



USAID
DEL PUEBLO DE LOS ESTADOS
UNIDOS DE AMÉRICA

Programa CIMIENTOS
Consolidación de la Gobernabilidad Regional

PROGRAMA CIMIENTOS – BOGOTÁ, COLOMBIA – QUARTERLY REPORT

JULY – SEPTEMBER 2007

OCTOBER 31, 2007

This publication was produced for review by the United States Agency for International Development. It was prepared by Management Systems International.

PROGRAMA CIMENTOS – BOGOTÁ, COLOMBIA – QUARTERLY REPORT JULY – SEPTEMBER 2007



600 Water Street, SW, Washington, DC 20024, USA
Tel: +1.202.484.7170 | Fax: +1.202.488.0754
www.msiworldwide.com

Contracted under Task Order Contract: DFD-I-03-05-00221-00

Colombia Regional Governance & Consolodation Program
CIMENTOS

DISCLAIMER

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

CONTENTS

- I. INTRODUCTION..... 1**

- II. ACTIVITIES BY COMPONENT AT THE NATIONAL LEVEL 1**
 - a. Component 1. Improving Citizen Security and Effective State Presence in Health and Education 1
 - B. Component 2: Building governance capacity in targeted regions 5
 - C. Cross-cutting component: Civil Society..... 7

- III. ACTIVITIES AT THE REGIONAL LEVEL..... 10**
 - A. National Level 10
 - B. Bajo and Medio Atrato 11
 - C. Catatumbo 12
 - D. Sierra Nevada 13

- IV. INDICATORS MATRIX 14**

- V. CASE STUDY 15**

I. INTRODUCTION

During the second program quarter of 2007 (July to September 2007), MSI focused its efforts on election-related-activities, including the organization and co-sponsoring of six public debates with gubernatorial and mayoral candidates, participation in seven forums to raise candidate awareness on security, health and education issues, and support for the governmental “*Voto Limpio*” campaign, producing 1,000,000 pamphlets informing citizens of their rights and the benefits of voting. As an additional complement to the *Voto Limpio* campaign, MSI developed radio spots transmitted on the Armed Forces radio stations throughout the country. The message promoted clean and conscious voting. MSI also continued to meet with various Government of Colombia (GOC) entities, foundations, and NGOs at the national and regional levels to proceed in strategic planning for the program and to identify potential counterparts and initiatives.

MSI visited the five CIMIENTOS departments and various municipalities to begin establishing baselines of target departments and municipalities, with an emphasis on health, education and citizen security conditions. Three regionally based monitoring and evaluation (M&E) consultants were hired to assist with the collection of information for this baseline data. Additionally, MSI, through its sub contractor Vanderbilt University,¹ conducted the Democratic Indicators Monitoring Survey (DIMS) in nine CCAI (*Centro de Coordinación de la Acción Integral*) regions, including the three CIMIENTOS regions, to establish a baseline indicator regarding attitudes toward democracy and governance, government service delivery and other variables relevant to the aims of the program.

This report is divided into six sections, including the introduction. The second section describes the activities under the program components. The third section details activities undertaken at the national level and in each of the three CIMIENTOS regions. The fourth section shows program progress, according to the USAID, Acción Social and contract indicators. The fifth section is a success story on the MSI-sponsored election debate for governor of Cesar. The sixth section is a table of expenditures for the reporting period. Annex 1 includes a list of program grants.

II. ACTIVITIES BY COMPONENT AT THE NATIONAL LEVEL

A. Component I. Improving Citizen Security and Effective State Presence in Health and Education

Subcomponent I.1: Citizen Security/Prevention and Coexistence

During the reporting period, MSI established a closer working relationship with the Colombian National Police (CNP). As a result, the CNP included CIMIENTOS topics in its workshops to raise mayoral and gubernatorial candidates’ awareness regarding security issues health, education and citizen security. Additionally, MSI coordinated with USAID’s ADAM program, implemented by ARD, to facilitate synergies between the two programs and allow for greater impact of USAID activities with the CNP. MSI also continued coordinating with various private sector and civil society organizations with experience in security issues to achieve potential program collaboration.

¹ Field work was carried out by the Centro Nacional de Consultarfa (CNC).

Colombian National Police

MSI primary point of coordination with the CNP is through their Safe Departments and Municipalities Program (*Departamentos y Municipios Seguros – DMS*). As part of the coordination efforts, MSI assisted in the production of 55,000 pamphlets which describe the responsibilities governors, mayors, members of departmental assemblies (*diputados*) and city council members have regarding citizen security. These pamphlets were distributed in 64 CNP sponsored candidate forums throughout the country geared towards raising candidate awareness about security issues.



DMS program presentation to candidates on security-related responsibilities in Urabá

MSI participated in two CNP forums with 316 participants (51 women; 4 afro-colombians) in Santa Marta (Magdalena) and Riohacha (La Guajira), educating candidates on their potential future responsibilities as elected officials in security-related issues, as well as those in health and education. MSI also facilitated CNP participation in the “voto limpio” candidate forum in Acandí (Chocó), with 149 participants (57 women; 146 afro-colombians), and two candidate forums, organized by the National Democratic Institute (NDI), in Santa Marta and Cúcuta (Norte de Santander), with 148 participants (34 women; 4 afro-colombians; 10 Indigenous).

