



**USAID**  
DEL PUEBLO DE LOS ESTADOS  
UNIDOS DE AMÉRICA

**Programa CIMIENTOS**  
Consolidación de la Gobernabilidad Regional

# PROGRAMA CIMIENTOS – BOGOTÁ, COLOMBIA – QUARTERLY REPORT OCTOBER – DECEMBER 2007

**JANUARY 31, 2008**

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 OCTOBER – DECEMBER 2007



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

Colombia Regional Governance & Consolidation Program  
CIMENTOS

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## I. INTRODUCTION

During the third program quarter of 2007 (October to December 2007), MSI brought to a close its election-related activities and focused on post-election program support. Benefiting 102 officials from the outgoing public administrations, MSI conducted three regional workshops on the Colombian legal requirements required during the hand-over processes between outgoing and incoming administrations and to offer technical support to provide individual guidance on hand-over and public accountability to both municipal and departmental administrations. MSI subsequently provided on-site technical assistance to 18 mayor's offices and four governor's offices. MSI began its support to newly elected administrations by organizing a forum in Bogotá on November 26, to introduce the CIMIENTOS Program and hold thematic working sessions with twenty-three mayors and five governors from the target regions. In strengthening civil society, MSI held workshops on the operations of the Colombian health care system, in order to improve understanding on rights within the system, and on social auditing practices.

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 technical assistance provided to the mayor's office of La Playa on hand-over processes and public accountability. The sixth section is a table of expenditures for the reporting period. Annex 1 includes a list of the projects under the rapid response fund windows, including 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

After the local elections in October, MSI began working with elected officials to identify priorities and possible activities in citizen security, prevention and coexistence (convivencia) that can be implemented under the CIMIENTOS program. In the MSI session with recently elected officials on November 26, Colonel Heñao of the CNP presented the DMS program and the range of feasible activities in the CIMIENTOS departments and municipalities. Based on these discussions, MSI, in conjunction with DMS, planned a Security Council (Consejo de Seguridad) meeting with the mayor of Valledupar for early next quarter.

#### *Colombian National Police*

MSI led a planning session on November 27 with the five staff members (4 women) of the DMS program for joint activities in CIMIENTOS regions in 2008. MSI and DMS will be presented this plan in January to the CNP's Citizen Security Department (Dirección de Seguridad Ciudadana – DISEC) and the Carabineros and Rural Security Office (Dirección de Carabineros y Seguridad Rural) to develop coordinated activities, particularly for training activities on community policing (vigilancia comunitaria).

### ***Other USAID contractors***

MSI coordinated with other USAID contractors to identify joint activities in CIMIENTOS regions. With Florida International University (FIU), USAID's contractor for the justice program, MSI progressed in the identification of civil society organizations that will be able to work on alternative dispute resolution and peaceful coexistence mechanisms in the Catatumbo region. MSI consulted with the Ministry of Interior and Justice (MIJ) to identify projects that could be implemented to support the new mayor of Tibú and the Citizen Coexistence Center (Centro de Convivencia). In other CIMIENTOS municipalities, activities will focus on strengthening grassroots organizations and training by the CNP to improve relations with ethnic minority groups, such as the indigenous groups in the Sierra Nevada.

MSI also coordinated with Management Systems for Development (MSD), USAID's human rights contractor, on work with the Vice President's Communities in Risk program (Programa de Comunidades en Riesgo) and the MIJ's Access to Justice Office (Dirección de Acceso a la Justicia).

### ***General observations***

During the quarter, MSI had planned the development of a joint action plan with the ADAM program. However, this was not possible because ADAM has not yet defined its future security activities and work with the CNP. Another setback during the reporting period was the lack of follow-up from DMS on the activities that were identified in the 2008 work planning session. DMS did not hold meetings that were agreed upon in the session to help define the action plan for 2008 and failed to communicate with MSI regarding the CIMIENTOS program interventions established for 2008.

### ***Activities planned for January – March 2008***

- January 9: Consejo de Seguridad in Valledupar.
- January 14: Present the DMS-MSI action plan to DISEC.
- January: Agreement with the DISEC Community Policing Office to design and train Carabineros.
- January, February: With DMS, promote first Consejos de Seguridad meetings and the formulation of security plans in the regions.
- Define steps necessary to create the Prevention and Co-existence Observatories in the Department of Norte de Santander.
- Update statistics on kidnappings, homicides and drug-related crimes committed in the CIMIENTOS municipalities.
- Develop projects identified with the Vice President's Comunidades in Riesgo program and MIJ's Dirección de Acceso a la Justicia in Catatumbo.

### **Subcomponent 1.2: Health**

During the quarter, MSI developed training materials geared towards afro-colombian and indigenous community leaders and health promoters and managers of Health Service Administrator (Empresas Promotoras de Salud - EPS) and Health Service Provider (Instituciones Prestadoras de Salud - IPS). The materials contain basic explanations of the Colombian health system (Sistema General de Seguridad Social en Salud) and the identification of the roles and responsibilities of each actor in the health system. These materials were tested in two MSI workshops and, based on these experiences, were modified and shared with the Ministry of Social Protection. Once approved, these training materials will become available for application and replication throughout CIMIENTOS regions

In coordination with Camizba, an association of indigenous groups, the first training workshop took place on October 10 -11 in Riosucio, Chocó, for 32 health promoters (18 women, 5 afro-colombians, 9



Health workshop in Riosucio, Chocó

indigenous, 3 youths). Beneficiaries learned how the Colombian health system functions and developed strategies to defend their rights within the system at the municipal level. Participants proposed changes to the training materials based on this event.

