



UNITED STATES GOVERNMENT
MEMORANDUM

ACTION MEMORANDUM FOR THE MISSION DIRECTOR

TO: Kenneth C. Ellis, DIR

FROM: Deborah Kennedy-Iraheta, Team Leader, SO2

DK Iraheta

SUBJECT: Results Package "Increased Participation in Strengthened Local Government," under Strategic Objective No. 2, More Inclusive and Effective Democratic Processes in El Salvador

I. ACTION.

You are requested to approve the Results Package, "Increased Participation in Strengthened Local Government," at a funding level of \$11,500,000 for the period 1997-2002. Prior obligations to the activities under this Results Package (RP) total \$6,500,000.

II. BACKGROUND.

The Results Package, "Increased Participation in Strengthened Local Government," under the Strategic Objective (SO) No. 2, More Inclusive and Effective Democratic Processes in El Salvador, which was included in the Mission R4, approved on April 10, 1997, is comprised solely of the activities under the Municipal and Citizen Participation Project No. 519-0388. This Project was approved on September 30, 1993, with an initial authorization of \$4.0 million for a 27-month pilot phase ending December 31, 1995. A Project Paper Amendment was signed on January 26, 1996 providing a four-year extension of the grant to the Government of El Salvador and the Corporation of Municipalities of the Republic of El Salvador (COMURES). With this Amendment, the life-of-project level was increased from \$4.0 million to \$11.5 million, and the PACD extended to December 31, 1999.

III. DISCUSSION.

- » Results Package Activities and its contribution to the Intermediate Result and Results Framework:

The activities under this RP will enhance the participation of the Salvadoran populace in the local democratic process and will improve the capacity of the municipalities to respond to the

needs of their constituents. The Municipal Development and Citizen Participation Project fully supports this RP and consists of three major components/objectives: 1) Policy Reform and Formulation: to support and encourage the GOES in its efforts to promote decentralization and the creation of more autonomous and representative municipal governments, through support for legislative and policy reforms; 2) Municipal Strengthening: to support the technical, financial, and managerial needs of municipalities to improve their current operations and thereby allow them to assume new responsibilities resulting from decentralization policies; and 3) Local Democratic Development: to increase public participation in decision-making through local democratic institutions and procedures in an environment of increasing municipal autonomy. Currently, fourteen municipalities have been selected and are receiving intensive technical assistance under the Project; new "target" municipalities are also being identified. New activities have not been planned under this Results Package during the period 1997-2002, even though activities in civil society participation will be increased.

The Democratic Strategic Objective No. 2, More Inclusive and Effective Democratic Processes in El Salvador, will be achieved through five intermediate results (IR). One of those intermediate results is "Increased Participation in Strengthened Local Government." To help achieve this IR, USAID encourages broad-based representation at open municipal town meetings, increased participation in municipal decision-making, and improved local government resource management. Training is being offered in administration and strategic planning for mayors and municipal council members, and for local community groups to enable them to accept increased responsibilities. To strengthen local governments and increase citizen participation, USAID focuses on three separate efforts: development of a credible, consistent policy, shared by national and local leaders, for effective democratic local governance; expanding the quality of municipal services through efforts to improve municipal finances; and encouraging effective grassroots participation in municipal decision-making.

» How Results will be Measured and Reported to the Mission:

The progress of the RP against its results will be measured by periodic monitoring against baseline data. The baseline data of the Project consists of the information gathered in the diagnostic studies carried out in each of the selected municipalities before Project assistance is provided. Performance will be monitored during the life of the RP by repeating selected questions of the diagnostic study, on an annual basis, in a rapid appraisal-type assessment. In addition, a Plan for Performance Monitoring and Evaluation (PM&E) is being developed for the complete Democracy Strategic Objective, and will be systematized and institutionalized within the SO.

» Conditions Precedent/Covenants:

Project Conditionality. Standard conditions regarding the provision of a legal opinion to USAID that the Project Agreement has been properly executed (ratified), and that its terms

are valid undertakings of the Government of El Salvador, were included in the Grant Agreement Amendment.

Covenants. Project Agreement Amendment No. 4 includes a revised and comprehensive list of covenants, many of which require ample coordination between the Parties. Please refer to the Amended Agreement for these covenants.

IV. MISSION REVIEW.

Two major Mission Reviews have taken place to date to discuss the Municipal Development and Citizen Participation Project, the activities of which entirely comprise the "Increased Participation in Strengthened Local Government" Results Package. The first review was held when the Project was approved in September 1993, and the second when the Project Paper was amended, on January 26, 1996.

A Project Design Committee (PDC) was formed to develop and discuss both the original Project and its Amendment. The major issues which arose from discussions of the Project Paper Amendment included: 1) the large scope of the initial phase (the 39 municipalities of the Departments of Usulután and Sonsonate); 2) the need to re-examine the former End-of-Project-Status (EOPS) indicators included in the Grant Agreement, based on Project reality; 3) the status of the pilot Project's policy agenda and other conditionality; 4) the need to integrate the governance and participation activities into the Municipal Development Program; and 5) the need to reschedule the evaluation of the pilot phase, originally scheduled for November 1995, due to delays in Project start-up activities and late arrival of the institutional contractor.

In response to the issues mentioned above, the PDC determined the need to: 1) reduce the number of selected municipalities in which the technical assistance will be concentrated. As a result, and based on the criteria established in the Grant Agreement, seven municipalities were selected and approved; 2) review the results established to reflect the Project's current activities and policy environment; 3) review the Project's policy agenda to make it consistent with the changed reality, and identify other initiatives in support of both increasing municipal autonomy and strengthening municipalities financially; and 4) reschedule the pilot phase formal evaluation. The pilot phase evaluation was completed in August 1996. The participatory methodology of conducting this evaluation was very important in the outcome of the analysis. Results of the evaluation involved both general and specific component recommendations, which were discussed in depth with Mission Senior and other staff, counterparts, and the institutional contractor. The majority of the findings encountered by the evaluation team in the analysis of the pilot phase have been addressed and are reflected in this Results Package.