Other USAID contractors

MSI and ARD jointly presented to USAID a strategy to implement security-related activities with the CNP and the Ministry of Interior and Justice (MIJ) through the CIMIENTOS and ADAM programs. In this way, the two programs can maximize synergies, resources and impact. The strategy and activities were selected based on MSI’s study of the CNP’s needs assessment completed during the previous quarter. The strategy was approved by USAID Director Liliana Ayalde. Subsequently, MSI prepared a letter of agreement between USAID and the CNP regarding the various activities the two USAID contractors will implement in coordination with the CNP.

With Florida International University (FIU), USAID’s justice program contractor, MSI explored possibilities to implement the alternative dispute resolution mechanism project in the CIMIENTOS regions. MSI agreed to present FIU with a list of the municipalities in which the courses could best be held.

Other contacts

During the quarter, MSI continued to meet with potential program counterparts. MSI met with the Inter-American Development Bank (IDB), GTZ and the United Nations to present the CIMIENTOS security component and explore coordination opportunities. The IDB is currently in the planning stage of its activities. Coordination with GTZ is essential to avoid duplication of efforts at the departmental level in Norte de Santander.

With the Government of Colombia (GOC), MSI presented the CIMIENTOS program to the new Director of *Departamento Seguridad y Justicia* of the National Planning Department (*Departamento Nacional de Planeación – DNP*). With the mayor's office of Bogotá, MSI learned about the experiences of their citizen security observatory project. MSI also met with the Universidad del Valle's CISALVA Institute (*Instituto de Investigaciones y Desarrollo en Prevención de Violencia y Promoción de la Convivencia Social*) to discuss the methodology used to establish observatories through the USAID-funded Georgetown program. At the local level, MSI began to explore the possibilities with officials from the Governor's Office of Norte de Santander to set up the program's first prevention and co-existence observatory.

General observations

MSI continued to face difficulties in its coordination with MIJ. The *Dirección de Orden Público* informed MSI that their employees were focused solely on elections and therefore unable to meet with MSI to define joint activities.

Activities planned for October – December 2007

- October 2: Participation in DMS forum with candidates in Apartadó.
- October 8: Participation in DMS forum with candidates in Valledupar.
- Finalize and sign the letter of agreement between USAID and the CNP, specifying CIMIENTOS and ADAM activities that will be implemented with the CNP.
- Define steps necessary to create the prevention and co-existence observatories.
- Update statistics on kidnappings, homicides and drug-related crimes committed in the CIMIENTOS municipalities.
- Coordination with other USAID contractors, such as the USAID-funded human rights program, contracted under MSD.
- Work with elected officials on raising awareness of citizen security issues.

Subcomponent 1.2: Health

During the quarter, MSI defined specific agendas with program counterparts, and sponsored and participated in training and coordination activities at the local and regional levels. Visits to César and Chocó departments allowed MSI to study the problems at the departmental level and define future activities with key actors.

In Cesar, MSI found that the department is experiencing a governance crisis, with the arrest of the governor and a change in the departmental Health Secretary four times over the last three years. At the municipal level, MSI met with the Health Secretary of Pueblo Bello (Cesar) to discuss priority activities in the health sector. The Secretary identified the Ministry of Social Protection (MPS) methodology of publicly reading subsidized health system affiliate lists to verify the affiliates and ensure its accuracy as a priority over the next year. MSI and the Health Secretary's Participation Office also identified the *Consejos Territoriales de Seguridad Social* meetings in Cesar as spaces to improve institutional capacity.

In Chocó, MSI participated in the health working group, led by the Pan-American Health Organization (PAHO) and the Administrative Health Department of Chocó (*Departamento Administrativo de Salud – DASALUD*), to identify health-related activities sponsored by international donors in Chocó. The working group proposed the drafting of an agreement between DASALUD, PAHO and the international organizations specifying planned support to the health sector and the anticipated impact the support will have on the sector.

Additionally, MSI progressed in its work with indigenous peoples by meeting with groups, such as Camizba in Chocó and the health provider EPS DUSAKAWI in Cesar, and identifying training needs regarding the Colombian health system (*Sistema General de Seguridad Social en Salud*).

Ministry of Social Protection (MPS)

MSI provided assistance to the *Dirección General de Salud Pública* in developing regulations for the implementation of the National Public Health Plan throughout Colombia. Together, the Ministry and MSI identified the difficulty Ministry officials face in the application of national law at the local level due to the failure to adapt materials to the local context. To solve this problem, MSI has offered to train national level MPS staff in how to adapt tools to help comply with the National Public Health Plan at the local level.

Superintendencia Nacional de Salud (SNS)

On August 2-3, MSI supported a SNS working group to manage financial resources (*Mesas de Flujo de Recursos*) in Riohacha. The objective of this working group was to identify the total debt owed by health providers, as well as to sign agreements on the amounts owed, the names of creditors and the consequences of failing to settle this debt in Cesar and La Guajira departments. The working group in Riohacha included the participation of 22 *Empresas Promotoras de Salud (EPS)*² and 49 *Instituciones Prestadoras de Salud (IPS)*³ and health officials from the municipal and departmental level. These participants presented invoices representing a debt totaling COP\$53,928,899 (approximately US\$27,000) in the department of La Guajira. The participants signed a total of 250 agreements covering 73% of the total debt. For the department of Cesar, the total debt identified was COP\$24,813,028 (approximately US\$12,500) and the agreements covered the settlement of 41% of the debt. There will be follow-up meetings to agree on the solution for settling the remaining debt.