From December 17 to 19, MSI used the materials in a second workshop in Valledupar with 21 beneficiaries – 8 representatives (2 women, 8 indigenous) of the health provider EPS Dusakawi; 8 representatives (1 woman, 8 indigenous) from two indigenous IPSs (Wintukua and Kankuama); two indigenous leaders (*mamo*); and one representative (1 woman) from the Cesar Health Department Institute. During the

workshop, participants expressed their concerns and recommendations for improving health service provision to the indigenous communities in the Sierra Nevada. MSI agreed to accompany participants as they share these conclusions with the indigenous governmental leader's council (*Concejo Territorial de Cabildos*) to take place during the following program quarter. Additionally, the conclusions and recommendations will be key points taken into account in the working groups with communities when developing Municipal and Departmental Development Plans.

Another important achievement obtained through the training in Valledupar was the participation of the Director of the Participation Office (*Oficina de Participación*) of the Cesar Departmental Institute of Health, responsible for the administration of health services at the departmental level. The Governor's Office, despite many attempts, has failed to understand how to properly work with indigenous communities on health issues. The departmental administration's participation in the training helped it to better understand how to approach indigenous communities and work with them to improve health services. The Director of the *Oficina de Participación* agreed to attend all future meetings organized by MSI with the indigenous communities and to help provide technical and logistical support for future training activities.

On November 13, MSI participated in the health departmental working group, led by the Pan-American Health Organization (PAHO), to identify strategies to improve health service provision in Chocó. The group agreed upon the need for the creation of a model exemplifying the provision of health services and management for Chocó that incorporates cultural and geographic aspects. During the next meeting, participants will define activities to develop this model.

### ***Ministry of Social Protection (MPS)***

In the MSI forum with newly elected mayors and governors on November 26, six MPS directors and technical officials attended the event and the health working group sessions, during which they presented conditions in the municipalities and regions regarding public health, coverage and service provision.

MSI provided technical assistance to the MPS by designing regulations on the functions of departmental and municipal entities (mayors and governors offices) for the implementation of the new MPS National Public Health Plan 2007-2010. The MPS's Office of Public Health (*Dirección General de Salud Pública*) approved the regulations and submitted them to the legal department for approval.

### ***National Superintendent of Health (Superintendencia Nacional de Salud – SNS)***

On October 4, MSI supported a SNS working group to manage financial resources (*Mesas de Flujo de Recursos*) in Cucutá. 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 the Norte de Santander department. The working group in Cucutá included the participation 157 people participated (89 women), including 13 EPS and 26 IPS, 10 mayors and 75 health officials from the municipal and departmental level. The participants presented invoices representing a debt totaling COP\$25,300,000,000 (approximately US\$12,650,000) and signed a total of 270 agreements covering 43% of the total debt.

MSI followed-up on the agreements to settle debt in the departments of Cesar and La Guajira, based on the *Mesas de Flujo de Recursos* held the previous quarter. In Cesar, 65.5% of the debt agreed upon was paid and in La Guajira, 62.3%. MSI will continue to work with the SNS to ensure the debts are settled following the agreements reached in these working group meetings.

On November 15, MSI signed an agreement with the SNS to formalize the program's technical support to this entity. The agreement focuses on institutional strengthening through activities such as capacity building workshops to SNS staff on inspection, oversight and control, quality management, with a special emphasis in the implementation of the Internal Control Standard Model (*Model Estándar de Control Interno – MECI*) and the Quality Management System (*Sistema de Gestión de la Calidad – SGC*). The agreement also pledges support to the SNS's *Mesas de Flujo de Recursos* and assistance to promote citizen oversight of health services through training on the "Hagamos Control" methodology for subsequent replication by the SNS.

### ***General Observations***

In the Bajo and Medio Atrato, there are 1,800 legal health claims against the department. There is widespread belief that the governor elect is tied to one of the owners of an EPS in the region. The citizens of the Bajo and Medio Atrato are extremely disillusioned with national government intervention in the management of the sector. Generally, the level of health provision is very poor. For instance, the health center in Bojayá (the only health service provider in the municipality) employs one nurse to attend to the population of the entire municipality.

### ***Activities Planned for January – March 2008***

- January 22-25: Mesa de Flujo de Recursos in Chocó.
- January 21 – March 15: Technical Assistance for the preparation of Territorial Health Plans and Collective Interventions Plans, as well as their inclusion in Municipal Development Plans.
- February 1-3: Presentation of conclusions and recommendations from the workshop with DUSAKAWI to the *Concejo Territorial de Cabildos*.

### **Subcomponent I.3: Education**

During the reporting period, MSI signed a letter of agreement with the Ministry of Education (MEN) establishing joint activities oriented towards improving the efficiency, coverage and quality of education services in CIMIENTOS regions. MSI also focused on the creation of a manual (*Manual de Focalización de Proyectos*) to assist the CIMIENTOS municipalities in their needs assessment, preparation and proposal development to access available MEN funds. The manual will also help improve articulation between local level education institutions and the local government secretaries of education, as it will help education institutions express their needs directly to the local government through the development of

their own proposals on issues such as student retention and quality. The manual will be published and disseminated to CIMIENTOS regions next quarter.

### ***Ministry of National Education (MEN)***

With the signing of the letter of agreement on November 30, MSI defined the joint activities to be implemented between the program and MEN. The main goal of the memo is to promote MEN programs in CIMIENTOS regions and to achieve better coordination between the Ministry and the regional education institutions.