Based on the above, and due to the fact that this RP does not represent any change, nor does it contemplate new activities in FYs 1997 or 1998, the Strategic Development Office and the Strategic Objective No. 2 Team believe there is no need to conduct a formal review of this

Results Package document at this time.

» Congressional Notifications:

A Congressional Notification of the Municipal Development Project No. 519-0388, expired on August 19, 1993.

A Congressional Notification for the Project Paper Amendment was not required. A Technical Notification was requested on January 11, 1996 and expired without comments on January 26, 1996.

V. AUTHORITY.

Under Delegation of Authority dated April 17, 1996 (ADS 103) you have the authority to amend existing Project, Program, and other Agreements and take other actions necessary to make the transition to the new ADS Managing for Results system, as long as these actions do not present significant policy issues, require issuance of waivers that may only be approved by the Administrator or Assistant Administrator. None of these constraints apply to this request.

VI. RECOMMENDATION.

That you approve the Results Package "Increased Participation in Strengthened Local Government" at a funding level not to exceed \$11,500,000, for the period 1997 through 2002; under the Strategic Objective No.2, More Inclusive and Effective Democratic Processes in El Salvador.

APPROVED: Kenneth P. Ellis

DISAPPROVED: _____

DATE: 23 June, 1997

Attachment: Results Package "Increased Participation in Strengthened Local Government"

Drafted by: NVelásquez-Castro de Mata, SDO; and RP Team Members (in draft) 5/20/97

Cleared by:	THawk, SO2 (in draft)	Date: 5/27/97
	CThompson, SO2(in draft)	Date: 5/28/97
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	PKranstover, SDO <u>PK</u>	Date: 6-9-97
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STRATEGIC OBJECTIVE No. 2
MORE INCLUSIVE AND EFFECTIVE DEMOCRATIC PROCESSES
IN EL SALVADOR

RESULTS PACKAGE
INCREASED PARTICIPATION IN STRENGTHENED
LOCAL GOVERNMENT

RESULTS PACKAGE
INCREASED PARTICIPATION IN STRENGTHENED LOCAL GOVERNMENT

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LIST OF ACRONYMS AND TERMINOLOGY

ADS	Automated Directive Systems
AM	Activity Manager
ANDA	Administration of Water and Sewage
CAPS	Central American Peace Scholarships
COMURES	The Corporation of Municipalities of the Republic of El Salvador
COP	Chief of Party
CSP	Customer Service Plan
DOA	Delegation of Authority
D/COP	Deputy Chief of Party
FIAES	Initiative Fund for the Americas El Salvador
FIS	Social Investment Fund
FISDL	Social Investment Fund for Local Development in El Salvador
FY	Fiscal Year
GOES	Government of El Salvador
GTD	Global Training for Development
GTZ	German Technical Cooperation
HCD	Human Capacity Development
ICMA	International City Managers Association
IDB	Interamerican Development Bank
IR	Intermediate Results
ISAM	Instituto Salvadoreño de Administración Municipal
ISDEM	The Salvadoran Institute for Municipal Development
KSA	Knowledge, Skills & Attitudes
LEPPI	Local Environment Planning Initiatives
LG	Local Government
M/OP/Wash	Bureau for Management/Office of Procurement
MEA	Municipalities in Action
MIREX	Minister of Foreign Relations
MSO	Mission Strategic Objective
NGO	Non-governmental Institutions
PACD	Project Assistance Completion Date
PADF-NGO	Pan American Development Foundation
PM&E	Plan for Performance Monitoring and Evaluation
PROCAFE	Fundación Salvadoreña para la Investigación del Café
RF	Results Framework
RP	Results Package
RPT	Results Package Team
R4	Results Review Results Request
RTI	Research Triangle Institute
SAFIMU	Integrated Financial Management System
SDO	Strategic Development Office
SO	Strategic Objective

SO2 More Inclusive and Effective Democratic Processes
SO3 Sustainable Improvements in Health of Women and Children
SO4 Increased Use of Environmentally Sound Practices in Selected Fragile Areas
SRN National Reconstruction Secretariat.
Sub-IR Sub Intermediate Results
TA Technical Assistant
TO Target of Opportunities
US PVO United States Private Volunteer Organization
UNDP United Nations Development Program
UNICEF United Nations Children Foundation
USAID Agency for International Development
USAID-G-CAP USAID-Guatemala - Central American Program

Strategic Objective
MORE INCLUSIVE AND EFFECTIVE DEMOCRATIC PROCESSES

Results Package
INCREASED PARTICIPATION IN STRENGTHENED LOCAL GOVERNMENTS

I. INTRODUCTION

This Results Package (RP) document outlines the basic structure and implementation mechanisms for the activities which comprise the "Increased Participation in Strengthened Local Governments" Results Package. This RP supports Strategic Objective No. 2, *More Inclusive and Effective Democratic Processes*.

As stated in the Agency's 1996 Performance Report, "to build and sustain democracy, a state sector must perform effectively and efficiently, respect ethical standards, consult broadly to ascertain and respond to citizen interests, act in a transparent and open manner, and achieve an appropriate balance of power, authority, and responsibility, and autonomy among the various levels of action -- state, local, and individual." The focus of the activities described herein is on enabling local government to meet these standards for performance, participation and transparency, while assuming a greater share of the state's responsibility for meeting citizen needs. By their nature, municipal authorities are closer to and more likely than the central government to be sensitive to problems of citizens and are thus more able to determine which services will have the greatest direct impact on citizens' needs. Municipal authorities can also contribute to the effective operation of a democratic system by providing for more democratic decision making through the involvement of community actors, by providing greater access to officials and allowing redress of grievances, and by serving as advocates on behalf of their citizens seeking programs and/or assistance from the central government.