General observations

Working with indigenous communities in the Bajo y Medio Atrato and Sierra Nevada regions to improve quality and efficiency in health presents many challenges. In the Sierra Nevada, the indigenous are often displaced within the region's three departments primarily due to violence or in search of cultivable land. This makes it difficult for department officials to comply with obligations for attending these populations. For example, the governor's office is responsible for ensuring the administration of vaccinations to its residents, but with this constant migration it has been difficult to verify if migrants have been vaccinated in other departments. There also exists a challenge in the types of health services provided to indigenous communities. Indigenous communities tend to favor traditional medicine which sometimes must be complemented with western medicine to treat certain illnesses. MSI faces the issue of combining the two approaches to ensure respect of indigenous culture and, at the same time, ensuring the proper medical interventions are used to save lives. Finally, there is a gap between the health sector requirements established at the national level through the Ministry of Social Protection and the capacity and cultural context of indigenous EPSs to comply with these requirements.

Activities planned for October – December 2007

- October 2: Follow-up meeting with DUSAKAWI.
- October 4- 5: *Mesa de Flujo de Recursos* in Cúcuta, (participants to include all CIMIENTOS municipalities in the department of Norte de Santander).

² EPS is an entity that administers funds for health service provision at the local level.

³ IPS is an institution that provides health services at the local level.

- October 10-11: Training on the national health system for health promoters and Camizba in Riosucio.
- October 19: Meeting with the Emergency and Disasters Office of the Ministry of Social Protection in Bogotá to define joint work in Chocó.
- October 19-25: Session with the Ministry of Social Protection to define the regulation necessary to implement the National Health Plan at the local level.
- October 22: Meeting in Valledupar with managers and leaders of DUSAKWI to define organization capacity building projects.
- October 30: Meeting hosted by the Ministry of Social Protection with all international donor agencies and national ministries in Colombia.
- December 17-19: Training workshop in Valledupar with the indigenous health service providers.

Subcomponent I.3: Education

During the reporting period, MSI focused on coordinating with the Ministry of Education (MEN) on joint activities oriented towards improving the efficiency and quality of education services in CIMIENTOS regions. MSI also completed assessments of the education sector in 25 CIMIENTOS municipalities.

Ministry of National Education (MEN)

According to Law 715/01, the MEN works directly with certified departments and municipalities (those that have over 100,000 residents). In the CIMIENTOS regions, only two municipalities are certified (Ciénaga and Valledupar). In all other cases, the departments are required to work directly with the uncertified municipalities in the assignation of teachers and budgets for teacher salaries and trainings. Through visits to the CIMIENTOS departments, MSI found that the departments lack the capacity to comply with this law. Therefore, MSI and the MEN agreed to sign a letter of agreement to define the technical support MSI will offer to improve the departments' ability to comply with the law.

Regional level planning

During the reporting period, MSI prepared "*Informes de Progreso*", an assessment of the education sector in the 25 CIMIENTOS municipalities. These reports will be utilized as a tool for the accountability exercises with the outgoing municipal administrations and the creation of the new municipal development plans in 2008.

Additionally, MSI visited Ciénaga, in the Sierra Nevada region, to assess the administration of education programs and policies in this municipality. The education sector is in a state of disarray. The mayor's office lacks structure and qualified personnel to carry out their responsibilities, resulting in severe problems such as the lack of teachers in the schools, common throughout the Sierra Nevada, and financial problems related to the inability to administer the system of national transfers (*sistema general de participaciones*). The Ministry has tried to intervene by appointing a permanent advisor. However, due to the level of corruption and lack of management capacity, the problems persist. Other GOC entities, including the President's Anticorruption Office, the Controller General's Office and the Inspector General's Office have also tried to intervene, but have not succeeded. Based on the present condition, MSI recommends waiting until the new municipal administration takes office in January, while the national government decides on an integrated intervention strategy.

MSI also traveled to Riosucio to conduct a first-hand analysis of the education sector through visits to schools and meetings with principals. MSI found there to be a complete lack of coordination between the department and municipal level. This is exemplified in the failure of the departmental administration to contract the required teachers for the municipality. When they are contracted, the assigned teachers use

excuses to stall the process, resulting in a shortfall of teaching staff. MSI identified a possible strategy to deal with this problem – the development of civil society participatory mechanisms that will pressure the department to offer solutions.

Foundations

During the reporting period, MSI met with various foundations interested in co-funding education improvement projects in the CIMIENTOS regions. These foundations include *Fundación Promigás*, *Fundación Empresarios por la Educación*, *Fundación Ecopetrol Catatumbo*, and *Fundación Génesis*.