As a start to the implementation of the letter of agreement with MEN, on December 6-7, MSI held a training workshop in Apartadó with 28 participants (6 women, 24 afro-colombians), including school principals, Education Managers (*Directores de Núcleo*) and three elected mayors from the six CIMIENTOS municipalities in Chocó (Bajo and Medio Atrato region). The workshop focused on enrollment procedures that the education institutions and local level entities should promote based on the Integrated Enrollment System (*Sistema Integrado de Matrícula – SIMAT*) and student retention programs promoted by MEN. The workshop also taught participants information reporting requirements established in Resolution 166. This activity enabled departmental level education institutions to better understand MEN policies to promote and improve national and local level coordination in the education sector. The 20 principals that attended the workshop oversee 82% of the total student body of the CIMIENTOS municipalities in the Bajo and Medio Atrato Region. Therefore, MSI ensured direct coordination with those responsible in the region and will be able to continue to work with these principals to reach the program goal of improving student enrollment and retention.

Additionally, the participants, on their own initiative, proposed the formation of a network of education institution directors in the Bajo and Medio Atrato region. MSI will support this network by promoting regional programs and projects, and coordination with the departmental level education system. Another important result from the workshop was the request the *Directores de Núcleo* made to MEN to continue trainings on improving efficiency and departmental education system procedures. The workshop will be replicated in the two other CIMIENTOS regions.

MSI also facilitated MEN's active participation in the working session with the recently elected governors and mayors on November 26. Representatives from the *Viceministerio de Educación Preescolar, Básica y Media: Descentralización, Calidad y Cobertura* presented policies and programs in education promoted by the national government. On October 2-4, CIMIENTOS participated in a panel of international experts on success stories and the closing event of the MEN's National Education Forum on School Management.

### ***Activities planned for January – March 2008***

- January 26: MSI-MEN regional forum in Cucutá on enrollment procedures, student retention and quality improvement plans with principals and municipal authorities from the Catatumbo region.
- Publication, distribution and trainings on the *Manual de Focalización*.
- Technical assistance for the inclusion of education topics in the Departmental and Municipal Development Plans.

## **B. Component 2: Building governance capacity in targeted regions**

### **Subcomponent 2.1: Transparency and accountability of regional and local governments**

#### ***Government Transition (Handover) and Accountability***

Given the complexity of the requirements for the hand-over processes between outgoing and incoming administrations, as well as those for public accountability, MSI developed an interactive guide for program beneficiaries. The guide (in both CD and manual forms) provides tools and easily comprehensible explanations to assist administrations in their compliance with national level reporting requirements and includes dynamic excel tables to facilitate filling in obligatory forms. The guide was developed based on methodologies from the Colombian Federation of Municipalities (*Federación Colombiana de Municipios – FCM*), National Planning Department (*Departamento Nacional de Planeación – DNP*) and the Controller General's Office (*Contraloría General de la República – CGR*). The FCM later requested USAID permission, through MSI, to reproduce this material for use throughout Colombia.

Applying this guide, MSI, in conjunction with DNP and FCM, conducted three regional workshops with 23 mayor's offices and 5 governor's offices on hand-over and public accountability: on November 13-14 in Ocaña, covering the Catatumbo region, for 27 public officials and 6 mayors (13 women); on November 13-14 in Quibdó, covering the Bajo and Medio Atrato region with 3 mayors and 35 public officials (8 women, 34 afro-colombians); and on November 15-16 in Santa Marta, covering the Sierra Nevada region, for 31 public officials (11 women). Public official participants generally included staff from the planning, treasury, health, education and human resources offices. In addition to MSI's presentation of its guide, DNP presented its hand-over session methodology and FCM presented its methodology on public accountability sessions. Additionally, on November 13 in Cucuta, MSI participated in a DNP forum, providing training on the guide to 8 mayors, 49 municipal public officials, 2 departmental public officials and 1 council member (24 women) from the Norte de Santander department. Also at the request of the newly-elected mayor of Ocaña, MSI conducted a separate forum for him and 27 of his staff members (8 women, 1 indigenous) on November 14 in Ocaña.

Following these workshops, 18 municipal administrations and three department administrations requested MSI on-site support. Between November 19 and December 31, MSI provided technical assistance to 171 public officials from these 21 outgoing government entities in the reporting of information on their respective administrations, as well as helped both the incoming and outgoing administration staff with the preparation of management and public accountability reports. MSI subsequently reviewed the drafts of these reports and the information reported in the formats and verified the supporting documents. Based on this revision and level of progress (in some cases no information had been prepared for reporting), MSI helped improve the reporting and compliance with the national legal requirements.

MSI also provided instruction on conducting public accountability sessions for mayors to report the information on their four-year administrations to citizens. MSI directly assisted three sessions conducted in high risk municipalities in the Catatumbo region: on December 14 in La Playa with 71 participants; on December 19 in El Carmen with 44 participants; and on December 27 in Teorama with 30 participants.

#### ***Transparency Index***

During the quarter, *Transparencia por Colombia* collected information required to determine the level of risk municipalities face in committing acts of corruption from 20 CIMIENTOS municipalities. The information will be entered into *Transparencia por Colombia's* system to calculate their index ranking

and published during the next program quarter. Also next quarter, *Transparencia por Colombia* will submit analysis reports of the five municipalities in Chocó which were unable to be included in the index.

### ***Interagency Control Agreement (ICA)***

Under MSI's work on transparency and accountability, MSI signed the ICA with the Prosecutor General's Office (*Fiscalía General de la Nación – FGN*), National Inspector General's Office (*Procuraduría General de la Nación-PGN*) and CGR to assign US\$300,000 for audits and investigations in CIMIENTOS municipalities. On December 18, the national radio station, *Caracol*, reported the signing of the agreement.