II. PROBLEM STATEMENT

El Salvador's centralized system of government gives citizens little control over the decisions which affect their lives. At the same time, the fiscal constraints limiting the central government's ability to meet the rising financial requirements of the country for basic public services, the evident lack of efficiency on the part of ministries and other agencies to deliver services in adequate quantity or quality, and a weak human resource base pose a considerable obstacle to development as well as a threat to the consolidation of democracy. A growing number of Salvadorans, although perhaps still a minority, would argue that decentralization is the best option to meeting the citizenry's needs. In fact, the current administration's five year development plan (1994-1999) includes as one of its objectives to "promote local socio-economic development, so as to achieve the decentralization of the sources of production of the country and achieve development in as much harmony as possible throughout the nation."

In achieving the "right balance" in responsibility and autonomy between the national and local governments, however, El Salvador must address the problem that **municipal governments lack the legal and policy framework, technical skills, and financial means to play a broader role in the country's democratic development, and the citizens of El Salvador lack the experience with democratic processes to allow them to meaningfully participate in local decision-making.**

There are several constraints to achieving the level of decentralization, municipal autonomy and participation envisioned by Salvadorans and USAID.¹ These include:

1. *Legislative and Policy Framework:* The lack of a locally-administered property tax remains a major constraint to municipal autonomy and increased locally-generated revenues. The municipal Code contains some contradictions and duplications in the authorities given to municipal and central government agencies, and the decentralization of public services will require legislative changes and will affect many central government agencies. Finally, the winner-take-all system of forming town councils limits the active participation of a broader spectrum of the population in local decision-making.
2. *Financial:* Although revenue from local sources has increased, the present potential to generate local revenue is grossly underutilized. Compounding this is a lack of resources to set up systems for accurately assessing or effectively collecting taxes, fees or service charges, and a lack of incentives to seek payment from delinquent debtors. Consequently, arrearage in payments on fees, fines, local taxes and other charges are very large. Passage of a property tax could provide a large percentage of municipal revenue, and would be more "predictable" than the current central government transfers which vary from year to year.
3. *Human Resource Constraints:* Both the average citizen and municipal officials lack experience in more participatory processes, and there are few established channels or mechanisms through which the public can participate in self-government and decision making. Few community organizations or associations exist to involve themselves in the overall aspects of local governance. Lastly, with the exception of the departmental capitals, most municipalities have weak and limited municipal staffs. As a result, the vast majority of municipalities have no coherent plan for development, low levels of management skills and little established technical ability to expand or direct service provision.
4. *Institutional:* Institutional constraints are centered in the two principal organizations charged with supporting municipalities, COMURES and ISDEM. COMURES, despite considerable growth, continues to lack trained legal personnel and the advocacy skills required to advance the municipal policy agenda. ISDEM, on the

¹ For a fuller analysis of constraints, see the 519-0388 Project Paper, pp. 15-21.

other hand, continues to suffer from a paternalistic attitude which influences the planning and programming of activities in a directive way, rather than in response to municipal requests. The FISDL, given its mandate to promote local development, is becoming an increasingly important actor. However, institutionally it suffers from many of the same constraints as ISDEM.

5. *Attitudinal:* The legacy of the long history of a paternalistic central government and continuing centralism/paternalism of political parties influences the behavior of municipal officers and employees, and the lack of trust/confidence creates apathy/estrangement and affects the way in which citizens express their needs.

III. RELATIONSHIP TO USAID/EL SALVADOR STRATEGY

The USAID/El Salvador Mission Strategy for the period 1997-2002 states that: "Local government is potentially an excellent vehicle for improving public sector accountability. A constraint to more active local government, however, is the continued centralization of budget functions, planning and decision-making at the national level. There is also a generalized lack of technical and administrative capability at the local level which prevents the efficient provision of local services. Decentralization of traditional functions of government combined with strengthened administrative capability at the local level will give municipalities the means to identify problems and solve them with the participation of the affected community. Local-level public infrastructure can then be channelled through municipal governments where it will benefit from community input and have its greatest impact."

A. Support to Strategic Objective No. 2: More Inclusive and Effective Democratic Processes in El Salvador.

The Civil Society Addendum to the 1997-2002 USAID/El Salvador Strategy restates the Strategic Objective (SO) No. 2 as "More Inclusive and Effective Democratic Processes." The terms "inclusive" and "effective" imply a two-way commitment between citizens and governing institutions; that is, institutions should respond to the needs of the citizens just as citizens should assume responsibility for making their needs/opinions known to these institutions, whether through participation in policy dialogue, as watchdogs in assuring appropriate political behavior, or through other democratic means. Along with greater institutional capacity in the public sector, a more responsible and engaged citizenry -- a strong civil society -- is a necessary element in securing more inclusive and effective democratic processes.

As laid out in the Mission Strategy, this RP includes civil society programs as well as institutional reforms. Improving the inclusiveness and effectiveness of government at the local level is an essential element in building a sustainable democracy in El Salvador. This

RP seeks to increase the participation of the Salvadoran populace in the local democratic process and to improve the capacity of the municipalities to respond to the needs of their constituents. Lower-level results will help strengthen local government and citizen participation: development of a credible, consistent policy, shared by national and local leaders, for effective, democratic local governance; expanding the quality of municipal services through efforts to improve municipal finances; and encouraging effective grassroots participation in municipal decision-making. Activities that support the above mentioned results include the strengthening of community organizations to work with local government to meet articulated needs, technical assistance to improve municipal financial and administrative capabilities, and support for the development of a municipal policy agenda. Target municipalities under this RP reflect the general criteria for selecting municipalities established in the Mission's Poverty Focus Area, even though seven municipalities were selected before the Poverty Focus Strategy was approved. Efforts to help in the decentralization of water are consistent with the GOES Modernization of the State Plan.

B. Relationship to Strategic Objective No. 3: Sustainable Improvements in Health of Women and Children Achieved.

There are intensive internal discussions to develop an approach that will coordinate water and sanitation activities of the various Mission SOs. Presently, better coordination is occurring between SO2 and SO3 regarding potable water activities. Future activities to be jointly funded are also being considered. SO3 will have a positive impact on the achievement of this IR creating and strengthening participation mechanisms through its requirement of the communities and its support to them, to develop the Community Water Boards and Community Health Committees, and also the substantial women's participation as members and leaders. On the other hand, the improvement of the municipal services that includes potable water will contribute to the achievement of the SO3 indicators.

