

PD-ACA-541

**SECOND QUARTERLY REPORT**

**[REDACTED]**

**PROGRAM OF ASSISTANCE FOR A  
REPRESENTATIVE CONGRESS (PARC)**

**AEP-I-805-00-00003-00 IQC 805**

**INTERNATIONAL DEVELOPMENT  
GROUP, STATE UNIVERSITY OF  
NEW YORK  
(SUNY/IDG)**

**April 30, 2002**

This second Quarterly Report covering the period from January through March 2002, is being submitted in compliance with Task Order 805, section 1.6.2. for the legislative strengthening program awarded on September 28<sup>th</sup> 2001 to the International Development Group of the Research Foundation of SUNY (RF/SUNY/IDG).

The Report consists of three parts:

1. An Overview, summarizing the accomplishments of the first six months of the PARC Program.
2. A progress report, emphasizing the main activities undertaken towards obtaining the intermediate and final objectives of the Program.
3. A financial report, presenting accrued expenses from the inception of the Program through March 31 2002.

#### **I. OVERVIEW: SUMMARY OF ACCOMPLISHMENTS, FIRST SEMESTER**

The specific objective of the PARC Program is to strengthen the representative function of the Congress through helping all members of congress and especially the uninominal deputies to become more responsive to their constituents' needs and demands.

The Program has two sets of direct beneficiaries: 1) the members and technical staff of congress, and 2) the citizens of Bolivia and the constituents of the elected representatives.

The Program is being implemented in two stages, the pre-electoral and post-electoral.

In the pre-electoral stage the objective in the congress is to introduce, test, improve and consolidate mechanisms and models used by the congress to facilitate and promote citizen participation in policy making. The first stage objective for civil society is to educate the citizenry on the role of the uninominal deputy and the mechanisms available to make their interests and demands known to the members of congress.

The objective for the congress in the post-electoral stage is to assist the congress in putting into practice the instruments previously developed to promote transparency and responsiveness to constituent demands. In this stage, civil society will also receive assistance to effectively use these instruments.

This overview section of the Report will consider the progress made in the Program components after having completed approximately three quarters of the first stage of the Program.

1. The first component of the Program, "Congress is more responsive to citizen demands and interests" is intended specifically to assist the Uninominal Deputies (UDs) to use the "EDC" model being developed and employed in the USAID DDPC Program. Through a number of activities SUNY is still in the process of gathering recommendations from the UD's and other participants for changes to the model. The major recommended changes refer to measures to simplify the model and most importantly, to involve not just the UD in the pertinent municipal issues, but also the entire Departmental Brigade through the contributions and

leading role of the UD in the Brigade. To this end, SUNY has obtained the incorporation of the EDC model into the draft Regulations of the Departmental Brigade.

2. The second component of the PARC, "Congress offers citizens more opportunities to participate in the legislative process" refers specifically to improving and consolidating the use of public hearings and departmental brigade meetings by the congress. In this regard, SUNY has organized two public hearings on constitutional reform that also included the participation of brigade members to test the viability of the draft public hearing and brigade regulations. From those events it was concluded that the regulations function well, provide an adequate framework for both staffers and members to conduct meetings, and therefore are in need of no adjustments or changes. It was concluded nevertheless, that there are particular issues referring to the complicated process of organizing and conducting hearings that require further guidelines. This matter is being worked on by the members and staffers of the committees that organized the hearings and the consultant from ILDIS who has been studying all the hearings of the congress, in coordination with SUNY. SUNY has received the commitment of both the President and Vice President of the Senate to approve the Public Hearing Regulations before the conclusion of the present congress (the Regs have already been approved by the Lower House.) As for the Brigade Regulations, they have been informally approved in meetings with SUNY by all the Brigade presidents, and have been placed on the legislative agenda of both houses of congress with recommendations by the Brigade presidents for approval through resolutions of the respective houses of congress.
3. The third component, "Citizens become more aware of their rights to participate in the legislative process and of the role of representatives" is intended to raise the consciousness of citizens of their political and civic rights through a variety of educational and informational campaigns. In general, because the electoral campaigns of the parties were expected to begin in early 2002, SUNY had decided from the outset of the program to postpone its dissemination and educational efforts until July, after the elections, to avoid the danger of confusing SUNY's message with the campaign of any party or candidate.
4. The fourth component, "Congressional technical offices and members trained in relational mechanisms". Activities in this area still remain in the preparation stage. SUNY is well advanced in the planning and design stages for training for Congressional Commission technical staff, Departmental Brigade technical secretaries, and the training for all the uninominal candidates for the Department of La Paz. This training can begin before the elections are held, since permanent staff has been hired under the PRONAGOB program. Also well advanced is the preparation and design of the "high impact" course for new members of congress. SUNY is an active member of the design group of donors serving as its general secretary and contributing with both funds and consultant recommendations.
5. The fifth component, "Women participate more effectively in the congress" has been an area of intense activity in the PARC program with several accomplishments. An extensive study commissioned by SUNY has provided a quantitative and qualitative base line and recommendations for a training program

for women legislators. An important event was the presentation to leaders of the major political parties, of the role of women in politics in general and in the congress in particular. This event had an impact on the leaders of political parties in promoting a more active role for women in politics in general and in the congress in particular, and will be a help and give a greater opportunity for women to have more influence in their party caucuses in congress; there was also an impact on the public, as the event received ample national coverage in the press (La Razon, March 27); finally, the impact was felt among the women participants as well, as this was their first public presentation to the assembled party leaders and created enthusiasm among women candidates, NGOs and other groups to find more effective ways to increase the participation of women in public policy.

