.

- **Wisconsin - Nicaragua**

The Wisconsin - Nicaragua partnership is comprised of 16 Partner cities, three of which are currently participating in the Citizen Participation Program. The Rivas, Chinandega and Matagalpa city partnerships have designed projects in collaboration with other organizations to promote civic education. *Conciencia* and the Rivas city partnership are ready to implement a voter education program for women. The Chinandega Partners are conducting workshops and seminars focusing on political and social development issues such as health and nutrition, economic opportunities, respect by society for society, and the role of the state in protecting citizen's rights. In Matagalpa, the partnership is working with the *Centro de Educación para la Democracia* (Center for Democracy Education), to organize after school activities which enable youth involved in the **Scouts and Civil Defense** to learn their responsibilities as citizens by volunteering in community projects.

## **TWO EXAMPLES OF PARTNERSHIP PROJECTS 1995-2000**

### **Oregon-Costa Rica Partners Citizen Participation Exchange**

In November 1998, twenty-six Costa Rican community leaders from 15 towns made a group visit to Oregon. There, they observed elections and visited various government facilities (water treatment plant, county jail, etc.) and citizen-run programs, such as credit unions, and the Service Corps of Retired Executives to observe how Oregonians cooperated with local government and undertake their own initiatives to contribute to community well-being. Partners' Oregon Chapter worked with the Family Community Leadership Program of the Oregon State University Extension Program to carry out the program. Sites were selected according to the responsibilities of the Costa Rican participants selected for the program. In addition to the site visits, three-days' training in management and leadership skills was provided by Oregon State University. The Costa Ricans were hosted by 43 families. Some 225 Oregon professionals, business owners, and volunteers were involved in the visit. Participants returned to Costa Rica with new ideas on how to promote citizen participation in the full range of activities in which they were involved.

### **Idaho – Ecuador Civic Education**

In June 1998, two educators from the Idaho Partners trained elementary and pre-school teachers in Guayaquil, Ecuador in "democratic literacy." This term refers to the understanding a person has about basic values that reinforce democratic life, such as trust, respect for individual differences and honesty. The approach shared with Ecuadorian teachers uses children's storybooks to illustrate the democratic values and instructs teachers on how to reinforce those values through play and discussion.

**Final Report on the  
Institution Building of  
Acción Ciudadana of Guatemala  
Under Amendments to the  
Democratic Initiatives Project  
October 1996 – August 1998**

**LAG-G-00-93-00032-00,  
(formerly LAG-0813-G00-3032-00)**

## **I. Introduction**

This is a report on the programmatic activities and institutional development of Acción Ciudadana (AC) with the support of Partners of the Americas under the AID-funded Democratic Initiatives Project in Latin America and the Caribbean from October 1996 through August 1998. The report describes the progress of Acción Ciudadana in relation to established objectives and includes lessons learned and recommendations. A separate financial report will be submitted by November 1, 1998.

In September 1996, USAID approved an amendment to its Democratic Initiatives Project, which provided Partners with a one-year subgrant to support the start-up and organizational development of Acción Ciudadana, which was in the process of being established as a new NGO in Guatemala. A second amendment provided a no-cost extension through January 31, 1997. A third amendment with additional funding extended the support for Acción Ciudadana through July 31, 1998. The end date was subsequently extended to August 31, 1998.

The support of Acción Ciudadana contributed toward the overall goal of the Partners' Democratic Initiatives Project, which is to strengthen the foundation of democracies in Latin American and the Caribbean by promoting democratic skills and values as well as by increasing citizen participation in the political process. The principal activity of the Democratic Initiatives Project is the development of the InterAmerican Democracy Network. Partners linked Acción Ciudadana to the Network, thus providing the organization with additional sources of assistance.

Acción Ciudadana was created in May 1996. By the time the USAID funding was approved in October of that year, the organization was in the process of being legally registered as a non-governmental organization (NGO) in Guatemala.

The mission of AC is to increase citizen participation and advocacy, and to facilitate transparency in decision-making regarding issues of public interest in Guatemala. This report will focus on two programmatic areas:

- Monitoring the Legislative Agenda
- Facilitating Public Debate

The report will also cover progress on the organizational development of AC including training and technical assistance to the organization provided by Partners of the Americas in the following areas:

- Fiscal management systems
- Long-term financial strategy
- Organization and program development strategy
- Development of a cadre of individuals and organizations for specific program interventions.

For each programmatic and organizational development area, the report lists the activities as originally proposed by Partners to USAID. This is followed by descriptions of the activities as implemented. Then there are sections on constraints, lessons learned, and recommendations.

## II. Monitoring the Legislative Agenda

Specific program activities proposed within this area included:

- ◆ **Establish a database to track each of the major political initiatives** discussed since January 1996 (when the current Congress began) to serve as a record of the legislative agenda.
- ◆ **Create a congressional directory published prior to each election** in order to track the voting records of, and information about, each of the current members of Congress such as education, professional background and affiliations. Include relevant information on new candidates running for office.

### Database and Website

AC created a database which tracks each legislative initiative in the Guatemalan Congress and includes information on who proposed it and which congressional committee was responsible. Information from the database was disseminated in AC's publications and through its website. The information was also used in AC's public forums, workshops and seminars.

AC created a website where interested parties can access the database at <http://www.quik.guate.com/acciongt>. Acción Ciudadana upgraded its website using new software. AC also converted its database on congressional legislation to one that is more user friendly, so people can more easily access this information via the website. Through the website, Internet users search for legislation by key areas of interest (women, violence, Peace Accords, etc.), read past issues of AC's primary publication, *Legislative Alert*, or read op-ed pieces by political analysts.