C. Relationship to Cross-Cutting Strategic Objective No. 4, Increased Access to Clean Water

This RP will also support the recently approved cross-cutting Strategic Objective No. 4, Increased Access to Clean Water. SO4 Intermediate Result, Sustainable Water Delivery Systems, focuses on the need for improved and sustainable distribution systems, whether wells, hand-operated water pumps or municipal water distribution systems. Achieving this IR entails improving infrastructure, and developing maintenance and cost-recovery systems. Under this RP, USAID is working with selected municipalities to strengthen their capacity to deliver water to their communities. This includes the construction of water systems, strengthening of management capacity and implementation of meter-based cost-recovery systems.

IV. ANALYTICAL/CONSULTATIONS PROCESS

Since October 1995, USAID Missions and offices, as part of Agency reengineering, started the process of customer service planning, participatory mechanisms, and teamwork. As a result, SO2 Extended Team members, customers, contractors, partners, stakeholders and other donors developed a series of sessions to discuss and comment on the SO2 Results Framework, and particularly this RP. Three stages can be clearly defined in this consultation process:

1. Outside consultations were held with representatives from the Central and Local Government, Non-Governmental Organizations, and International Donors.
2. Consultation with the stakeholders. This RP was developed with input from several exercises with controlled focus groups to consult with the stakeholders. These exercises were carried out in different cities in the country.
3. The Mission Directors Office and the Strategic Objective Office (SDO) acted together with USAID/Washington in the consultation and advisory process in the area of Democracy.

The process of consultation of this RP resulted in the identification of six sub-intermediate results (sub-IRs) in three separate areas: Policy Reform, Institutional Strengthening, and Civic Participation. Later, these sub-IRs were adjusted and combined into four sub-IRs. The consultative process and surveying will remain as an on-going activity to coordinate RP efforts and to serve as a liaison with external members. Section VII below describes how this consultation process will be continued. This RP has several partners. The GTZ/PROMUDE is a mirror image of the USAID program and in several municipalities we are working side by side. This partnership has existed for ten years and continues to be strong. GTZ and USAID have embarked jointly on an ambitious Municipal Integrated Financial Management System which, if successful and replicated, will impact all municipalities and will provide local governments the tools necessary to control costs, prepare better budgets and to provide meaningful reports to citizens. Other partners include UNICEF, UNDP, Spanish Government and various NGOs. The types of coordination include specific infrastructure for projects, training of municipal employees, and participation activities. The Local Government Results Package maintains these relationships to ensure coordination and to enhance impact, and will constantly be looking for more opportunities to find new partners. Section III above describes how activities under this RP relate to other USAID/El Salvador SOs, other USAID initiatives, and other donors efforts.

Critical Assumptions/Risks: Within the execution of the activities of this RP, there are several critical assumptions that need to be taken into account:

1. That participating local governments have a genuine commitment to changing the way they govern (i.e., to modernize their municipality and open up decision-making to broader citizen participation), and that project momentum can be sustained despite changes in local government authorities as a result of the electoral process.
2. That economic conditions in participating municipalities will improve such that municipal efforts to increase locally generated revenues and cover costs of services are within the economic means of the populations served.
3. That the reformed Social Investment Fund for Local Development is genuinely committed to facilitating local development and will work more collaboratively with municipal authorities to these mutually held goals.

V. SUMMARY OF ACTIVITIES/EXPECTED RESULTS.

The Increased Participation in Strengthened Local Government Results Package is comprised solely by activities of the Municipal Development and Citizen Participation Project No. 519-0388. To assist the municipal governments in El Salvador to overcome the constraints mentioned in Section II, Problem Statement, above, this Project was approved on September 30, 1993, at the level of \$15.0 million for a six-year period with an initial authorization of \$4.0 million, a 27-month pilot phase and a Project Assistance Completion Date (PACD) of December 31, 1995. A Project Paper Amendment of the Municipal Development and Citizen Participation Project was signed on January 26, 1996 providing for a four year extension of the grant to the Government of El Salvador. The life-of-project level was then increased from \$4.0 million to \$11.5 million and the PACD extended to December 31, 1999. At this time, the citizen participation component of the Project was expanded as a result of the Mission's decision to fold its planned Participation and Governance Project into this Project in order to focus civic participation activities at the lower level and integrate them with municipal development activities.

The specific purpose of the Municipal Development and Citizen Participation Project is to enhance the participation of the Salvadoran populace in the local democratic process and to improve the capacity of local governments to respond to constituents in selected municipalities. Activities developed under the Project are grouped into three inter-related components: The *First Component, Policy Reform and Formulation*, supports and facilitates GOES decentralization and the transfer of responsibility and authority to the municipal level by addressing legislative and policy constraints. It will also address the need for an improved enabling framework for the organization and functioning of local NGOs. The *Second Component, Municipal Strengthening*, supports the technical, financial and managerial strengthening of selected municipalities to improve their current operations and to assume new responsibilities resulting from decentralization policies. The *Third Component, Local Democratic Development*, helps increasing public participation in decision-making through

local democratic institutions and procedures in an environment of increasing municipal autonomy. This will become self-re-enforcing as increased participation and improved municipal operating capacities will generate a demand for additional responsibility and autonomy, requiring the Project to support additional devolution to the municipal level. As mentioned above, this Third Component was modified and expanded to assure simultaneous Project efforts with both local governments and civil society organizations to improve communication, effective interaction and joint decision-making. All three components have important trans-sectoral implications. During the Pilot Phase, the Project worked intensively in 7 municipalities. For the extension period, the Project would continue working intensively in approximately 7 new municipalities, up to a minimum of 15 municipalities through the end of the period. Municipalities already selected and receiving assistance under the Project are:

Current Selected Municipalities*

Sonsonate	Usulután	Santa Ana	San Salvador	Cuscatlán	La Paz
Sonsonate	Usulután	Texistepeque	Nejapa	El Carmen	Olocuilta
San Julián	Puerto El Triunfo	El Porvenir		Cojutepeque	
Acajutla**	Ereguayquín**				
	Mercedes Umaña				
	Jiquilisco				

* Currently the number of municipalities selected is: 14. In the future, additional municipalities will be selected up to a minimum of 15 municipalities.