On November 23, MSI trained nine auditors from the CGR and seven auditors from the PGN on the interactive hand-over guide. The training was geared towards assisting these auditors' in undertaking preventive audits of the hand-over processes, public accountability and expenditure reports, particularly on health and education projects funded by royalties and national transfers (*Sistema General de Participaciones – SGP*). Following the training, three ICA teams conducted six preventive audits in December on two mayor's offices (Ocaña and Valledupar) and four governor's offices (Norte de Santander, Cesar, Chocó and Magdalena). Generally, these teams found that the management reports failed to include information on the implementation of the development plans and its indicators and to respect the legal cutoff date for project implementation of November 30. The mayor's office of Ciénega did not even have a copy of its Municipal Development Plan (MDP). The governor's office of Magdalena had a balance of \$COP30,000,000,000 (US\$15 million) from SGP funds and a shortfall in the completion of the education indicators established in the MDP.

### ***Activities planned for January – March 2008***

- January – March: Support for the preparation of MDPs and their articulation with Departmental Development Plans (DDPs).
- February 4: Meeting to agree on ICA plan for future audits.
- March: Publication of *Transparencia por Colombia's* Municipal Index.

## **Subcomponent 2.2: Improve public administration and local governance**

During the reporting period, MSI continued its support to the SNS in institutional capacity building through five trainings on the integrated implementation of the Standard Internal Control Model (*Modelo Estándar de Control Interno – MECI*) and Quality Management System (*Sistema de Gestión de la Calidad – SGC*) with 22 participants (14 women, 1 afro-colombian). In addition to the trainings, MSI conducted a progress review on the SNS's planning and implementation of the MECI and SGC systems. As a result of the trainings, implementation strategy and guide provided by MSI, the SNS developed an agency-wide strategic plan, with a focus on citizen participation. The strategic plan was approved by the Superintendent along with a procedures map and a quality guide.

### ***Activities planned for January – March 2008***

- Continuation of technical assistance to SNS on the establishment of internal procedures to integrate MECI and SGC systems.
- January-March: Provide technical assistance to CIMIENTOS municipalities on the preparation of MDPs.
- Signing of MOUs with CIMIENTOS governors and mayors.

### **Subcomponent 2.3: Increase institutional coordination among different governmental levels**

In efforts to increase institutional coordination among the various levels of government, MSI brought together the recently elected governors and mayors in the MSI event held on November 26. Five governors (1 afro-colombian) and 23 mayors (6 afro-colombians, 1 woman) attended the forum. In this activity, MSI presented the CIMIENTOS program and held thematic working group sessions by region in conjunction with 11 national level government representatives from MEN, MPS, CNP, DNP and Acción Social to identify the principal regional problems and potential program activities. MSI also applied a questionnaire to identify demand of each municipal and departmental official in CIMIENTOS activities which served as inputs into development of the 2008 CIMIENTOS work plan.



Meeting with CIMIENTOS newly elected governors and mayors

#### ***Activities planned for January – March 2008***

- January – March: Provide technical assistance to articulate MDPs and DDPs.

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

During the reporting period, MSI completed a series of forums to raise mayoral, gubernatorial and city council candidates' awareness regarding program issues of citizen security, health and education. Two workshops were held during the quarter in coordination with the Colombian National Police's (CNP) Safe Departments and Municipalities Program (*Departamentos y Municipios Seguros – DMS*). On October 2, 87 candidates (12 women, 21 afro-colombians, 1 indigenous) from Acandí, Murindó, Riosucio and Unguía attended the forum in Apartadó. On October 8, 30 candidates and 90 citizens (48 women, 10 indigenous) participated in a forum in Valledupar.

For the local elections on October 28, the Electoral Observation Mission (*Misión de Observación Electoral – MOE*), under a US\$300,000 grant for the project "Electoral Observation with Colombian Civil Society", organized and trained 305 election observers in 18 CIMIENTOS municipalities. The observers, from neutral organizations including NGOs, foundations, universities, town council members, *cabildos*, the media and chambers of commerce, were trained to monitor activity at voting stations to facilitate free and fair elections. Further details of MOE activities have not been reported to MSI.

## **C. Cross-cutting component: Civil Society**

During the reporting period, MSI focused on three key activities: 1) trainings on the USAID *Hagamos Control* methodology for social audits; 2) accountability sessions with communities; and 3) the implementation of Bases projects.

#### ***Citizen Trainings on the Hagamos Control Methodology***

In promotion of social auditing in CIMIENTOS regions, MSI conducted six workshops on the USAID-developed *Hagamos Control Ciudadano* methodology for 168 representatives (67 women, 19 afro-colombians, 12 youths, 5 internally displaced persons – IDPs) of civil society organizations (see Table 1 for a detailed breakdown). These trainings teach leaders how to carry out citizen control of public

management such that communities are in a position to positively influence public service provision. The workshops serve to raise awareness about citizen rights and responsibilities tied to public administration, as well as the need to monitor education and health services. Beneficiaries learn to put into practice the methodology and are trained in project formulation for social audits for potential future program financing. During the sessions, community leaders shared their concerns and obstacles regarding social audits.