### Publication of *Legislative Alert*

A key tool of AC in monitoring the legislative agenda has been the publication of *Legislative Alert*. This publication provides information to concerned citizens about legislative developments in the Guatemalan Congress. It focuses on important legislative initiatives such as proposed reforms concerning elections and political parties as well as various proposals for constitutional reform presented to the National Congress. It covers each commission in Congress and reports on how legislative power is used. Consequently, the publication of *Legislative Alert* is key to Acción Ciudadana's function as the only independent "watch-dog" organization in Guatemala monitoring and reporting on the legislative agenda.

AC published eleven issues of *Legislative Alert* (3,000-5000 copies per issue) during the period covered by this report. In total, 33,000 copies were distributed to political parties, civil society organizations, legislators, their staff, mayors, universities, and student associations. There was an outpouring of support and praise for the publication expressed in telephone calls, letters and email to AC. In response to demand, AC increased the frequency of the publication in 1998, from bi-monthly to monthly.

As the initial issues were distributed, numerous other organizations and individuals that were not already receiving the publication requested to be put on the mailing list. A small sample of organizations that sent letters requesting to receive it regularly are listed below:

- ◆ The Office of the Private Secretary of the President of Guatemala
- ◆ The Conference of Evangelical Churches of Guatemala
- ◆ The Commission to Strengthen Justice
- ◆ The Center for Legal Action on Human Rights
- ◆ The Commission of Technical Legislative Support, Congress of the Republic
- ◆ President of the Commission of Culture and Sports, Congress of the Republic
- ◆ FORUM (association of university students)
- ◆ Multivision (TV Channel 27)
- ◆ Library of the Republic of Guatemala
- ◆ The Episcopal Church of Guatemala
- ◆ Project on Women and Judicial Reforms, National Office of Women
- ◆ Guillermo Toriello Foundation
- ◆ Office of the High Commission on Human Rights, United Nations

The publication of *Legislative Alert* has also stirred controversy, as one might expect given AC's "watch-dog" function. Not every legislator was comfortable being monitored. For example, there was resistance when information about legislators' absences was published in *Legislative Alert*. A leader in the Legislature questioned the usefulness of the publication. However, such resistance was taken as further evidence that the publication was effective and the USAID Mission in Guatemala has remained supportive of the continued publication of *Legislative Alert*.

A sampling of topics covered in *Legislative Alert* include:

- ◆ The active congressional committees and their composition;
- ◆ Congress's agenda for the coming year, including laws affecting women, children, copy rights, the new municipal code and reforms to the penal code;
- ◆ How laws are made;
- ◆ Reform of laws affecting police;
- ◆ Schedule for Peace Accords legislation;
- ◆ Legislation currently under consideration by congressional committees;
- ◆ Legislative reforms requiring greater citizen participation;
- ◆ Constitutional reforms affecting local development councils;
- ◆ Labor law reforms;
- ◆ Congressional "report card" for first six months of 1998;
- ◆ Comparison of current laws governing political parties to proposed laws.

### Other Publications

In addition to *Legislative Alert*, Acción Ciudadana published studies and guides to legislation by Congress in order to increase the public's understanding of key legislative initiatives. A guide to the new law to levy property taxes was developed which "translated" the legal text of the law into

language that could be understood by the common citizen. This law is significant in that it provides a source of locally generated revenue for municipalities, which contributes toward decentralization and greater local control of budgets.

Acción Ciudadana published a *Manual of Municipal Legislation* and distributed it to all 330 mayors in Guatemala. This compilation of more than 40 laws affecting municipalities covers topics such as the Peace Accords, urban development, fiscal requirements of municipalities, financial administration, health and environmental statutes, penal codes, and general civil laws.

A third publication was a study on how local development councils facilitate citizen participation. These councils, which consist of representatives of all the major citizen organizations in a given community, were recently revived as stipulated in the Peace Accords to provide a mechanism for citizen input to local government.

AC also released information and editorial opinions concerning citizen participation and the legislative agenda to the press. This resulted in newspaper articles that stimulated public interest and debate regarding these issues. Copies of several such newspaper articles are in attachment #1.

#### **Congressional Directory**

As the project was being initiated, it became clear that it was too early to develop a congressional directory. The purpose of the directory was to inform key constituencies about the backgrounds and platforms of incumbents in the legislature and new candidates seeking election. Such a tool would not be particularly useful until just before the elections in 1999. Consequently, pursuit of this activity was delayed for reconsideration later. With guidance from Partners and the concurrence of USAID/Guatemala, AC focused instead on monitoring the legislative process through its publications, database and website.

### **III. Increasing Public Dialogue and Input to Congress**

Specific program activities proposed within this area included:

- ◆ **Provide citizens with opportunities to get to know, discuss and debate themes of national interest early in the process, creating public opinion soon enough to influence Congress's final decision.**
- ◆ **Organize and facilitate public forums to discuss issues addressed by the Congress; share information, ask and answer questions, and provide opportunities for members of Congress to express and defend their points of view at these events; complement the public forums with the publication of two special studies based on critical national issues and reports on each public form held.**
- ◆ **Publish a quarterly magazine to provide information and various points of view on issues of concern to Congress and to the nation; provide this source of information not only to the**

public but to targeted audiences such as members of Congress, their staffs, special interest groups and selected national leaders.

### Public Forums, Workshops and Seminars

Acción Ciudadana organized 31 public forums, workshops and seminars to increase public dialogue and focus attention on issues of public interest: The public forums brought together key players on specific issues and were open to anyone interested. The workshops and seminars were designed to assist a particular group (or groups) focus on an issue and develop a position and response to it.