** USAID is in the process of replacing these municipalities due to obstacles to Project implementation and lack of commitment from public officials.

An additional mechanism for the identification of activities eligible to be financed under the Project is called targets of opportunity. Examples of targets of opportunity are specified in the Project Paper Amendment and include: technical assistance, training, and limited cost commodities to those municipalities that assume the responsibility for the provision of water systems; specific experimental efforts in individual municipalities to incorporate environmental sanitation issues; technical assistance and limited cost commodities to CDAs to provide an organized departmental response to central government decentralization activities, serve as an advocate of municipal concerns and assist in the identification and resolution of problems common to the municipalities they represent. Targets of opportunity may be identified for activities that could be outside the selected municipalities .

Activities mentioned above and grouped into the three inter-related components of the

Municipal Development and Citizen Participation Project, will help to achieve the higher level Intermediate Result, *Increased Participation in Strengthened Local Government*. As a condition, however, USAID has identified four Sub-intermediate Results, that jointly will cause achievement of the higher level IR. The following is a description of how project activities are orchestrated to help accomplish the Sub-IRs and then, subsequently, the IR:

A. Sub-Intermediate Result 3.1: Policy for more effective democratic local government shared by national and local leaders.

Activities that will help achieve this sub-IR include assistance in the institutional strengthening of COMURES to more effectively lobby on behalf of the municipal sector in areas related to decentralization and municipal development. That effort has been handicapped to date by lack of public policy analysis capability within the COMURES organizational structure. Lack of such capability makes it difficult to develop a coherent role for municipal governments in national development. This also makes COMURES reactive and takes away from efforts better spent on developing and lobbying for a comprehensive series of policies on behalf of the local government.

COMURES will receive technical assistance through a data bank specialist who will help to organize available information on decentralization and municipal development in a user friendly fashion. The creation of this data bank will provide the basic information upon which to base policy proposals. In addition, two policy experts will organize a policy analysis unit. This unit will help COMURES' top leadership to develop a strategic vision for municipal development and decentralization and will produce policy proposals based on that vision.

B. Sub Intermediate Result 3.2: Expanded and improved quality of services.

As a method for the promotion of a "More Inclusive and Effective Democratic Process in El Salvador", the expansion and improvement of municipal services will serve as a direct line in successfully reaching the strategic objective. The Project is assisting the local government in this area by giving financial, administrative and technical support in order to augment its ability to improve the quality of life of its citizens. On the other end, the Project will also be preparing the local citizenry in taking ownership over their local government and in turn taking part in the improvement of their own quality of living by helping to organize participatory groups and training community leaders in the promotion of a local agenda. This two way promotion of democratic processes provides an interdependent relationship between the local government and its citizenry providing fertile ground for building sustainable democracies.

In order to expand and improve the quality of services, the Project will give technical assistance in three basic but very broad areas. In order to offer sustainable and efficient municipal services, it is necessary to concentrate on improving their financial management

and administration. Technical assistance will be given in this area to help municipal administration generate income through improved billing and debt collection systems, cadastre registries, capital investment based budgeting and accounting systems. An Integrated Financial Management program called SAFIMU is being written through joint efforts of GTZ, ISDEM, and USAID in order to improve municipal accountability and financial systems.

Secondly, it is important to improve the coverage and efficiency of services to increase customer satisfaction. Technical assistance from Project engineers and architects will be given in order to improve the efficiency and coverage of municipal services. For example, water systems are expanded and improved by adding water sources to the system, expanding distribution lines to cover population growth and replacing old inefficient lines. The technical assistance is available for all current municipal services and for the execution of new projects designed to improve or introduce new services.

C. Sub Intermediate Result 3.3: Stronger grassroots participation and organizational skills

Finally, technical assistance will be offered in the area of civic participation. Civic participation is the most important Component of the Project and is not exclusive but plays an active role in municipal finances, administration and services. Consultants will be working side by side with municipal employees in the training of community leaders and the formation of community action groups of municipal committees. Training will be given in such areas as community leadership, the formation and organization of community groups, how to hold meetings, the municipal code, working with government officials to promote a local agenda, and many other aspects of civic participation and democratic processes.

D. Sub-Intermediate Result 3.4: More effective, participatory municipal decision-making

In the past, the degree of local development achieved in the 262 municipalities of El Salvador has either been influenced by interested groups of local citizens, as a political ploy of the ruling party, or both. Occasionally, a national program in the health sector will build a regional hospital in secondary municipalities or construct potable water system in small rural towns; in the education sector a nationwide rural school construction program, will build school rooms in outlying villages.

The common denominator in all the above has been the lack of participation in the decision-making process, therefore, no sense of ownership has been present in these efforts. The MEA program proved that the resources managed by the local authorities "are more effective and less expensive" in the implementation of infrastructure projects while at the same time satisfying community felt needs.

To build on the advances made under the MEA program, this Sub-IR supports a participatory local development plan working as a facilitator to bring local government and key local leaders broadly representative of all community sectors (civil society leadership) together. The Sub-IR will assist in the development of a "local agenda" and subsequently assist in linking this agenda with national and international technical assistance and funding resources.

VI. FEASIBILITY ANALYSES

The Project design of this activity was based on extensive study of the constraints to municipal development in El Salvador. USAID commissioned more than a dozen technical reports to collect and analyze data on municipal development and decentralization in El Salvador. The results and recommendations of the studies were shared with the GOES and as a result, a Grant Agreement was signed with the GOES and COMURES on September 30, 1993. Three studies were critical to the design of the Project: (1) Recommendations for Improving Municipal Capabilities in El Salvador under the Municipal Development Project - ICMA; (2) El Salvador Property Tax Study - RTI; and (3) Considerations for Increasing Participation in Local Democratic Government in El Salvador" - Seligson and Córdova.² The Project Paper also included a Technical Analysis, Institutional Analysis, Beneficiary and Social Soundness Analysis, and the Economic Analysis.