**TABLE 1: HAGAMOS CONTROL WORKSHOPS**

Date	Location	Beneficiaries	Counterparts
November 4-5	Valledupar (Cesar)	30 community leaders (21 women, 14 afro-colombians, 2 IDPs <sup>1</sup> , 11 youths)	Women's Network of Cesar and the Youth Network of Cesar (REJUVENSAR)
November 17-18	Ocaña (Norte de Santander)	40 community leaders (13 women)	Chamber of Commerce of Ocaña
November 24-25	Pueblo Bello (Cesar)	21 community leaders (3 women)	Chamber of Commerce of Valledupar
December 13-14	Aracataca (Magdalena)	30 community leaders (14 women, 1 afro-colombian, 3 IDPs, 1 youth)	FUNAUNIBAN
December 17-18	Dibulla (Guajira)	21 community leaders (10 women, 2 afro-colombians)	Chamber of Commerce of Riohacha
December 19-20	San Juan del Cesar (Guajira)	26 community leaders (6 women, 2 afro-colombians)	Chamber of Commerce of Riohacha

Additionally, on December 19, MSI conducted a training of trainers (TOT) workshop on the *Hagamos Control* methodology for 20 public officials (10 women) from the *Superintendencia Delegada Para La Protección del Usuario y la Participación Ciudadana* division of the SNS. This office is responsible for consumer protection throughout Colombia. The objective of the TOT workshops is for the SNS to replicate this training on auditing health services at a national level, with an emphasis on CIMIENTOS regions.

### ***Support to Public Accountability Sessions***

During the reporting period, MSI provided technical and financial assistance to three outgoing mayors in the Catatumbo region to carry out public accountability sessions with their constituents regarding their administration's performance, with an emphasis on education and health, during their terms. On December 14, 63 citizens and 4 municipal public officials (13 women) in La Playa participated in the session financed by MSI. On December 19, MSI provided technical support for a session with 35 citizens, 3 council members and 6 municipal public officials (10 women) in El Carmen. Also on December 19, in Teorama MSI supported a session for 6 municipal public officials, 2 council members and 22 citizens (6 women).

### ***Bases Projects***

In this quarter, MSI commenced the implementation of Bases projects, community-led initiatives for small infrastructure improvement projects. MSI held three community assemblies (*mesas de*

<sup>1</sup> IDP: Internally Displaced Person

*concertación*) in Chocó to identify Bases projects focusing on education. Participants included teachers, parents, student representatives, municipal education secretaries, *Directores de Nucleo* and former students. The three *mesas de concertación* were held on November 27, in Unguía with 6 community members and 1 public official participated (6 women, 7 afro-colombians,); on November 28, in Acandí with 12 citizens and 2 public officials participating (3 women, 14 afro-colombians,); and on November 29 in Carmen del Atrato with 24 citizens, 1 mayor and 1 public official (17 women). Of the three Bases projects identified in these assemblies, two met criteria established in the Bases projects manual.

The first project was a donation of 51 desks and chairs, benefiting 153 students at the Marco Fidel Suarez school and 180 desks to benefit the same number at the *Educativa Corazón de María* school in Carmen del Atrato. Both the mayor's office and the community provided matching funds and in-kind support for the project. Six citizens, representing the education sector, formed an oversight committee and, together with the mayor, school principals and 16 additional community members, received the desks on December 26. The second project, the donation of 300 desks, benefits 300 students from the *Institución Educativa Agrícola* in Unguía. The mayor's office and the community provided in-kind support. An oversight committee was formed with the participation of representatives of the education community. The desks were delivered on December 29.

### **Other Activities**

MSI participated and provided funding for the second and third Coordinating Center for Integral Action (*Centro de Coordinación de Acción Integral – CCAI*) meetings with indigenous leaders in the Sierra Nevada region. The total of 90 participants attending the two events, included indigenous leaders, (*gobernadores de cabildos* and *mamos*), three newly elected governors (Cesar, La Guajira, Magdalena), five newly elected CIMENTOS mayors (Dibulla, San Juan del Cesar, Valledupar, Ciénaga, Fundación), and representatives from USAID, the National Learning System (*Sistema Nacional de Aprendizaje-SENA*), local Coffee Growers Committee (*Comité de Cafeteros*), Colombian Institute for Family Welfare (*Instituto Colombiano de Bienestar Familiar-ICBF*) and NGOs. As a result of these meetings, commitments were made to construct the *pueblo talanquero de Domingueka*. The town will consist of 100 *arhuaca* traditional indigenous homes, an education complex, health center, school cafeteria and improved road infrastructure.

Finally, MSI signed a cooperation agreement with the Ministry of Culture and the Pan-American Development Foundation (PADF) to implement the citizen radio (*radios ciudadanas*) program in the department of Chocó. The agreement will provide for training of at least 50 community leaders on communication and begin the process to utilize radio programs as a strategy to consolidate regional governance.



Meeting with an Arhuaco Tribe in Dibulla

### **Activities planned for January – March 2008**

- Workshops with civil society leaders on social audits using the *Hagamos Control* methodology.
- Support to the development and implementation of social auditing projects in health and education.
- Continued training and support to the TOT group of the SNS on practical exercises on replicating the *Hagamos Control* methodology.
- Promotion of citizen participation in the preparation of MDPs.
- Facilitation of *mesas de concertación* for the identification and implementation of Bases projects.

- January 24-25: Participation in the international seminar “Hacia la construcción de país: desarrollo, policía y territorio en regiones afectadas por el conflicto armado” in Cartagena.

### III. ACTIVITIES AND CONTEXT AT THE REGIONAL LEVEL

#### A. National Level

Under the Public Administration Component, MSI trained 22 SNS officials on the social auditing methodology and 20 SNS officials on MECI and SGC. Also under the Public Administration Component, MSI brought together 28 governmental public officials (newly elected mayors and governors with representatives from national government entities) in a working meeting in Bogotá. Additionally, during the reporting period, 16 auditors from the signatories of the Interagency Control Agreement were trained in accountability and hand-over processes. Table 2 describes the beneficiaries and type of activity provided by MSI at the national level during the reporting period.