AC held its public forums, workshops and seminars in collaboration with organizations representing various sectors of the population such as rural communities, indigenous groups, women, and municipal officials. The events often featured congressmen (diputados) of the districts in which they were held, enabling citizens to meet their local representatives and hear their views first-hand. Many of the public forums also had an educational component in which the role of a representative and his responsibilities to constituents were discussed. A sampling of these events include:

Date	Place	Topic / Speakers	Participating Organizations	Number of participants
April 25, 1997	Cobán, Alta Verapaz	<b>Debate on Congress's economic agenda and the role of the legislator/ 4 legislators from PAN, DCG and FRG.</b>	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ Departmental Organization for Peace (ODEPAZ)</li> <li>◆ Association of Friends of Development &amp; Peace.</li> </ul>	200
May 1, 1998	Guatemala City	<b>The current legislative economic agenda/ 1 political analyst and 1 economic, a previous presidential candidate, the secretary general of a labor association, the director of the newspaper, El Periódico.</b>	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> </ul>	136
July 18, 1998	Quetzaltenango	<b>Legislative Reforms affecting Elections and Political Parties/ 3 district congressmen (diputados), ea. Representing different political party (PAN, FRG &amp; FDNG)</b>	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ Municipality of Quetzaltenango</li> <li>◆ Office of Solidarity and Justice of the Archdiocese</li> <li>◆ Assn. of Law Students</li> </ul>	480

Date	Place	Topic / Speakers	Participating Organizations	Number of participants
Sept. 16, 1997	Quetzaltenango	<b>Constitutional reforms being considered by Congress/</b> 3 district congressmen representing PAN, FRG and FDNG	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ Municipality of Quetzaltenango</li> <li>◆ Office of Solidarity and Justice of the Archdiocese</li> <li>◆ Assn. of Law Students</li> </ul>	400
Sept. 26, 1997	Guatemala City	<b>Autonomy and Municipal Decentralization: Experiences of other Central American countries/</b> Representatives of municipal associations from Panama, Honduras and Costa Rica	<ul style="list-style-type: none"> <li>◆ ANAM</li> <li>◆ FUNDEMUCA (a Spanish Organization that supports Municipalities in Central America)</li> </ul>	70 mayors and municipal employees from throughout Guatemala
Sept. 27, 1997	Huehuetenango	<b>Constitutional Reforms proposed by the Comisión Permanente de Reforma Constitucional de los Pueblos Indígenas/</b> Huehuetenango CSOs, Cooperative of Guatemalan Journalists, Permanent Commission of Indigenous People for Constitutional Reforms	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ Permanent Commission of Indigenous Peoples on Constitutional Reform</li> <li>◆ Coordination of Organizations of the Mayan Peoples of Guatemala (Copmagua)</li> </ul>	225

Date	Place	Topic / Speakers	Participating Organizations	Number of participants
Oct. 17, 1997	Xelajú, Quetzaltenango	<p><b>Constitutional reforms being considered by Congress (follow-up to a previous forum)</b></p> <p>3 district congressmen representing PAN, FRG and FDNG plus Pascual Perez, Pres. Of the Perm. Commission of Indigenous Peoples for Constitutional Reform and Rigoberto Queme Chay, Mayor of Xelajú.</p>	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ Municipality of Quetzaltenango</li> <li>◆ Pastoral Office of Solidarity &amp; Justice of the Archdiocese of los Altos</li> <li>◆ Association of Law Students</li> <li>◆ Permanent Commission of Indigenous Peoples for Constitutional Reform (COOPEDEGUA).</li> </ul>	469
Nov. 8, 1997	Flores, Petèn	<p><b>Constitutional reforms being considered by Congress, esp. a proposal submitted by indigenous people</b></p> <p>Pascual Pèrez, and 1 district congressman, an independent</p>	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ Permanent Commission of Indigenous Peoples for Constitutional Reform</li> <li>◆ Association of Guatemalan Journalists</li> <li>◆ Association of Petèn Journalists.</li> </ul>	76
Nov. 22, 1997	Mazatenango, Suchtepèquez	<p><b>Constitutional reforms and privatization of state assets, esp. the proposal submitted by indigenous people</b></p> <p>Pascual Pèrez and Francisco Cali, both from COOPEDEGUA, and 3 district congressman</p>	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ Permanent Commission of Indigenous Peoples for Constitutional Reform</li> <li>◆ Guatemalan Cooperative of Journalists</li> <li>◆ Union of IGSS Workers</li> <li>◆ Assn. of Mazatenango Students</li> <li>◆ Human Rights Auxiliary, Attorney General's Office.</li> </ul>	136

Date	Place	Topic / Speakers	Participating Organizations	Number of participants
Dec. 5, 1997	Retalhuleu	<b>The Role of Congress in the Development of the Port of Champerico and the Congressman's Work on behalf of Constituents/</b> 2 congressmen (1FRG from Suchitepèquez, 1 PAN from Retalhuleu, and a Representative of the Chamber of Commerce.	<ul style="list-style-type: none"> <li>◆ Champerico Residents Group</li> <li>◆ Assn. Of Retalhuleu Journalists</li> <li>◆ Guatemalan Journalists Cooperative</li> <li>◆ Chamber of Commerce of Retalhuleu.</li> </ul>	94
Feb. 5, 1998	Guatemala City	<b>Forum on the Legislative Agenda in the Second Semester of 1997/</b> 3 political and economic analysts, 4 legislators.	◆ Acción Ciudadana	98
June 26, 1998	Cobán, Alta Verapaz	<b>Debate on Laws of National Interest: Initiatives and Pending Legislation related to Ecology &amp; Environment/</b> 3 district congressmen, the President of ODEPAZ, Director of CUNOR and an environmentalist.	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ University Center of the North (CUNOR)</li> <li>◆ Association of Friends of Development and Peace (ADP)</li> </ul>	200
July 29, 1998	Guatemala City	<b>Legislative Agenda during the First Semester of 1998/</b> 5 Congressmen from different political parties and 4 political and economic analysts.	◆ Acción Ciudadana	38
Feb. 19-21, 1997	Antigua, Guatemala	Participative Municipal Budgeting: Possibilities and Obstacles/ Maria Eunice Araujo, coordinator of the theme at the event in Porto Alegre, Brazil	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ Coordinator 25<sup>th</sup> of November</li> <li>◆ Guatemalan Women's Group (GGM)</li> <li>◆ Pan American Health Office (OPS)</li> <li>◆ Office of the Defense of Women, Human Rights Office.</li> </ul>	95