A mid-term evaluation of the Project was conducted in August, 1996, and its findings and recommendations were incorporated into the Project. Moreover, USAID/El Salvador has recently completed a Democracy Sector Assessment (Management Systems International), which places El Salvador in the very early stages of democratic consolidation, or transition to a mature, sustainable democracy. The report also states that USAID, GTZ, and other donors have made significant efforts to increase the managerial and financial capability of local governments, but the diffusion of these successes to other municipalities is a continuing need.

A list of studies and analyses utilized to support the technical design of the Project is provided in Annex E of this document.

VII. CUSTOMER SERVICE PLAN

The purpose of SO2 Customer Service Plan (CSP) is to identify and engage the participation of our customers, partners and stakeholders in planning, implementation, and evaluation of our programs, and to develop an ongoing and collaborative relationship with them. SO2 has identified its customers as Salvadoran citizens, with emphasis on women, youth and low income communities, who traditionally have not participated in public policy and decision-

² See pages 48 and 49 of the Municipal Development and Citizen Participation Project Paper .

making; who have not had adequate access to services; or who have not had adequate protection under the law. SO2 "intermediate customers" are those citizens who are elected, appointed or otherwise serve as representatives of our customers; they are so-named because much of our assistance will be focused on improving their skills, resources and capacity, as a means of meeting our customers' needs.

The CSP will serve as a mechanism to obtain information needed for: a) making constructive changes in the execution of the activity; b) for reporting on results; c) for allocating resources; d) for learning what is important to customers and how the activity is delivering its services; e) to get early detection of problems in order to take timely - and less costly - remedial actions. Furthermore, through the CSP, USAID will share its Local Governance activity with external audiences, aiming for the development of a sense of ownership by partners and customers, essential for a successful and sustainable development activity.

To be able to identify any changes in our customers' needs and monitor how well our activity is meeting these needs the following mechanisms, as a minimum, will be used. Moreover, to the extent resources and time permit, information would be gathered from several sources and/or methods for cross-verification.

1. Diagnostics conducted under this RP in each of the municipalities in which the Municipal Development and Citizen Participation Project works. Questions under made to local officials and community leaders what they considered to be the poorest services provided by the municipality, what most needed attention in their community, etc.
2. Open town meetings and community meeting with the citizens and local civic groups to learn about their needs.
3. Visits to municipalities by RP Team members, SO2 Team members, other USAID staff, and institutional contractor to continually updating our information about customers' needs and satisfaction with services. A series of focus groups or rapid appraisals to generate feedback from direct users of each of the systems/services we are working to reform.
4. CID/Gallup Polls, USIS Public Opinion Polls, frequent public opinion surveys, independent technical evaluations and focus groups/rapid appraisals.
5. Seligson/Córdova Study - El Salvador: de la Guerra a la Paz, una Cultura Política en Transición. This detailed study is based on a national survey Mitchell Seligson and Ricardo Córdova carried out in February 1995. It covers public opinion on elections, local government, support for the Salvadoran system of government and tolerance, among other issues, and provides interesting analyses of the results. This study is an important customer survey document for SO2's program.

VIII. HUMAN CAPACITY DEVELOPMENT NEEDS

The Human Capacity Development (HCD) activities for this RP are envisioned to support sustainable development and contribute to the achievement of the expected results for the five IRs (Annex F shows the HCD Plan for SO₂.) Training will be provided to both sets of actors, the local government (including elected officials and staff working at the municipality) and the community leaders, with emphasis on women and youth. Thus, training will support the strengthening of the local government and will increase the capabilities of the municipal and local leaders to effectively interact in a participatory process.

Training provided to customers/partners of the RP will incorporate the Change Agent Concept (leadership, training of trainers, empowerment, communication skills); it will also include critical mass approach, group dynamics, and aspects of knowledge, skills, and attitudes (KSA). Training activities for large groups will be conducted in El Salvador; training/observational visits for smaller groups will be coordinated in-country, third country, or the United States. Training mechanisms to be utilized are through: a) non-Governmental Organizations (NGO's,) b) local counterparts, c) local training providers, d) institutional contractors, e) Global Training for Development (GTD) contractors, f) centrally funded training mechanisms, and g) other.

The RP has identified the following as areas for which short-term training can be provided for local government officials and for community leaders:

1. For local government officials and staff members: Leadership, strategic planning, advocacy skills/techniques, financial and administrative management, ethics, effective meetings, conflict resolution, participatory processes, communication skills/techniques, team work.
2. For community leaders: Leadership, project design and implementation, ethics, effective meetings, conflict resolution, participatory processes, communication skills/techniques, team work, empowerment, group facilitation.

Training needs assessments will be conducted to identify other needs for training, type of training (academic or technical) and length of training (short or long-term.)

IX. IMPLEMENTATION/MANAGEMENT PLAN

Implementation of the activities included in this RP area will be guided by several basic principles:

1. Assistance provided directly to any specific municipality will be based on the mayor and town council having the **political will and commitment to change the way it governs.**

Special emphasis will be given to working with municipalities within USAID's overall rural poverty focus.

2. USAID will work in **partnership with local agencies** to achieve mutually held goals/objectives. The Technical Committee, composed of COMURES, ISDEM, USAID, GTZ and institutional contractor, will provide overall direction for activities; in the case of assistance to individual municipalities, letter agreements and/or memoranda of understanding will be negotiated with target municipalities which set forth mutually agreed upon goals, responsibilities of the municipalities, and the scope and role of USAID/RTI advisory and technical support.
3. The activity methodology will emphasize **empowerment of communities and local authorities** and thus, enhance prospects for sustainability. For example, the local agenda process will help enhance community organization, advocacy and monitoring skills.
4. **Team work:** The results package team leader will have overall responsibility for management, but will actively engage the other members of the RP team in project management, delegating responsibility for specific activities to other team members in accordance with the division of roles outlined in the team charter. Greater emphasis will be placed in the management of our partner and institutional contractor relationships on results management, as opposed to management of inputs and outputs.
5. The RP team will maximize **coordination with other donors** and other USAID results packages/SOs, to achieve greater synergy and avoid duplication.