**TABLE 2: ACTIVITIES AT THE NATIONAL LEVEL**

Date	Activity	Beneficiaries
October 23	Technical assistance in MECI and SGC	SNS: 1 public official (1 woman)
October 30	Technical assistance in MECI and SGC	SNS: 1 public official (1 woman)
November 1	Technical assistance in MECI and SGC	SNS: 2 public officials (2 women)
November 7	Technical assistance management team	SNS: 16 public officials (8 women, 1 afro-colombian)
November 23	Training in accountability and hand-over processes	PGN and CGR: 16 public officials (8 women)
November 26	CIMIENTOS Program presentation and working groups with elected mayors and governors	28 public officials – 5 governors, 23 mayors (1 woman, 7 afro-colombians,)
November 27	DMS planning session	CNP: 5 public officials (4 women)
December 3	Technical assistance in MECI and SGC	SNS: 2 public officials (2 women)
December 19	Training workshop in citizen oversight	SNS: 20 public officials (10 women)

## B. Bajo and Medio Atrato

During the reporting period, USAID and MSI, in consultation with Acción Social, agreed that regional office for the Bajo and Medio Atrato region, based in Quibdó, will be operated directly by MSI. The previously identified local implementing partner, REDEPAZ, was unable to comply with the requirements to operate the regional office. During December, MSI focused on the selection process for the regional office staff who will begin work in January.

On November 29, four people were killed and 20 people were kidnapped by the FARC in a rural area of Riosucio. On December 10, 14 of those kidnapped were released.

MSI implemented a range of activities with a total of 839 beneficiaries. Activities included candidate awareness session, technical assistance on the handover process, an education workshop, Bases projects, the workshop in Riosucio on the health care system and MOE events and workshops, among others. Table 3 contains the complete list of MSI activities and corresponding beneficiaries in the Bajo and Medio Atrato region during the reporting period.

**TABLE 3: ACTIVITIES IN BAJO AND MEDIO ATRATO**

Date	Activity	Location	Beneficiaries
October 2	Awareness session for candidates with DMS program	Apartadó	87 candidates (12 women, 21 afro-colombians, 1 indigenous)
October 4	MOE training of election observers	Riosucio	15 citizens (4 women)
October 4	MOE transparency pact signing event and dissemination	Carmen de Atrato	TOTAL 19 (5 women): 1 public official, 1 city council member, 12 citizens, 5 candidates
October 10 - 11	Training workshop to health promoters on SNSSS	Riosucio	32 citizens (18 women, 5 afro-colombians, 9 indigenous, 3 youths)
November 13 – 14	Regional hand-over and accountability workshop	Quibdó	TOTAL 38 (8 women, 34 afro-colombians): 35 public officials, 3 mayors
November 27	Technical assistance in hand-over and accountability	Unguía	TOTAL 4 (4 afro-colombians): 3 public officials, 1 mayor
November 27	Bases Project: <i>mesa de concertación</i>	Unguía	TOTAL 7 (6 women, 7 afro-colombians): 6 citizens, 1 public official
November 28	Bases Project: <i>mesa de concertación</i>	Acandí	TOTAL 14 (3 women, 14 afro-colombians): 12 citizens, 2 public officials
November 28	Technical assistance in hand-over and accountability	Acandí	TOTAL 7 (3 women, 7 afro-colombians): 6 citizens, 1 public official
November 29	Bases Project: <i>mesa de concertación</i>	Carmen de Atrato	TOTAL 26 (17 women): 1 public official, 1 mayor, 24 citizens

Date	Activity	Location	Beneficiaries
November 29	Technical assistance in hand-over and accountability	Carmen de Atrato	TOTAL 9 (1 women): 8 public officials, 1 mayor
December 3	Technical assistance in hand-over and accountability	Murindó	TOTAL 22 (5 women, 20 afro-colombians): 8 public officials, 1 mayor, 3 council members, 10 citizens
December 6-7	Workshop on SIMAT, student retention programs in conjunction with MEN	Apartadó	TOTAL 28 (6 women, 24 afro-colombians): 1 public official, 3 mayors, 15 principals, 9 <i>Directores de Núcleo</i> Beneficiary municipalities: Acandí, Bojayá, El Carmen de Atrato, Carmen del Darién, Riosucio, Unguía, Belén de Bajirá
December 26	Bases project: donation of 180 desks to <i>Institución Educativa Corazón de María</i> ; 51 desks to <i>Institución Educativa Marco Fidel Suárez</i>	Carmen de Atrato	231 citizens (children and youths)
December 27	Bases project: donation of 300 desks to <i>Institución Educativa Agrícola</i>	Unguía	300 children

### C. Catatumbo

During the reporting period, MSI continued coordination with the local implementing partner for the CIMIENTOS program in the Catatumbo region, the *Asociación de Municipios de la Provincia de Ocaña Sur del Cesar y Bolívar*. The regional office will open the first week of January.

In the Catatumbo region, MSI activities benefited 523 citizens and public officials. Activities included the departmental *Mesa de Flujo de Recursos* in health with 157 participants, the regional workshop and 13 on-site technical assistance sessions on hand-over and public accountability processes, training workshops for social auditing with 60 community members, among others. Table 4 includes a complete list of the beneficiaries and type of activity provided by MSI in the Catatumbo region during the reporting period.