6. Donor coordination. SUNY has played an active and central role in the group of donors interested in supporting the congress. Both through the formal meetings and informal regular contact, SUNY coordinates fully with other donors to assure that duplication of effort and interference in programs is avoided. (See Activity Section of the Report for further details).

The general conclusion of this overview is that the PARC program is on target, has achieved several important accomplishments, is already having an impact on key actors, and is creating a basis for effective work in the coming new congress. Especially important in this regard is the excellent relations SUNY has cultivated with important congressional leaders of all the parties represented in the legislature, some of whom will undoubtedly return in the new congress, and some of those who will not return will still remain influential political leaders.

## **II. ACTIVITIES, SECOND QUARTER**

### **1. EDC Model:**

#### Activities Planned:

- a) two workshops with DDPC and UDs to evaluate the EDC model,
- b) participation of SUNY in EDC meetings to develop follow up model,
- c) assistance from SUNY to UDs for their follow up of social agenda,
- d) dissemination of EDC model through pamphlets, posters and interactive radio.
- e) Continue Culver/Ferruffino study on Uninominal Deputies.

#### Activities Implemented:

- a) 2 workshops carried out with UDs and DDPC on EDC model, January 30 and March 19. Conclusions: Some UDs expressed the need to find an effective mechanism to assure follow up of commitments by the civil society participants in the encounters; and it was agreed that for the local issues to be seriously considered in the congress, the Departmental Brigade and not just the uninominal deputy had to become involved at the national level. An important SUNY accomplishment in this regard was to obtain the inclusion of the EDC model into the draft regulations for Departmental Brigades now awaiting approval by the congress.
- b) Bill Culver visited Bolivia to discuss the design of his research to follow up the study done on uninominal deputies from '97 to 2000.
- c) SUNY provided assistance to 2 UDs to follow up their commitments taken in the EDCs. Dep. Arraoz from District 32 requested assistance to produce a final report to his constituents concerning his performance during his 5 year mandate in the congress. The assistance is designed not only to help the deputy, but to develop a framework which can be used as a simplified standard format to be used by future UDs. Likewise, Dep. Rodriguez from District 2, Department of Chuquisaca, requested support for an irrigation study to which he committed in the municipal EDC.

Both of these studies are intended to contribute to a better understanding of the EDC model and to assistance requirements the UDs will need from congress, civil society and donors to meet the commitments undertaken in the EDCs.

**Problems and Delays:**

Congress suspended support for the implementation of the remaining EDCs in order to devote the full attention of the membership to the issue of the Constitutional Reform, still being debated by the assembly. As a result SUNY participation in further EDC encounters was terminated and analysis of the model continues through meetings with the UDs and DDPC. Since discussions of the model have been prolonged, no decision is expected to be made as to any final modifications to the model until May. The dissemination activities of the revised model was also postponed until a later date. Finally, the EDC model has been introduced into the draft regulations for Departmental Brigades but motion on the approval of the regulations has also been delayed by the congress due to the exclusive attention being given to the reform of the Constitution.

**Corrective Actions:** The EDC introduced into the draft Brigade Regulations includes only general objectives and principal actors. A more detail guide to conducting the EDCs

will be subsequently presented to the Brigades, with any necessary modifications included.

## **2. Public Hearings and Brigade Meetings**

### **Activities Planned:**

- a) hold two public hearings to test public hearing and brigade regulations.
- b) adjust regulations.
- c) promote the approval of the brigade and hearing regulations.

### **Activities Implemented:**

- a) A second public hearing conducted jointly by the Santa Cruz departmental brigade and congressional commission on Constitution and Justice was held in the month of February on the topic of constitutional reforms dealing with gender issues. A total of 130 persons attended the public hearing. This second hearing, conducted efficiently by the joint congressional sponsors, was sufficient to show that the regulations for running the hearings were indeed adequate and in no need of adjustment. It was however concluded that technical assistance was necessary and would be provided to the commission secretaries to develop a system of recording conclusions and recommendations that would assure a follow up of all action commitments. SUNY is coordinating with commission and brigade secretaries as well as with the ILDIS consultant who has been developing a study and analysis of all the hearings held by the congress during the last five years.
- b) SUNY held several meetings with the President and Vice President of the Senate for the approval of Public Hearing Regulations (already approved by the lower House); and with the Presidents of all the Departmental Brigades for the approval of the Brigade regulations. Both regulations are on the legislative agenda awaiting approval by congressional resolutions once the debate on constitutional reform has been completed.

### **Problems and Delays:**

Approval of the regulations have been delayed by the exclusive attention being devoted by the congress to the conflictual debate on constitutional reforms. Also, the activities planned for the adjustment of the regulations (contracting of consultants to draft new regulations, coordination with other donors) were not necessary since the regulations as drafted proved adequate in practice for conducting efficient and very participatory public hearings.