Activities planned for October – December 2007

- October 2- 4: Participation in the *Foro de Gestión Educativa* organized by the MEN
- November 7-22: Five workshops with principals and teachers, organized with the MEN, on enrollment procedures, education statistics and quality improvement plans.
- Three regional forums in the CIMIENTOS regions organized by the Ministry's *Gestores de Calidad* to review progress and to design the agenda for 2008.
- Forum with civil society on the problems facing the education sector in Ciénaga.
- Formation of a review committee to develop standardized report card designs.
- Creation of a guide to assist municipalities in proposal preparation to access MEN funds. The guide will be distributed by the MEN.

B. Component 2: Building governance capacity in targeted regions

Subcomponent 2.1: Transparency and accountability of regional and local governments

Transparency and accountability activities during the reporting period focused on laying the foundation for MSI to work with outgoing local administrations to conduct public accountability sessions and hand-over processes between outgoing and incoming administrations. MSI identified the methodologies and partners for training local administrations in these processes. MSI will work with the Colombian Federation of Municipalities (*Federación Colombiana de Municipios – FCM*) on accountability and with the *Dirección de Desarrollo Territorial Sostenible (DDTS)* of DNP on handover. In addition, through MSI field visits to Norte de Santander and Magdalena, the Governor's Offices of these two departments expressed interest in receiving MSI technical assistance in the hand-over process and completing accountability reporting as required by the Controller General's Office, Accounting General's Office and the DNP.

On September 18, MSI signed a grant with *Transparencia por Colombia* for US\$33,890 to apply its transparency index to 25 CIMIENTOS municipalities.⁴ The index will provide a baseline measurement of the level of risk these municipalities face in committing acts of corruption. The grant will also help MSI to prioritize municipalities requiring activities to minimize corruption risk and improve municipal management.

Activities planned for October – December 2007

- November 13-14: Training session in Quibdó with DNP and FCM on handover and accountability for municipal and departmental officials from the Bajo and Medio Atrato region.

⁴ The municipality of Belén de Bajirá is not included in the grant, due to the lack of information available. It is considered by national GOC entities to be a *corregimiento* of Mututá (Antioquia).

- November 13-14: Training session in Ocaña with DNP and FCM on handover and accountability for municipal and departmental officials from the Catatumbo region.
- November 15-16: Training session in Santa Marta with DNP and FCM on handover and accountability for municipal and departmental officials from the Sierra Nevada region.
- Handover and accountability sessions in selected CIMIENTOS municipalities and departments.
- Signing of the Interagency Control Agreement to assign US\$300,000 for audits and investigations in CIMIENTOS municipalities.

Subcomponent 2.2: Improve public administration and local governance

During the reporting period, MSI began to support the SNS in institutional capacity building through four trainings on the Standard Internal Control Model (*Modelo Éstandar de Control Interno –MECI*) and Quality Management System (*Sistema de Gestión de la Calidad – SGC*) with 74 participants (36 women, 2 afro-colombians, 4 indigenous). MSI prepared an agreement with the SNS to formalize the program's technical support to this entity. The agreement is currently under review by the SNS.

On September 18, MSI signed an agreement with the GOC's with the Public Administration School (*Escuela Superior de la Administración Pública – ESAP*), establishing ESAP support for the implementation of its virtual training courses and regional trainings in the CIMIENTOS departments and municipalities.

Activities planned for October – December 2007

- November 26: MSI workshop with newly-elected governors and mayors to present the CIMIENTOS program.
- November 27-30: GOC and FCM orientation seminar for newly-elected governors and mayors.

Subcomponent 2.3: Increase institutional coordination among different governmental levels

In efforts to increase institutional coordination among the government levels, MSI met with the ESAP to include the national level entities that correspond to the CIMIENTOS program in ESAP-FCM's orientation seminar for newly elected governors and mayors to be held in Bogotá in late November. MSI noted that key institutional counterparts such as the Presidential Anti-Corruption Program (*Programa Presidencial de Lucha contra la Corrupción – PPLCC*), CNP, Ministry of Education and the Ministry of Social Protection were not provided opportunities to make presentations to the elected officials. MSI stressed the importance of these institutions' participation to be able to present their agendas to the elected officials in order to begin coordination efforts. MSI also worked with the DNP to gain institutional technical support for the application of the DNP methodology for hand-over sessions carried out at the local level.

Activities planned for October – December 2007

- November 26: CIMIENTOS program presentation to newly elected governors and mayors.
- November 27 – 30: ESAP-FCM orientation event for newly elected governors and mayors.

Subcomponent 2.4. Increase transparency and promotion of the 2007 local elections

The main focus of program activities during the reporting period was to educate candidates on CIMIENTOS issues, promote transparent and fair voting by citizens, and provide an opportunity for

constituents to better understand candidates' positions. These activities not only allowed communities to be more informed about what their candidates stand for, but also prepared candidates to deal with education, health and citizen security issues. As a result of these efforts, MSI expects that newly elected officials will be better prepared to participate in program initiatives.

MSI held six "awareness" forums with 730 candidates and campaign managers to focus attention on regional issues in health, education and citizen security. In these forums MSI or a representative from the corresponding ministry presented an overview of the principal issues in health and education in the region to help the candidates better understand the current state of these sectors in order to improve candidate platforms. Two forums (Santa Marta, Riohacha) were held in coordination with the CNP; one in Cúcuta with the Governor's Office of Norte de Santander; two (Santa Marta, Quibdó) with NDI; and one in Quibdó with the ADAM program.