**TABLE 4: ACTIVITIES IN CATATUMBO**

<b>Date</b>	<b>Activity</b>	<b>Location</b>	<b>Beneficiaries</b>
October 4	<i>Mesa de Flujo de Recursos</i> for Norte de Santander	Cúcuta	TOTAL 157 (89 women): 75 municipal public officials, 6 departmental public officials, 10 mayors, 12 national governmental public officials, 54 citizens
October 8	MOE planning session	Tibú	21 citizens (7 women)
October 11	MOE planning session	Ocaña	12 citizens (4 women)
November 13	Intervention in hand-over and accountability training	Cúcuta	TOTAL 60 (24 women): 49 municipal public officials, 2 departmental public officials, 8 mayors, 1 council
November 13-14	Regional hand-over and accountability workshop	Ocaña	TOTAL 33 (13 women): 27 municipal public officials, 6 mayors
November 14	Training in hand-over and accountability for the newly elected mayor and staff	Ocaña	TOTAL 28 (8 women, 1 indigenous): 27 municipal public officials, 1 mayor
November 17-18	"Hagamos Control" workshop	Ocaña	40 citizens (13 women)
November 28-30	Technical assistance in hand-over and accountability	San Calixto	1 municipal public official
November 28	Technical assistance in hand-over and accountability	Ocaña	3 municipal public officials(2 women)
November 29	Technical assistance in hand-over and accountability	La Playa	1 municipal public official(1 woman)
November 29	Technical assistance in hand-over and accountability	Abrego	4 municipal public officials(1 woman)
November 30	Technical assistance in hand-over and accountability	El Carmen	1 mayor
November 30	Technical assistance in hand-over and accountability	Teorama	2 municipal public officials (1 woman)
December 6	Technical assistance in hand-over and accountability	El Tarra	TOTAL 3 (2 women): 2 municipal public officials, 1 mayor
December 7	Technical assistance in hand-over and accountability	Tibú	16 municipal public officials(5 women)
December 14	Support to public accountability forum	La Playa	TOTAL 71 (13 women): 67 citizens, 4 municipal public officials
December 19	Support to public accountability forum	El Carmen	TOTAL 44 (10 women): 6 municipal public officials, 3 council members, 35 citizens
December 27	Support to public accountability forum	Teorama	TOTAL 30 (6 women): 6 municipal public officials, 2 council members, 22 citizens

## D. Sierra Nevada

MSI continued to work with the identified local implementing partner in the Sierra Nevada region, the Cesar-Guajira and Magdalena *Comités de Cafeteros* to establish the regional office in January.

During the reporting period, MSI implemented activities targeting 541 beneficiaries. Activities included support to public accountability and hand-over processes for 147 beneficiaries, six “*Hagamos Control*” workshops with 149 citizens, participation in the CCAI meetings with indigenous communities, among others. Table 5 contains the beneficiaries and type of activity provided by MSI in the Sierra Nevada region during the reporting period.

The mayor elect of Valledupar expressed his concern regarding the high levels of violence, particularly robberies and murders, during the session with elected officials from the CIMIENTOS regions on November 26. Based on this concern, the mayor elect requested MSI assistance to organize a *Consejo de Seguridad* during the following quarter.

**TABLE 5: ACTIVITIES IN SIERRA NEVADA**

Date	Activity	Location	Beneficiaries
October 5	MOE meeting	Valledupar	16 citizens (6 women)
October 8	Awareness forum for candidates with DMS	Valledupar	TOTAL 120 (48 women, 10 indigenous): 30 candidates, 90 citizens
November 4-5	“ <i>Hagamos Control</i> ” Workshop	Valledupar	30 citizens (21 women, 14 afro-colombians, 2 IDPs, 11 youths)
November 15-16	Regional hand-over and accountability workshop offices	Santa Marta	TOTAL 31 (11 women): 21 municipal public officials, 10 departmental public officials
November 22	Workshop with CCAI contractors for construction of new indigenous towns	Dibulla	TOTAL 24 (5 women, 10 indigenous): 2 departmental public officials, 4 national governmental public officials, 18 citizens
November 22-23	Technical assistance in hand-over and accountability for the Governor's Office of Magdalena	Santa Marta	9 departmental public officials (4 women)
November 25-26	“ <i>Hagamos Control</i> ” Workshop	Pueblo Bello	TOTAL 21 (3 women): 2 council members, 19 citizens
December 5-6	CCAI workshop with indigenous leaders and newly-elected officials for construction of indigenous towns	Dibulla	TOTAL 66 (12 women, 13 indigenous): 1 municipal public official, 4 departmental public officials, 23 national governmental public officials, 4 governors, 4 mayors, 30 citizens
December 5-7	Technical assistance in hand-over and accountability for the mayor's office	Valledupar	TOTAL 66 (21 women, 3 afro-colombians): 47 municipal public officials, 1 mayor, 18 council members

Date	Activity	Location	Beneficiaries
December 6	Technical assistance in hand-over and accountability for the governor's office of Cesar	Valledupar	2 departmental public officials (1 woman)
December 11	Technical assistance in hand-over and accountability	Fundación	4 municipal public officials (2 women)
December 12	Technical assistance in hand-over and accountability	Aracataca	TOTAL 6 (2 women): 5 municipal public officials, 1 mayor
December 13	Technical assistance in hand-over and accountability	Ciénaga	4 municipal public officials
December 13-14	"Hagamos Control" Workshop	Aracataca	30 citizens (14 women, 1 afro-colombian, 3 IDPs, 1 youth)
December 14	Technical assistance in hand-over and accountability for the Governor's Office of Magdalena	Santa Marta	3 departmental public officials
December 17	Technical assistance in hand-over and accountability	Dibulla	13 municipal public officials(6 women)
December 17-18	"Hagamos Control" Workshop	Dibulla	21 citizens (10 women, 2 afro-colombians)
December 17-19	Health workshop with indigenous communities	Valledupar	TOTAL 19: 18 citizens, 1 departmental public official (4 women, 18 indigenous)
December 18	Technical assistance in hand-over and accountability	San Juan del Cesar	7 municipal public officials (3 women)
December 18	Technical assistance in hand-over and accountability for the Governor's Office of La Guajira	Riohacha	2 departmental public officials
December 19-20	"Hagamos Control" Workshop	San Juan del Cesar	26 citizens (6 women, 2 afro-colombians)
December 21	"Hagamos Control" Workshop	Riohacha	21 citizens (8 women)

## IV. INDICATORS MATRIX

The tables below summarize the indicators applicable during the period from October to December 2007, corresponding to the first quarter of fiscal year 2008 (Q1, FY08).