The USAID staff devoted full time to management of this results package include the RP Team Leader/Municipal Development Advisor, a senior Project Management Specialist/Engineer, a project management assistant, and a secretary. Other SO team members also contribute to activity management, primarily the senior financial analyst who provides oversight for the multi-donor initiative to develop improved, more transparent management of municipal finances, the project development specialist who provides assistance in RP planning, evaluation and compliance with USAID regulations, and the negotiator who handles all contract and grant matters. Professionals and support staff are either contracted directly by the Mission under PSC mechanism and paid for from the RP resources, or are direct hire positions and paid for from the Mission Operating Expenses Account.

To assist the RP team in implementation, USAID has contracted with the US Company, Research Triangle Institute (RTI) to provide specialized expertise on municipal development and participation (for further details, please refer to the scope of work contained in Contract 519-0388-C-00-4106.) RTI contracts US and Salvadoran staff to carry out the technical assistance activities that have been planned to achieve the RP results. Additionally, some of

RTI activities, such as cadasters and diagnostics, will be of a short-term nature and will be accomplished through sub-contracts with local contractors. Other short-term activities in the area of policy reform, municipal strengthening or participation will be carried out using local consultants. RTI will also provide grants to local NGOs to work in municipalities in support of the achievement of the results, especially in the area of participation. Selection of recipients of these grants will be accomplished through a joint process which includes USAID, RTI and other counterparts (as appropriate). Once awarded, RTI will be responsible for technical, administrative and financial oversight of the grants.

Over the course of Fiscal Year 98, USAID/El Salvador strategy will be to move toward implementation of this activity by indigenous organizations. These organizations will be asked to provide proposals which reflect at least partial payment from the local government for technical assistance service rendered. During this period, the role of the institutional contractor will be to support the indigenous organizations with short-term technical assistance and overall management of the grants and sub-contracts. The rationale for this change is that it will have a greater chance for sustainability. First, the organization will develop local expertise and local governments will become accustomed to paying for technical assistance services they receive. This should in the future years reduce cost and allow greater coverage. Beginning in Fiscal Year 97, SO2 Team will provide the leadership in the policy reform component. The institutional contractor will mainly provide short-term technical assistance and logistical support for this component.

Financing for the activities carried out by RTI will be through reimbursement for eligible costs incurred by the contractor. Payments are made to the contractor upon submission of duly executed invoices approved by USAID in accordance with the procedures established in the contract. Audits and inspections of funds managed by the contractor are subject to regulations established in the contract and are coordinated by the AID/W Office of Procurement.

Additionally, the RTI technical assistance activities are complemented by support to COMURES and ISDEM. This support is provided through a US non-PSC advisor contracted and paid for directly by USAID/El Salvador, to help strengthen the strategic planning and implementation capabilities of these institutions. Also, to complement the activities programmed under the RP and thus achieve the results, the GOES will provide counterpart financing to support implementation. This counterpart financing originates from the GOES ordinary and extraordinary budgets as discussed below in the Financial Plan Section of this document. The ordinary budget counterpart contribution supports the ISDEM and COMURES operations while the extraordinary budget counterpart contribution will finance training, infrastructure and commodities under the responsibility of FISDL.

X. FINANCIAL PLAN

USAID funding for the Municipal Development and Citizen Participation Project was originally approved in September of 1993. Project activities initiated through a 2-year pilot phase for \$4.0 million. The Project Paper Amendment approved in January of 1996 authorized an additional amount of \$7.5 million. This authorization brought the total USAID contribution to \$11.5 and completion date of December 31, 1999. The counterpart contribution for the pilot phase was planned at \$1,630,000. For the extension period, the counterpart contribution was increased by \$7,728,000 bringing the total LOP counterpart funding to \$9,358,000. Counterpart is provided by the GOES to cover the personnel, logistical and other operating expenses of ISDEM and COMURES as well as to finance training, infrastructure and commodities under FISDL Program.

Financial requirements have been estimated on Tables 1 through 4 as follows. Table 1 shows an analysis of cumulative obligations through FY 96 (\$6.5 million), the available pipeline as of that date (\$2.821 million), and additional obligations for FY 97 through FY 2002 (\$11.5 million). Table 2 shows the annual estimate of these obligations through FY 2002. Thus, and as shown by table 3, a total of \$14.321 million (\$2.821 million of pipeline plus \$11.5 million of new obligations) will be expended beginning with FY 97 and continuing through FY 2002. Table 3 also shows the estimated costs associated with USAID management of the RP as well as the GOES contribution. USAID management costs have been separated by those charged to the RP budget and those charged to the OE budget. Table 4 analyzes the USAID costs associated with the management of the RP for FY 97. These costs have been divided into three categories. First, costs allocated to the RP activities because, part of USAID staff time will be dedicated to direct involvement in those activities (\$107,500 for FY 97). These costs have been included as part of Sub-IR costs shown on Table 3. Second, costs allocated to RP management. These costs are related to the USAID staff time spent on management of the RP only and are estimated at \$92,500 for FY 97. Third, costs allocated to OE budget estimated at \$95,700 for FY 97.