MSI also sponsored the GOC's "*Voto Limpio*" campaign by providing significant technical input in the development of a strategy and pamphlet informing citizens of their rights and the benefits of voting. With the ADAM program MSI subsequently funded the production of 1,000,000 of these pamphlets. To



Candidates in Chocó signing transparency pacts

promote this campaign, on August 24, MSI and the PPLCC held a public awareness event in Acandí for 149 citizens (147 afro-colombians) on these issues with the support of Vanessa Mendoza, an ex-beauty queen from Chocó. In the event, Ms. Mendoza delivered the "*Voto Limpio*" message, inviting the participants to vote using their conscious and to not sell their votes. Additionally, the mayors of Acandí and Ungía signed the PPLCC election transparency pacts, promising to not use public funds to finance mayoral campaigns. As an additional complement to the *Voto Limpio* campaign, MSI developed radio spots with Ms. Mendoza, transmitted on the armed forces' stations. The messages promoted clean and conscious voting.

MSI organized and co-sponsored, in coordination with local Chambers of Commerce, and the *Federación Nacional de Comerciantes* (FENALCO) five public candidate debates, utilizing an MSI-developed methodology. MSI approached these two actors with the idea of holding candidate debates sponsored by independent actors to create a space for candidates to present their platforms to the community free from accusations that the sponsors were politically biased. Twelve gubernatorial (from Cesar, La Guajira and Magdalena) and 16 mayoral candidates (from Ocaña and Valledupar) debated local issues before 1,714 citizens. All but one candidate in the five races participated, proving that the participants believed in the methodology MSI created and the neutrality of the organizers. MSI presented the debate structure and rules at the beginning of each debate. The structure consisted of a brief powerpoint presentation by each candidate describing their proposals, specifically on CIMIENTOS topics. Following the presentations, candidates were allowed to ask each other questions regarding their proposals. Afterwards, the public was allowed to question candidates. The rules established for the debate were to ensure respect for candidates, both by the public and among the candidates. In general, the candidates and the public adhered to the rules which provided citizens the opportunity to learn about the candidate proposals. Public feedback was very positive. MSI administered surveys following the debates to measure the level of utility of these activities. The surveys indicated that on average 26% of those community members that completed the survey decided on the basis of the debate to change their vote; 13.37% in Valledupar; 23%

in Cesar; 25% in Guajira; and 39% in Magdalena made a decision on who to vote for based on the debate. Additionally, all of the citizens surveyed indicated that they believed the debate was useful as tool to learn more about the candidate platforms. The Chamber of Commerce of Santa Marta and FENALCO also used the MSI methodology to hold a public debate among mayoral candidates for Santa Marta.

On July 18, MSI signed a US\$300,000 grant with *Misión de Observación Electoral* (MOE) for the project “Electoral Observation with Colombian Civil Society”. The project promotes the right to a free and autonomous vote for the upcoming local elections. MOE’s electoral risk maps (measuring violence due to illegal armed groups, candidate threats and other factors) have helped to generate a national alert system, allowing the relevant GOC entities to take preventive and corrective measures. To carry out election monitoring activities, MOE formed departmental working groups with neutral organizations including civil society, universities, town council members, *cabildos*, the media and Chambers of Commerce. These participant organizations will assist in the election monitoring activities on the day of the local elections, ensuring a large number of neutral observers at voting stations throughout CIMIENTOS departments and municipalities.

During the reporting period, MOE established departmental working groups in Magdalena, La Guajira and Chocó. MOE also held five inauguration events with 809 participants in Antioquia, Magdalena, Aracataca, Ciénaga and Riosucio. During these events, 50 candidates and political party directors signed transparency pacts. During the quarter, MOE created two electoral risk maps and trained 315 election observers in 13 CIMIENTOS municipalities.

Activities planned for October – December 2007

- October 3: MOE observer training in Unguía.
- October 4: MOE observer training in Riosucio.
- October 4: MOE observer training in Belén de Bajirá.
- October 5: MOE observer training in San Juan del Cesar.
- October 6: MOE observer training in Carmen del Darién.
- October 9: MOE observer training in Bojayá.
- October 11: MOE meeting with key civil society organizations to present the program and to gain local organizational support in Ocaña.
- October 13: MOE inauguration event in Fundación.
- October 13: MOE observer training in Valledupar, El Copey and Pueblo Bello.
- October 17: MOE observer training in San Juan del Cesar.
- October 17: MOE inauguration event in Tibú.
- October 17 – 18: MOE observer training in Riohacha.
- October 23: MOE inauguration event in Cesar (Valledupar).
- October 28: MOE electoral observation in CIMIENTOS departments and municipalities.

C. Cross-cutting component: Civil Society

During the reporting period, MSI continued to meet and identify initiatives with local and regional level NGOs, foundations, networks and grassroots organizations. In total, MSI met with 63 groups as a necessary first step in gaining confidence and generating interest in CIMIENTOS activities.