### Acción Social:

Indicator	Progress Q1, FY08
Citizen confidence in democratic institutions in the consolidation zones	Baseline TBD through DIMS
Government agencies strengthened in zones undergoing consolidation	22
Citizen participation initiatives supported in governance consolidation zones	3

### Contract

Indicator	Progress Q1, FY08
# Targeted departments and municipalities where at least one candidate signs a	1 department, 6 municipalities
# Anchor CSO and CSO initiative grants awarded to promote civil society engagement	1 CSO initiative grant awarded
# Targeted departments and municipalities where voter education programs have been	5 departments, 25 municipalities
# Targeted departments and municipalities with public debates among candidates	3 departments, 2 municipalities
# Targeted departments and municipalities implementing hand-over and accountability	4 departments, 18 municipalities
# Small project/oversight grants awarded to promote citizen/government cooperation	2 Bases projects awarded
Dollar amount managed effectively to support logistical costs related to execution of priority aspects of the Interagency Control Agreement (ICA).	\$13,103

## V. CASE STUDY

### The Waves of Transparency in La Playa: USAID support to the government transition process

On December 15, 2007, the outgoing mayor of La Playa, Hugo Armando Arévalo, was satisfied and relieved to be delivering his management reports to the national level government. He was confident the information he reported complied with the national government requirements due to the technical support MSI, through the USAID CIMIENTOS program, provided to him and his team.



Public Accountability Session with Citizens, La Playa

*“The assistance provided by MSI on handover and accountability allowed the definition of a timeline, to clear up doubts about the procedures and facilitated the naming of a Hand-over Commission that organized this important process in the municipality. In short, the process would not have been such a success without the technical assistance from the CIMIENTOS program”*

As their four-year term reached its conclusion, outgoing mayors and governors, along with their staffs, began the processes for compliance with national requirements to bring their administrations to a close. For incoming elected officials to properly take over their functions, they require information from their predecessors on budget expenditures and balances, activities and projects completed or in progress, and ongoing policies. Often in Colombia, this hand-over process fails to achieve full and timely disclosure. This failure to comply with national laws can be attributed in part to the challenges of maintaining transparent and organized information amidst large quantity of confusing and complicated forms and reports. To solve this problem, MSI created a unique and easy-to-use guide, including required forms in simple excel spreadsheets, allowing outgoing administrations to achieve full disclosure of accounts and activities of their term in office.

In La Playa, MSI provided training and technical assistance to Mayor Arévalo, Ana Milena Guerrero, the municipality’s Secretary of Treasury and Health, and the municipal staff responsible for the information reports. In Ana Milena’s opinion, MSI provided the support the municipality government needed to successfully meet national requirements. First MSI helped the administration to conduct an assessment of the municipal processes. It then assisted the local government in the development of the management report. MSI, using the manual it had developed, helped the mayor’s team to comply with information reporting requirements. Finally, they created a schedule detailing the activities that needed to take place to meet hand-over and information reporting deadlines.

*“The assistance provided by MSI on handover and accountability allowed the definition of a timeline, to clear up doubts about the procedures and facilitated the naming of a Hand-over Commission that organized this important process in the municipality. In short, the process would not have been such a success without the technical assistance from the CIMIENTOS program”* says Ana Milena.

MSI’s technical expert noted that the direct assistance provided to the Mayor’s Office of La Playa created a commitment to not only delivering the management reports by the legal deadline, but also to ensure the

information was accurate and of high-quality. This assistance prompted the mayor to conduct a public accountability forum, on December 14, with MSI support to inform his constituents of the results of his term in office..

## ANNEX I:

### RAPID RESPONSE FUND WINDOWS TABLE

Organization Name	Title	Total: US\$ <sup>i</sup>	Total: COP\$	Period	% Implemented
<b>1. Investigation Fund (in support of Interagency Control Agreement-ICA)</b>					
FGN-PGN-CGR	Interagency Control Agreement	\$300,000	\$540,000,000	November 7, 2007 – November 6, 2010	4%
<b>2. Small Community/Municipality-Identified Projects—Bases projects</b>					
<i>Institución Educativa Agrícola de Unguía</i>	Donation of 300 school desks	\$5,000	\$ 9.960.000	December 2007	100%
<i>Institución Educativa Corazón de María and Institución Educativa Marco Fidel Suárez</i>	Donation of 180 school desks	\$5,950	\$11.870.325	December 2007	100%
<b>3. Grants Fund</b>					
Transparencia Por Colombia	Transparency in Municipal Management: analysis and dissemination of corruption risks for strengthening municipalities	\$34,000	\$68,306,000	September 18, 2007 - March 18, 2008	50%
<b>4. Misión de Observación Electoral (MOE)</b>					
Misión de Observación Electoral	Colombian Civil Society Electoral Observation Mission for Departmental and Municipal Elections	\$300,000	\$540,000,000	July 18, 2007 – February 25, 2008	58.45%

<sup>i</sup> The exchange rate used is the official rate on subagreement award date.