**Corrective Actions:** SUNY will continue to meet with congressional leaders to recommend the approval of the regulations as soon as the debate on constitutional reform is terminated and normal legislative agendas are resumed in both houses.

### **3. Citizens aware of civic and political rights**

#### **Activities Planned:**

The only activity planned during this period was the contracting of a consultant to prepare written materials on citizens' rights to participate in the formation of public policy to be used in a dissemination campaign after the general elections.

#### **Activities Implemented:**

Terms of reference have been developed and the process has begun to select the consultant for the elaboration of written materials, including supplements in all the national newspapers.

Furthermore, preparations for the SUNY education campaign are well underway for:

- a) dissemination through radio broadcasts in a variety of formats (education at a distance programs, interviews, interactive radio, spots, etc.) through a contract with the Instituto Radiofonica Fe y Alegria (IRFA)
- b) formal education, through the introduction of a revised civic education course for normal school students, through a contract with the Universidad de Aquino to develop a curriculum for social science professors and students in the normal school.
- c) a public educational campaign through radio and written materials on the role of the uninominal deputy in coordination with the Electoral Court.

**Problems and Delays:** None.

### **4. Congressional members and staff trained in constituent relation mechanisms**

#### **Activities Planned:**

- a) collaborate with other donors on the design of the high impact training seminar for newly elected members of congress
- b) begin a series of training workshops for commission and brigade secretaries in collaboration with PRONAGOB
- c) contract a consultant for training workshops
- d) contract a consultant to complete the PRONAGOB design for a computer network linking regional brigades to congressional offices

#### **Activities Implemented:**

- a) SUNY has participated in regular donor meetings on the design of the high impact course for new members. SUNY

- will assume a major portion of the cost of the course, and will provide national and international trainers.
- b) SUNY has signed an agreement with AMDEPAZ for the training of uninominal deputy candidates for the Department of La Paz, and for the holding of debates between candidates in all the UD districts of the department to consider a common legislative agenda for all candidates of a particular district.
  - c) For secretaries of commissions, SUNY is collaborating with the GTZ to produce administrative and logistical guidelines for conducting public hearings.
  - d) For secretaries of Departmental Brigades, SUNY is designing training sessions with the congressional authorities in charge of the Brigades (second VP in lower house) in the areas of follow up to EDC meetings, budget analysis, and the design and implementation of regional legislative agendas.

**Problems and Delays:** The only delay has been in the contracting of consultants to train secretaries, which has been postponed until the design of the training programs has been completed.

**Corrective Actions:** SUNY is meeting regularly both with GTZ and PRONAGOB to finish the design and arrange for the training of the secretaries, who have been hired as permanent secretaries under the PRONAGOB program.

#### **5. Women legislators participate more effectively in the congress.**

##### **Activities Planned:**

- a) Two meetings between NGOs and women legislators to develop recommendations for a training program.
- b) Contract a consultant to coordinate activities in this component.
- c) Include gender issues in high impact orientation program for new members.

##### **Activities Implemented:**

- a) The study on past performance of women legislators has been completed, providing a quantitative and qualitative base line for the program and including recommendations for a training program for women legislators.
- b) A seminar on women in politics was held for the leaders of political parties with major political actors and some presidential and vice-presidential candidates in attendance.
- c) A consultant was contracted to coordinate and follow up all activities in this component.

**Problems and Delays:** None



## 6. Donor Coordination

Relations between donors interested in assisting the congress have been excellent with the exception of two issues. SUNY's closest collaborator has been with FUNDAPPAC and its executive director, Alfonso Ferrufino. Mr. Ferrufino has become a candidate for congress which has reduced his participation in the coordination meetings, and if elected, the quantity and quality of FUNDAPPAC's collaboration may be affected. Another issue has been relations with PRONAGOB, which continues to avoid the official coordination meetings, requiring the SUNY COP to arrange one on one meetings with the PRONAGOB director, with negative impact on the cohesiveness of the group of donors.

## II. FINANCIAL REPORT, THROUGH 03-31-02

### SUNY - PARC Financial Summary -- January - March 2002

Practical Name	USAID total	Actual Sept Dec 2001	Actual Jan to March 2002	
USN Home Office Labor	345,037	63,012	48,303	
USN Consultants	104,213	0	-	
CCN/TCN Short term (Consultants)	101,460	0		
CCN long term (Project Staff)	269,697	40,702		
Office Rent & Utilities	35,280	5,102		
Home Office Costs	41,630	1,735	171	
International Wires to La Paz Field Office - Undistributed		29,429	37,623	
Field Office Costs	196,150	30,457	4,755	this is a payment for field office computers
Other Program Costs	188,250	1,514		
International Travel & Per Diem	61,149	4,151	2,340	
Domestic (in Bolivia) Trav & PD	196,959	2,795		
Equipment (photocopier, AV)	17,000	0	-	
Indirects on Other Direct Costs	306,035	67,403	25,042	
	1,862,8			
	60	246,300	118,234	