On October 2, MSI held a meeting to collaborate with the *Consejo Territorial de Planeación* (CTP) *Departamental* in the Catatumbo region to plan the evaluation of the Departmental Development Plan (DDP) of Norte de Santander and the reactivation and subsequent strengthening of the *Consejo Territorial de Planeación Municipal*. Three CTP members, the Secretary of Planning from the

Governor's Office and two members of the planning department attended the meeting. In the meeting, participants reviewed the national level methodology to evaluate the extent to which the DDP was implemented. This methodology will be adapted for the departmental CTP's application during the evaluation process. Following the methodology adaptation at the departmental level, the departmental CTP will work with the municipal CTP to carry out the evaluation. However, MSI found that the capacity of the departmental CTP is weak. The Secretary of Planning committed to work with the departmental CTP to improve their capacity such that it will be able to transfer the evaluation methodology to the municipal level.

On July 10, MSI trained 17 SNS employees in the *Hagamos Control* methodology⁵ to support the newly created *Superintendencia Delegada Para La Protección del Usuario y la Participación Ciudadana* department within this entity.

Activities planned for October – December 2007

- October 2-3: Trainings with the *Concejos Territoriales de Planeación* in Norte de Santander on the evaluation of Municipal Development Plans.
- October 19: Presentation on citizen participation in an event sponsored by the MEN with the directors of planning of the certified departments and municipalities.
- November 3-4: Workshop on *Hagamos Control* in Valledupar.
- November 17-18: Workshop on *Hagamos Control* in Ocaña.
- November 20-21: CCAI meetings with project implementers and indigenous representatives on the construction of towns.
- November 24-25 Workshop on *Hagamos Control* in San Juan del Cesar.
- December 5-6: Regional CCAI meeting with indigenous leaders.
- December 8-9: Workshop on *Hagamos Control* in Aracataca.

III. ACTIVITIES AT THE REGIONAL LEVEL

A. National Level

Under the Public Administration Component, MSI trained 17 SNS officials on social auditing and 74 SNS officials on MECI and SGC. Table 1 describes the beneficiaries and type of activity provided by MSI at the national level during the reporting period.

TABLE 1: ACTIVITIES AT THE NATIONAL LEVEL

Date	Activity	Beneficiaries
July 10	Training for SNS in social auditing mechanisms and <i>veedurías</i>	TOTAL: 17 governmental public officials (9 women, 2 afro-colombians)
July 11	Training for SNS in MECI and SGC	TOTAL: 22 governmental public officials (10 women, 3 indigenous)
July 12	Training for SNS in MECI and SGC	TOTAL: 21 governmental public officials (12 women, 1 indigenous)

⁵ This is a USAID-developed methodology for undertaking social auditing. *Hagamos Control* is the title of the manual used to implement this methodology.

Date	Activity	Beneficiaries
August 1	Technical Assistance to SNS in MECI y SGC	TOTAL: 14 governmental public officials (5 women)

B. Bajo and Medio Atrato

During the reporting period, USAID and Acción Social approved REDEPAZ, in alliance with the dioceses of Quibdó and Apartadó and the municipal parishes of Riosucio and Bojayá, as MSI's local implementing partner (*socio local*) for the CIMIENTOS program in the Bajo and Medio Atrato region. USAID and Acción Social also agreed that MSI should wait until the post-election period to open the regional offices. The regional office will be located in Quibdó with two satellite offices in Bojayá and Riosucio. The main office will be composed of a Regional Coordinator (employed by MSI), Monitor and Evaluation (M&E) Adviser, Social Promoter and an Administration Assistant. The satellite offices will be staffed with one Social Promoter each. To start establishing municipal baselines and the departmental baseline, MSI meanwhile contracted an M&E consultant.

According to the Electoral Risk Map produced by MOE, Riosucio poses a grave risk of pre-electoral violence and threats to candidates and Bojayá and Unguía are high risk. Additionally, during the quarter, the mayor of Bojayá was suspended and temporarily replaced for three months.

On September 19, MSI and USAID visited Bojayá to meet with community leaders, public officials and candidates to develop an action plan for CIMIENTOS activities in Bojayá through the facilitation of four working groups. However, due to the pre-election period, community leaders were unwilling to participate in the working groups, but expressed interest in meeting with MSI after the local elections. In general, MSI found there to be community distrust towards the GOC, due to past unfulfilled commitments, and programs funded by international donors. Given these concerns, MSI will develop an action plan based on community consensus and a pace at which citizens of Bojayá are willing to operate. This will be the only way in which CIMIENTOS objectives can be achieved in this municipality.

During the reporting period, in the Bajo and Medio Atrato region, MSI focused on election-related activities. MSI sponsored activities to raise awareness of candidates in the CIMIENTOS topics; promote the "voto limpio" campaign to encourage clean and conscious voting; funded MOE inauguration, candidate transparency pact signing and observer training events; and co-sponsored an event with NDI to inform candidates and campaign managers on regional issues in health, education and citizen security.

Table 2 describes MSI activities and corresponding beneficiaries in the Bajo and Medio Atrato region during the reporting period.