<b>Date</b>	<b>Place</b>	<b>Topic / Speakers</b>	<b>Participating Organizations</b>	<b>Number of participants</b>
March 20, 1998	Sololá	<b>Role of Auxiliary Mayors in the Reforms of the Municipal Code</b>	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ FUNDAMAYA</li> <li>◆ Guatemalan Association of Mayors and Indigenous Authorities</li> </ul>	60 Auxiliary Mayors
June 21, 1998	Momostenango Tonicapán	<b>Workshop: Consultation with Auxiliary Mayors on the proposal of Reforms to the Municipal Code</b>	<ul style="list-style-type: none"> <li>◆ Acción Ciudadana</li> <li>◆ Maya Foundation</li> </ul>	45 members of AGAAI, Fundamaya and mayors.

AC also organized meetings and seminars to discuss current legislation and build consensus among civil society organizations regarding proposed reforms. AC worked with local civic committees to expand their role as defined in the election laws and convened representatives of women's groups and the government to press for enforcement of laws that protect women from domestic violence. To this end, Acción Ciudadana coordinated a conference in Guatemala City entitled Searching for Consensus on the Application of (proposed legislation) #97-96 for Preventing, Sanctioning and Eradicating Domestic Violence. Co-sponsors of the event included the Guatemalan Women's Group, the Pan American Health Organization and the Women's Office of the Human Rights Ombudsman's Office. The 95 participants included representatives of 13 women's groups, and 9 government offices. It should be noted that #97-96 had been initially proposed and promoted by AC and is now nearing the final stage of approval in Congress.

The National Commitment of Integrity (see attachment #2) was proposed and signed following various workshops on the theme of corruption in which Acción Ciudadana participated as facilitator. AC was asked to share its methodology on transparency in order to facilitate the dialogue and cooperation of civil society, political parties and the government. The meetings resulted in a commitment of the government which included the ratification of the OAS's Agreement on Corruption.

AC provided consulting to several local Guatemalan NGOs on how to lobby legislators on initiatives that affected their constituencies or their clients. AC provided assistance to many groups on how to prepare and present their recommendations to Congress for codes affecting the legal rights of children. In September, when the passage of the law was delayed until March 1998, Acción Ciudadana met with CIPRODENI, other youth organizations and congressional advisors to revise their strategy. AC also conducted a workshop on "Civic Committees and Electoral Reforms" in which they discussed reforms proposed for the electoral law which would give civic committees an ongoing role in the community, beyond that of nominating candidates prior to elections.

### Quarterly Magazine

Partners originally proposed to AID that AC publish a quarterly magazine to provide information and a range of opinions regarding national legislative issues. However, with the concurrence of AID, AC accomplished the same objective by issuing *Legislative Alert* (first bi-monthly then monthly) and other publications as described the previous section of this report. These publications were distributed to legislators, managers of civil society organizations and other opinion leaders. The publications facilitated the monitoring of the public agenda, and stimulated public dialogue and citizen participation.

## IV. Building the Organizational Capacity of Acción Ciudadana

Partners of the Americas was responsible for providing Acción Ciudadana with the training, guidance and systems necessary for developing its organizational capabilities. This included the areas of fiscal management, program and financial planning and board development.

Specific activities proposed for organizational capacity building included:

- ◆ **Establish fiscal management systems** to facilitate accurate tracking of funds and reporting;
- ◆ **Design an organizational and program development strategy** to define the long term goals and objectives of the organization and how the staff, board and advisory committee will contribute to their achievement;
- ◆ **Design a long-term financial strategy** to identify and approach a broad spectrum of potential funders;
- ◆ **Develop a cadre of individuals and organizations which will be available to Acción Ciudadana for specific programmatic interventions.** This will include providing short-term consultants for specific program needs and/or providing opportunities for Acción Ciudadana staff to visit programs which are implementing “model” projects.

### Fiscal Management Systems

Acción Ciudadana was legally established as an NGO under Guatemalan law. With guidance from Partners, AC instituted computerized accounting systems. An imprest fund of \$43,000 was established to assure that Acción Ciudadana had sufficient funds for conducting its programs. Disbursements from the fund were reimbursed on the basis of the quarterly expense reports submitted to Partners.

With oversight from Partners of the Americas, AC completed an administrative policy manual and put into practice administrative, accounting and financial procedures for managing operations funded by the U.S. Government. Partners also provided guidance in the hiring of AC’s accountant and the contracting of an outside auditor, Cervantes and Associates. AC complied with AID’s A133

audit requirements. The results of all audits have been positive, indicating that effective fiscal management systems are in place.

AC has a fully equipped office with Internet and email capability and a website. A logo for the organization was designed, approved and put into use.

### **Organizational and Program Development Strategy**

AC took significant steps towards the design of an organizational and program development strategy. It also made progress in implementing that strategy. In this section of the report, the following aspects of organizational and program development are addressed:

- ◆ organizational and program planning;
- ◆ board development;
- ◆ staffing;
- ◆ monitoring and evaluation; and
- ◆ communications and program oversight.

#### *Organizational and Program Planning*

A process of strategic planning was initiated which included discussions regarding the identification of distinct program areas, potential sources of financial or technical assistance (including European foundations and the European Economic Community), and building a constituency within Guatemala. AC prepared a framework for strategic planning (see attachment #3) and developed one-year plans (see attachment #4, Overview of 1997 Plan). In the second quarter of 1998, AC also developed a timeline for its various programs from August 1998 through December 1999.

#### *Board Development*

The Board of Directors is comprised of four founding members who are national leaders in various fields related to citizen participation and the strengthening of civil society in Guatemala. Board members were selected because of their accomplishments and strong reputations in Guatemala in these fields.

Although the Board of AC has always had four members, the statutes of the organization permit up to twelve members. There is an opportunity for AC to expand its Board membership by bringing in "new blood". If new members are carefully recruited and selected, the resulting Board will have a wider range of skills, knowledge and experience upon which to draw.

Board development was addressed at meetings during various visits by Partners staff to AC's office in Guatemala. Also, an orientation on board development was provided in Washington D.C. to AC's Executive Director and Deputy Director by Partners' Vice President for Leadership and Training and Partners' Liaison to its own Board. At the orientation, Partners and AC staff discussed the role of AC's board, responsibilities of its members, term limits, and board/staff relations. They

also discussed and agreed upon a design for reorganization and expansion of AC's board in order to make it more open and responsive to the needs of the organization.

AC's senior staff understands that board selection and development is essential for the long-term sustainability of the organization. They know that the role of the board must be clear to current members, prospective new members and the staff. This role will naturally evolve as the organization grows. In the current phase of AC's development, board members will need to take a greater role in such areas as strategic planning and fundraising than they have in the past. They will also need to open their ranks to new members, as the board becomes a more dynamic force in the organization's future.

### *Staffing*

AC was initially headed by its two founders: Executive Director Manfredo Marroquín and Deputy Director Jorge Escoto. However, Jorge Escoto left Acción Ciudadana in March 1997 upon accepting a position with Guatemala's Ministry of Planning.

A new deputy director, Violeta Mazariegos, was hired in April 1998. Ms. Mazariegos became responsible for developing program plans, preparing reports, providing financial and administrative supervision, leading discussions and publishing articles about government accountability. The organization is now fully staffed, enabling the executive director, Manfredo Marroquin, to concentrate more on issues affecting the long-term sustainability of the organization.

The current staff is composed of seven professionals and an administrative support team. The staff includes the executive director, deputy director, an accountant, two political analysts, a computer programmer/publications specialist, a secretary, and a messenger/concierge.

### *Monitoring and Evaluation*

With guidance from Partners, AC has begun the process of establishing measurable indicators for achieving results under USAID's results framework. Partners provided AC with training on the development of indicators and a system for tracking results. Partners also arranged a meeting for Manfredo Marroquín, Executive Director of Acción Ciudadana, with Management Systems International (MSI) at which they reviewed the process for developing an evaluation framework.

AC identified both process and impact indicators for its programs (see attachment #5). AC also developed a monitoring and reporting format. The monitoring and evaluation process is largely in place but will require adjustments to comply with the new reporting requirements being established by Creative Associates International.

### *Communications and Project Oversight*

AC and Partners maintained frequent communication with USAID/Guatemala's Democratic Initiatives Office to share information, review accomplishments and discuss challenges. Partners

also maintained close communication with AID Washington regarding the progress of *Acción Ciudadana*.

The Director of Partners' Citizen Participation Program, Martha Cecilia Villada, visited *Acción Ciudadana* periodically to provide guidance to AC on programmatic and administrative aspects of the project and to coordinate with USAID/Guatemala. Kate Raftery, Partners' Vice President for Leadership and Training, and Marsha McKay, Associate Director of the Citizen Participation Program, also provided consultation to AC and coordinated efforts with USAID/Guatemala.

Partners of the Americas' Chief Financial Officer, Pablo Paz y Miño, visited *Acción Ciudadana* various times to provide guidance and monitor progress regarding financial and administrative systems. He also met with USAID/Guatemala and filed separate reports on his findings to the Mission.

### **Financial Development Strategy**

AC's one-year strategic plan and action plan (discussed previously in this report) included a financial development strategy. Also, along with the timeline for its programs and institutional strengthening from August 1998 through December 1999, AC prepared a budget for the next two years (August 1998 - July 2000).

*Acción Ciudadana* has actively fundraised with positive results. In addition to funding from USAID, AC has received funding from other sources to implement specific projects or events (see table of funding sources and related projects in attachment #6). These other sources were the Canadian Center of International Study and Cooperation, the Danish Association for International Cooperation, and the United Nations. Funding from those sources totaled \$153,052, which is 36% of the total of \$431,087 AC received from all sources.

During trips by AC's Executive Director to Washington D.C., Partners helped arrange meetings for him with organizations that remain potential sources of funding and other support for AC's programs. These included the National Endowment for Democracy, the Organization of American States, IFES, and the Esquel Group Foundation.

### **Individuals and Organizations Available to *Acción Ciudadana* for Specific Programmatic Interventions**

From the outset, AC made contacts and worked on specific program interventions with individuals and organizations interested in legislative initiatives and processes. In some cases, AC contracted short-term consultants for specific projects. In other cases, it collaborated with other organizations on joint efforts to meet mutual objectives.