TABLE 2: ACTIVITIES IN BAJO Y MEDIO ATRATO

Date	Activity	Location	Beneficiaries
July 14	Regional awareness workshop for candidates	Quibdó	TOTAL 59: 36 citizens; 18 candidates; 5 public officials (14 women, 58 afro-colombians, 5 municipal public officials)
August 16	Campaign management	Quibdó	TOTAL 49: 30 citizens; 19 candidates (22 women, 42 afro-colombians, 7

Date	Activity	Location	Beneficiaries
	workshop		indigenous)
August 17	MOE inauguration	Riosucio	TOTAL 98: 93 citizens; 3 public officials; 2 candidates (9 women, 98 afro-colombians, 3 council members)
August 24	"A Voto Limpio" campaign presentation	Acandí	TOTAL 149: 131 citizens; 18 public officials (57 women, 146 afro-colombians; 11 council members, 2 municipal public officials, 3 departmental public officials, 2 mayors)
September 3	MOE transparency pact signing event	Unguía	TOTAL 23: 2 citizens; 13 public officials; 8 candidates (7 women, 23 afro-colombians, 7 municipal public officials, 1 mayor, 5 councilors)
September 14	MOE training of election observers and transparency pact signing event	Carmen de Atrato	TOTAL 22: 11 citizens; 4 public officials; 7 candidates (9 women, 4 municipal public officials)

C. Catatumbo

USAID and Acción Social approved the *Asociación de Municipios de la Provincia de Ocaña Sur del Cesar y Bolívar* as MSI's local implementing partner for the CIMIENTOS program in the Catatumbo region. The regional office I scheduled to open before the end of the year. An M&E consultant was also hired to conduct the baseline study in the ten CIMIENTOS municipalities and one department in the region.

According to CNP and army reports, in the Norte de Santander department, the emerging *Águilas Negras* paramilitary-related groups are fighting for control of the Catatumbo region and now have a strong presence in Cúcuta.

According to the MOE Electoral Risk Map, in the Catatumbo region, Convención, El Carmen, Ocaña, San Calixto and Tibú are all in extreme risk. The municipalities Abrego, Hacarí, El Tarra and Teorama are in high risk.

In the Catatumbo region, MSI sponsored a workshop in Cúcuta to inform candidates and campaign managers on regional issues in health, education and citizen security in order to improve candidate platforms; sponsored a debate with mayoral candidates in Ocaña; and funded MOE coordination with organizations interested in participating in monitoring the local elections on October 28.

Table 3 describes the beneficiaries and type of activity provided by MSI in the Catatumbo region during the reporting period.

TABLE 3: ACTIVITIES IN CATATUMBO

Date	Activity	Location	Beneficiaries
------	----------	----------	---------------

Date	Activity	Location	Beneficiaries
July 31	Regional awareness workshop for candidates	Cúcuta	TOTAL 94: 17 citizens; 77 candidates (18 women)
September 12	Public debate with 9 mayoral candidates	Ocaña	TOTAL 543: 505 citizens; 29 public officials; 9 candidates (238 women, 23 municipal public officials, 1 departmental public official)
September 17	MOE meeting to define counterparts	Ocaña	TOTAL: 15 citizens (5 women)

D. Sierra Nevada

MSI's local implementing partner in the Sierra Nevada, approved by USAID and Acción Social, will be the Cesar-Guajira and Magdalena *Comités de Cafeteros*, with the regional office to be located in Valledupar. MSI hired an M&E consultant to conduct the baseline studies in the eight CIMIENTOS municipalities and the three departments.

The department of Cesar is experiencing a governance crisis due to friction between the recently appointed governor and the public officials appointed in the previous administration. The Sierra Nevada also has been affected by the emergence of the *Águila Negras*, an off-shoot of the paramilitaries, and as a result, there has been an increase in violence and homicides in Valledupar and Santa Marta. According to the MOE Electoral Risk Map, Aracataca, Ciénaga, Dibulla, El Copey, Fundación, Pueblo Bello and San Juan del Cesar all face a high risk of violence in the local elections.

In the Sierra Nevada region, election-related activities undertaken during the reporting period include the workshops with candidates regarding regional issues in health, education and citizen security; MOE events to inaugurate their election-monitoring plans; three gubernatorial candidate debates; one mayoral debate; and a health component meeting, sponsoring a meeting to resolve debts owed by health providers in the Cesar and La Guajira departments.

Table 4 contains the beneficiaries and type of activity provided by MSI in the Sierra Nevada region during the reporting period.

TABLE 4: ACTIVITIES IN SIERRA NEVADA

Date	Activity	Location	Beneficiaries
July 24	Regional awareness workshop for candidates	Santa Marta	TOTAL 54: 27 citizens; 27 candidates (16 women, 4 afro-colombians, 10 indigenous)
August 1 - 3	<i>Mesas de Flujo de Recursos</i> for Cesar and La Guajira	Riohacha	TOTAL 218: 192 citizens; 26 public officials (121 women, 13 departmental public officials, 13 municipal public officials)
August 16	MOE inauguration	Ciénaga	TOTAL 57: 44 citizens; 13 candidates (15 women)
September 3	Regional awareness workshop for candidates	Riohacha	TOTAL: 113 candidates (19 women)