Soon after the establishment of AC, the organization contacted and began collaborating with the National Association of Municipalities of the Republic of Guatemala (ANAM), one of the principal organizations which represent and serve the needs of the 330 mayors in Guatemala. AC also initiated joint activities with major development organizations (in addition to its major funder,

USAID) such as the World Bank, the United Nations Development Program (PNUD), the Canadian Center for International Study and Cooperation (CECI). AC has worked closely with the leadership of the major political parties as well as with individual members of Congress and representatives of the National Permanent Commission of Indigenous Peoples on Constitutional Reform. AC has collaborated with a wide variety of non-governmental organizations such as the Association of Friends of Development and Peace, the Office of Solidarity and Justice of the Archdiocese, the Association of Law Students, the Association of Guatemalan Journalists, the Guatemalan Women's Group and the Maya Foundation, among others.

Partners assisted AC with useful international contacts through its InterAmerican Democracy Network. For example, in December 1996, Partners facilitated AC's participation in a workshop on government responsiveness and accountability held by Poder Ciudadano in Argentina. In that workshop, AC learned a method to facilitate a participatory process for developing a municipal budget. Following up on this, Accion Ciudadana organized a workshop for Guatemalan Mayors and shared the participatory budgeting concepts learned at the Argentina event. Partners also helped AC establish a formal agreement between AC and Poder Ciudadano to collaborate on projects

There are other examples of how participation in the InterAmerican Democracy Network benefited AC. AC received copies of materials and calendars of events conducted by Network member organizations. This provided useful ideas to AC as the organization planned its own events and publications. Through its participation in the Network, AC also learned and applied the Kettering Foundation's Methodology on Deliberation.

AC's growing leadership and expertise in its field is increasingly sought by other organizations in Guatemala. AC's prospects for increased opportunities for consulting to other Guatemalan organizations is excellent.

## V. Constraints

- ◆ **Individual voting records of congressmen are not accessible in Guatemala.** Only partial information on voting records are available when voting in block by political party is carried out.
- ◆ **The registration of AC as a legally established NGO in Guatemala took longer than anticipated.** Also, finding office space to rent with adequate telephone service was challenging in Guatemala City. It took several weeks longer than expected to establish the office and telephone service.
- ◆ **There were few candidates with previous experience for AC's staff positions.** This was because no other organization had monitored Guatemalan legislation and facilitated public debate in the way AC set out to do. There was no "training ground" at other organizations. Consequently, it took Acción Ciudadana's Executive Director longer than anticipated to find appropriate candidates and to train them once hired.

- ◆ **The resignation of Jorge Escoto as Deputy Director midway through the first year presented a challenge to the organization in terms of its organizational development.** During the year that the position remained unfilled, Acción Ciudadana ably carried out planned activities, making adjustments when necessary. Nonetheless, the unfilled vacancy put a strain on the operations of AC.
- ◆ **Executive Director Manfredo Marroquín was absent for approximately two weeks in late October and early November 1997 as a result of being kidnapped while serving as an OAS elections monitor in Colombia.** The Acción Ciudadana staff and board skillfully handled press and other inquiries, and received a tremendous outpouring of support. Fortunately, only minor adjustments had to be made to planned activities for that period. The sixth edition of *Alerta Legislativa*, which had been planned for publication in the last quarter of 1997, was postponed until January 1998. A forum in Cobán was delayed until February. Several meetings were cancelled or postponed. However, the majority of the activities scheduled for the last quarter of 1997 were carried out as planned, much to the credit of the Acción Ciudadana staff.
- ◆ **Members of AC's board and advisory committee were chosen for their prominence in fields related to citizen participation and national legislation, rather than their skills and commitment to work for AC in specific areas such as fundraising or strategic planning.** Their names on the list of board members gave prestige to the organization but members were not asked to take responsibility for the long-term sustainability of the organization, or to commit a specific amount of time to it.

## VI. Lessons Learned

- ◆ **When AC was created, there was great pressure on the staff to quickly establish a track record of accomplishments and this tended to detract attention from the strategic planning process.** This was particularly true since historic legislative steps were being taken in Guatemala at the time and the organization needed to demonstrate its capability for quick response to opportunities. Because of this pressure, AC staff focused its attention initially on implementing programs rather than strategic planning. The organization did develop a one-year action plan and proceeded to implement it. It also designed a framework for strategic planning. A longer-range strategic plan, however, was probably premature during the organization's initial months of existence. AC did not comprehend all the possibilities and opportunities facing it. It needed to "get its feet wet" and gain initial experience in order to establish realistic expectations for itself. Today, AC is better prepared and equipped to focus on strategic planning while simultaneously carrying out its demanding program implementation schedule. The AC leadership is aware of the importance of strategic planning and is giving high priority to the process.
- ◆ **While providing the legislative database service, AC learned and applied methods to make the database more useful and accessible.** AC had to reconfigure the database several times in order to bring it to its current design. AC had no point of reference, nor could the organization gain from experience of other organizations, since no other organization in Guatemala had developed such a database.

- ◆ **The creation of a congressional directory was neither necessary nor advisable at the initial stages of the project.** Such a document would be useful prior to an election, but no election was to be held during the 23 months of the project. AC determined early on, with the concurrence of USAID/Guatemala and Partners of the Americas, to create the database, which would serve many of the same purposes as the directory and would be easier to update more frequently. AC is continuously expanding the database with updated information which reaches various constituencies and is used in a variety of ways. The information is accessed on line through the website, in AC's publications, and at events sponsored by AC.
- ◆ **Many of Acción Ciudadana's workshops, seminars and public forums contributed toward reaching multiple objectives and had unforeseen benefits.** For example, AC held a public forum to review the performance of the Guatemalan Congress in 1997. Speakers included congressional representatives from each of the major political parties. Ninety-eight people from over 16 institutions attended the event, including the Office of the President, the Human Rights Office of the Archbishop, MINUGUA, the University of San Carlos, USAID and the OAS, among others. The forum was carried on national television and radio. This forum contributed directly toward monitoring the legislative agenda but also, via participation of local leaders and especially through media coverage, facilitated public debate and enabled citizens to learn about the actions taken by Congress and each of the parties. The event also provided feedback to the public on the performance of Congress, enhancing citizens' ability to ensure government accountability.
- ◆ **In some cases, the public forums revealed that the enforcement of legislation, not the lack of legislation, was the issue.** For example, in June, Acción Ciudadana hosted a public forum on the environment in the city of Cobán (Alta Verapaz) which was attended by 200 people and broadcast via cable television. Recent forest fires damaging thousands of acres of forest had raised awareness of the fragility of the environment and the need to take a more active role in protecting it. Representatives of environmental organizations indicated that current legislation was adequate. However, enforcement of existing laws was greatly needed.
- ◆ **The participation of AC in the InterAmerican Democracy Network brought specific benefits to Guatemala that made that participation worthwhile.** A number of these benefits were described earlier in this report. Since AC was such a young organization and a pioneer in its field in Guatemala, this kind of input from organizations with more experience in other countries was particularly valuable.
- ◆ **Hiring staff with strong organizational and administrative skills has been critical in reaching AC's organizational development objectives.** When recruiting staff, AC has given high priority to candidates with strong organizational and administrative skills as well as program experience. The organization recognized the loss it suffered with the departure of its original deputy director and felt the negative impact during the period when that position was vacant. Now, with its new deputy director in place, the organization is benefiting from her talents at institutional development and administration, which effectively complement those of the executive director.

## VII. Recommendations

- ◆ **Continue to plan and implement a coordinated strategy** in which various types of activities reinforce each other to maximize impact. For example, Legislative Alerts serve as a tool to publicize upcoming public forums and prepare participants with information on the issues to be addressed at the forum. After the event, the Alerts inform citizens and legislators on the recommendations and proposals that result.
- ◆ **Continue to expand AC's contacts with related organizations in Guatemala.** The benefits have proven to be substantial – and are a “two way street”. AC is learning from other organizations and, as AC continues to gain experience, AC is providing expertise, information and support to other organizations.
- ◆ **Review the need and demand for a congressional directory** for use as a voter education tool for elections coming up next year.
- ◆ **Ensure that fundraising initiatives are compatible with the organization's mission and its strategic plans.** AC has gained an excellent reputation for its work and more funding sources are looking to AC to help them meet their objectives. As demand for AC's services grows, AC has both the opportunity and the obligation to be selective about the commitments it makes to donors. AC must be sure that the proposed activities help meet its own objectives as well as those of its donors.
- ◆ **Continue to reduce Acción Ciudadana's dependency on USAID funding and increase its support from other donors.** By continuing to market its services to potential donors, AC has an opportunity to increase its prospects for long-term sustainability while reducing its dependency on USAID funding. This will be increasingly necessary since USAID has already indicated that it will reduce its future funding to AC.
- ◆ **Include indirect costs as well as direct costs in its proposed budgets to new funders** in order to share the burden of the overhead that the USAID funding previously covered in its entirety.
- ◆ **Expand and revitalize AC's Board of Directors by increasing the number of members and ensuring that all members, old and new, have the skills and make the commitment to work with the staff on such areas as strategic planning and fundraising.** The staff must not only encourage the board to be active but also provide opportunities for training and guidance in these areas. It is recommended that the board be expanded from its current four members to its maximum, or near its maximum, of twelve members, while involving them in strategic planning and fundraising efforts.
- ◆ **Build upon AC's existing international contacts and establish new ones.** AC already has a valuable set of international contacts. Some examples of the benefits AC has reaped were described in this report. Many of these contacts were developed through the organization's participation in the InterAmerican Democracy Network. If AC continues to establish and

nurture such contacts, the organization will continue to receive benefits such as increased collaboration, funding and other forms of support.

### **VIII. Conclusion and the Future of Acción Ciudadana**

Acción Ciudadana continues to play a vital role in Guatemala not filled by any other organization -- that of providing the public with well-researched information about legislation passing through Congress and creating opportunities for citizens to let legislators know their priorities through public debate and advocacy. These activities are crucial for assuring that laws created for implementing the Peace Accords reflect the needs and desires of all segments of Guatemalan society and not just those of a few.

By tracking the progress of laws that are moving through Congress, and analyzing the impact of those laws, Acción Ciudadana has provided the public with information it needs to participate actively in debates and through other means. Through its publications and its website, AC has contributed to the objective of monitoring the public agenda and thereby providing Guatemala's civil society with greater access to information and analysis about the legislature. This is resulting in a legislature, which has greater accountability to civil society.

In conducting its forums, seminars and consultations with strategic sectors of civil society and government, Acción Ciudadana is creating new opportunities for civil society, and especially indigenous people, to comment on and contribute to the development of government policies as envisioned in the Peace Accords. These efforts complement Acción Ciudadana's meetings with leaders of political parties and financial institutions, resulting in greater public understanding of the reforms proposed by the Commission of Indigenous Peoples.

Acción Ciudadana's efforts during the 23 months covered by this report indicate that it is possible to provide effective opportunities for citizens and public leaders to enter into meaningful dialogue which takes into account the needs of the citizens, while at the same time, providing feedback on the performance of its public officials.