Date	Activity	Location	Beneficiaries
September 4	Regional awareness workshop for candidates	Santa Marta	TOTAL 203: 62 citizens; 141 candidates (32 women, 4 afro-colombians)
September 11	MOE departmental inauguration	Santa Marta	TOTAL 30: 12 citizens; 18 candidates (7 women)
September 19	Public debate with mayoral candidates	Valledupar	TOTAL: 402 citizens; 18 public officials; 7 candidates (133 women, 1 indigenous, 1 afro-colombian, 111 youths, 7 municipal public officials, 2 departmental public officials, 3 national governmental public officials, 6 council members)
September 26	Public debate with gubernatorial candidates (Cesar)	Valledupar	TOTAL 465: 449 citizens; 10 public officials; 6 candidates (176 women, 96 youths, 1 IDP, ⁶ 4 municipal public officials, 3 departmental public officials, 1 mayor, 2 council members)
September 27	Public debate with mayoral candidates ⁷	Santa Marta	TOTAL 135: 126 citizens; 2 public officials; 7 candidates (42 women, 2 mayors)
October 3 ⁸	Public debate with gubernatorial candidates (Magdalena)	Santa Marta	TOTAL 123: 119 citizens; 4 candidates (64 women, 3 afro-colombians, 1 indigenous, 35 youths)
October 4	Public debate with gubernatorial candidates (Guajira)	Riohacha	TOTAL 144: 142 citizens; 2 candidates (67 women, 4 indigenous, 1 afro-colombian, 7 youths)

Activities planned for October – December 2007

- October 22: Visit to Valledupar to identify office space.
- October 25-26: Visit to Quibdó to identify office space.
- November 14: Interviews for regional office positions in Valledupar.
- December: Opening of regional offices in the three program regions.

IV. INDICATORS MATRIX

Given that MSI focused on election-related activities during the quarter, most of the program indicators are not applicable for this fiscal year. Only those that are applicable for this quarter are included in the tables below.

⁶ IDP: internally displaced person

⁷ This activity was indirectly supported by the CIMIENTOS program. The Chamber of Commerce used the MSI-developed methodology for conducting public debates for candidates. The CIMIENTOS program does not operate in the municipality of Santa Marta.

⁸ Although the following two activities were held in the following quarter, they are being included in this report as the series of public debates was completed in early October.

Acción Social:

Indicator	Progress Q4, FY07
Citizen confidence in democratic institutions in the consolidation zones	Baseline being established through DIMS
Government agencies strengthened in zones undergoing consolidation	n/a
Citizen participation initiatives supported in governance consolidation zones	0

USAID-Operational Plan

Indicator	Progress Q4, FY07
Number of reconstructed national governing institutions and systems that receive USG assistance to incorporate principles that support democracy and government legitimacy (FY07 Target – 10)	0
Number of executive branch personnel trained with USG assistance (women/men) (FY07 Target – 400; women – 200; men – 200)	Total: 60 (34 women, 26 men)
Number of executive office operations supported with USG assistance (FY07 Target – 10)	1
Number of governmental and non-governmental mechanisms supported with USG assistance for oversight of the executive branch (FY07 Target – 50)	2

Contract

Indicator	Progress Q4, FY07
# Targeted departments and municipalities where at least one candidate signs a transparency pact	1 department, 6 municipalities
# Anchor CSO and CSO Initiative grants awarded to promote civil society engagement and oversight	1 CSO initiative grant awarded

V. CASE STUDY

Public Candidate Debates Better Inform Voters

Dina Lina Mendoza, citizen of Valledupar in the department of Cesar, heard on the radio that a public debate among candidates for governor was to be held in her town on September 27, 2007. She thought the debate would be one more event where candidates expound political rhetoric and fail to present clear proposals on issues that affect citizens' lives. She guessed it would be a mud-slinger among candidates. However, the community buzz about the debate piqued her curiosity, so she decided to attend.



Governor candidate debate in Valledupar.

“Thanks to this debate, I realized one of the candidates I believed to be a typical politician is not. He presented clear and interesting proposals, and as a result, I am now changing my vote.”

Dina Lina, along with another 448 residents from Cesar, filled the Consuelo Araujo auditorium in Valledupar. The organizers, the local Chamber of Commerce, the *Federación Nacional de Comerciantes* (Fenalco) and the USAID-funded CIMIENTOS program, presented clear and structured rules for both the six candidates and the public. The non-partisanship of these organizers and the rules guiding the event, gave Dina Lina the impression that the debate would not be biased and would allow equal and fair candidate and citizen participation.

The methodology for the debate, developed and implemented by the CIMIENTOS program, included a 15-minute presentation by candidates on their political platform. This time limit was strictly enforced to ensure that each candidate was given equal time to state their respective positions. Candidates were then allowed to ask each other questions, on an equal footing, followed by questions proposed by the public and journalists. These latter questions were chosen randomly by the

organizers who also ensured that questions were not repetitive. The candidates demonstrated respect for one another and even encouraged the public to respect the rules as well.

Twenty-three% of the citizens polled at the end of the debate revealed that they will change their vote due to the candidates' platforms. “The presentations gave me the opportunity to learn about the proposals in topics I am interested in. Thanks to this debate, I realized one of the candidates I believed to be a typical politician is not. He presented clear and interesting proposals, and as a result, I am now changing my vote” says Dina Lina. She now eagerly awaits October 28th, when she will be able to cast her vote in a confident and well-informed manner.