The future of Acción Ciudadana is bright. During its first two years, the organization established itself in its field, gained wide recognition for its work, and laid the groundwork, both programmatically and organizationally, for even greater accomplishments. USAID has a success story to show for its investment in the new organization. Ongoing support and guidance from USAID will ensure that AC continues play a unique and vital role in strengthening Guatemala's democracy.

SUMMARY OF CUBA-LAC EXCHANGES PROGRAM;  
A PROJECT TO DEVELOP LINKAGES BETWEEN CUBAN NGOS/COMMUNITY  
ORGANIZATIONS AND  
COUNTERPARTS IN THE AMERICAS  
October 1997 – July 1999

**January – March 1998**

Carmen Macías, Deputy Director of Center for Information and Education to Prevent Drug Abuse (CEDRO), from Lima, Peru, flew to Havana and was able to identify four Cubans from three organizations who would benefit by attending a Drug Conference in Lima at the end of May and would receive additional training in Peru following the conference.

**April - June 1998**

Aracelys Gómez of YMCA and Lourdes Díaz Morejón of CARITAS, Cienfuegos, Cuba, received ten days of training in Peru, with CEDRO.

Architect Annette Tejada of the Dominican Republic's Pontifical Catholic University attended a conference in Cuba on Urban Regeneration: Land Management and Participation. The conference was offered by Cuba's Group for the Integral Development of the Capital (GDIC).

**October – December 1998**

Four members of the Cuban Botanical Society attended the seventh Latin American Botanical Congress in Mexico City.

Five members of Grupo Jaragua, a zoological society in the Dominican Republic, visited Cuba: three participated in a symposium, gave lectures, and met with Cuban counterparts, and two received partial funding to attend another conference in Havana.

As a result of the previous visit, Grupo Jaragua hosted three members of the Cuban Zoological Society in Santo Domingo, Dominican Republic. The Cubans signed an agreement for future collaboration with Grupo Jaragua.

Two members of the Center for Urban Studies of the Pontifical Catholic University of the Dominican Republic attended conferences in Cuba on urban development.

A representative of Esquel Group Foundation of Brazil visited Cuba to explore a future exchange in which Brazilians and Cubans will exchange experiences in dealing with agricultural production on dry lands.

**April - June 1999 – Last Report**

Three scientists from Mexico visited Cuba. They exchanged information and conducted a limited amount of joint research.

Partial funding was also providing to a Cuban to visit Costa Rica to become familiar with self-help housing activities.

# Quarterly Report of the Association *Abuelas de la Plaza de Mayo*

Summary based on quarterly report submitted April 10, 2000

Report 2 for Partners of the Americas

From: Rosa T. De Roisinblit, Vice President and Estela B. de Carlotto, Presidente

Dates included: January 1 – March 31, 2000

The majority of the work of the *Abuelas de la Plaza de Mayo* is long-term, developing over months and years. Because of this, quarterly reports capture just a slice of the work and accomplishments of the organization. In addition, it is difficult to define concrete quarterly goals. The family searches and genetic analyses may have negative results or lead to deadends, while the process is still valuable to the participants and may show results in the future. With that said, the hard work of the *Abuelas* teams, particularly the genetic research team, led to several significant accomplishments this quarter.

- **Gelman – Iruretagoyena Case:** Thanks to the intervention of President Jorge Batlle of Uruguay, the probable identity of the granddaughter of our Treasurer, Berta Shubaroff and Juan Gelman was established. Final genetic verification via the National Genetic Database is pending.
- **Italian Trials:** The case began with a series of audiences to lay out the truth of all that took place during the Argentine dictatorship and to hold those responsible to task. *Abuelas* President, Estela B. De Carlotto, presented one of the testimonials.
- **Ruiz Case:** A young woman from the city of Rosario spontaneously showed up at *Abuelas* hoping to verify her identity. She had learned that she was kidnapped at the age of two years old and then abandoned in Rosario, where a family took her in and raised her. Her brother Marcelo Ruiz was also kidnapped. He was four years old. He was abandoned in the city of Cordoba and discovered his identity 10 years ago. Brother and sister were reunited in our offices on the seventh of January in an emotional reunion. They now live in Mr. Ruiz' home in Cordoba. The case was made public in detail only after confirmation by genetic studies by a specialized laboratory of the University of Seattle.
- **Poblete Case:** A baby was kidnapped with his parents when he was a few months old. He was taken by a retired Army Colonel, from the infamous "Grupos de Tareas". As of February, thanks to the prolonged work of the *Abuelas* teams, the young man is now in contact with his biological family and those who took him were jailed.
- **Book Editions:** *Youth and Identity, Volume II* includes the main findings of the 1998 Third International Congress of the *Abuelas de la Plaza de Mayo*. The Congress was held to celebrate the twentieth anniversary of *Abuelas*. The book will be available in April at the International Book Fair in Buenos Aires.

- **“Botin de Guerra” Film:** The film “War Booty” was presented in the Independent Film Festival in Buenos Aires. It later won the grand prize in the Berlin Film Festival. On April 20 it will be shown in commercial theaters in Buenos Aires.
- **Pamphlet Series:** The second pamphlet in the “Identity” series, “Exercise your Identity Rights” was edited. 5,000 were printed for targeted distribution with the goal of national impact.
- **Monthly Mural:** The first in a series of experimental murals of the *Abuelas de la Plaza de Mayo* was presented to the public. The hope is that the murals will provide youths who doubt their identity with insights and a thoughtful reminder of the possible actions they may take. The murals will also provide visibility for the institution.
- **Research:** Members attended more than 180 hearings and informational meetings this quarter, constituting a great deal of the day-to-day work of the *Abuelas*: the incremental collection and analysis of available information. More than 20 years after the majority of these events took place, new opportunities for justice continue.