<i>Source of Funding</i>	<i>Authorized Amount</i>	<i>Obligated Thru FY96</i>	<i>Expended Thru FY96</i>	<i>Available Pipeline End FY96</i>	<i>Estimated Requirements FY97-FY02</i>	<i>Obligations Required FY97-FY02</i>
<i>USAID Contribution</i>	11,500.00	6,500.00	3,679.00	2,821.00	14,321.00	11,500.00
<i>GOES Contribution</i>	9,358.00	9,358.00	2,719.00	6,639.00	6,639.00	0.00
<i>NGO's Contribution *</i>						
TOTAL	20,858.00	15,858.00	6,398.00	9,460.00	20,960.00	11,500.00

* To be determined

<i>Source of Funding</i>	<i>FY97</i>	<i>FY98</i>	<i>FY99</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>TOTAL</i>
<i>USAID Contribution</i>	1,900.00	2,500.00	2,500.00	2,000.00	1,700.00	900.00	11,500.00

<i>Cost Item</i>	<i>FY97</i>	<i>FY98</i>	<i>FY99</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>TOTAL</i>
<i>Sub IR No.1</i>	855.00	930.00	940.00	680.00	613.00	538.00	4,556.00
<i>Sub IR No.2</i>	900.00	950.00	950.00	700.00	680.00	600.00	4,780.00
<i>Sub IR No.3</i>	780.00	896.00	891.00	586.00	580.50	425.00	4,158.50
<i>Total Cost of RP Activities</i>	2,535.00	2,776.00	2,781.00	1,966.00	1,873.50	1,563.00	13,494.50
<i>USAID Mgmt. Costs Charged to RP</i>	92.50	96.50	101.50	106.50	112.00	117.50	626.50
<i>Monitoring/Evaluation</i>	0.00	0.00	0.00	50.00	0.00	50.00	100.00
<i>Audit</i>	0.00	20.00	20.00	20.00	20.00	20.00	100.00
<i>Total Costs Charged to RP Budget</i>	2,627.50	2,892.50	2,902.50	2,142.50	2,005.50	1,750.50	14,321.00
<i>USAID Mgmt. Costs Charged to OE</i>	95.70	60.00	63.00	66.00	69.50	73.00	427.20
<i>Total USAID Cost</i>	2,723.20	2,952.50	2,965.50	2,208.50	2,075.00	1,823.50	14,748.20
<i>GOES Contribution</i>	1,229.70	1,331.90	1,336.50	993.30	931.40	816.30	6,639.00
<i>NGO's Contribution *</i>							
<i>TOTAL RP Cost</i>	3,952.90	4,284.40	4,302.00	3,201.80	3,006.40	2,639.80	21,387.20
<i>End of FY Pipeline</i>	2,093.50	1,701.00	1,298.50	1,156.00	850.50	0.00	

* To be determined

Table 4
Analysis of USAID Management Costs

USAID Organization Unit	Employee Type	% of Time Allocated	Source of Funding		Total Cost Allocated to: (In US\$ Dollars)		
			RP	OE	RP Activities	RP Management	OE
SO2	US-DH	20		X			30,000
SO2	US-DH	5		X			7,500
SO2	US-PSC	100	X		62,500	62,500	
SO2	FSN-DH	100		X			38,500
SO2	FSN-PSC	100	X		10,000	10,000	
SO2	FSN-PSC	100	X			20,000	
SO2	FSN-PSC	100	X		35,000		
SDO	FSN-DH	20		X			8,200
CONT	FSN-DH	20		X			8,700
CONT	FSN-DH	5		X			1,500
OCG	FSN-PSC	10		X			1,300
TOTAL		575			107,500	92,500	95,700.00

OE: Operating Expenses

RP: Results Package

For the purpose of this RP, sustainability is defined as an environment in which the central and local government policies favor local generation and management of resources and in which the local government and citizens work together to bring about the needed development. In order to achieve this objective, USAID, through RTI, will work with a number of local NGOs which will provide technical assistance to selected communities and local governments to support their local development efforts. Later, the municipalities will be able to contract with these NGOs in order to satisfy their technical assistance and training needs similar to FUNDEMUN in Honduras. Based on the above definition, it is expected that with the technical assistance and human capacity development activities as well as the involvement of institutions such as ISDEM and COMURES, the selected municipalities will have reached a stage at which they can continue with the process on their own.

XI. PERFORMANCE MONITORING PLAN

The Intermediate Result, *Increased Participation in Strengthened Local Governments*, reflects the belief that the best schoolroom for democracy is the municipality. The implementation of this RP will contribute to the achievement of the above mentioned IR.

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The progress of this RP will be measured by periodic monitoring against baseline data and formal Project evaluations, if required. The Project baseline data consists of the information gathered in the **diagnostic studies** carried out in each of the selected municipalities before Project assistance is provided. Performance will be monitored during the life of the RP by repeating selected questions of the diagnostic study on an **annual basis** in a rapid appraisal type of assessment in each municipality with municipal officials as the target group; and by carrying out **participatory evaluations bi-annually** to gather opinions from municipality residents and key GOES officials important to the municipal development process (the latter instrument is more amenable to gathering this kind of information and is likely to yield unanticipated, but important additional impact information).

The 1994 CID/Gallup poll on cabildos abiertos, the Seligson Six Nations Study on Municipal Development (October 1994), and the Seligson/Córdova study on Democratic Values in El Salvador (El Salvador: De la Guerra a la Paz, una Cultura Política en Transición) (1995) also provide baseline data, although at a national level, against which Project performance can be compared. The diagnostic studies to be carried out may include some questions borrowed directly from these national studies in order to be able to make direct comparison against national results. (The thesis from the 1995 Seligson/Córdova study was that to the degree citizens are satisfied with local government services, they support the "system" (i.e., democratic institutions) at the national level. Therefore, if we can report increasing satisfaction with municipal services in the assisted municipalities, we can make the claim -- based on the Seligson/Córdova hypothesis -- that the Project has helped to strengthen support for democratic institutions in El Salvador).

Moreover, a Plan for Performance Monitoring and Evaluation (PM&E) is being developed for the Democracy SO2 and will be systematized and institutionalized within the SO. This Plan includes, but is not limited to: the formation of a PM&E cross-cutting team and its functions, material on integrating gender issues in the PM&E, an illustrative calendar and budget for PM&E through FY 2002, tables of the indicators used for management purposes, techniques for working with contractors and counterparts to collect and report data, guidelines for reviewing and revising indicators, and an explanation of how to supervise an evaluation. In addition, the Plan will include M&E costs, time frames for achieving results, mechanisms for obtaining M&E information and will describe how results will be measure. In addition to the end-of-pilot phase evaluation carried out in August 1996, performance of this RP will also be measured through another evaluation, if required, to be carried out just before May 2002. These evaluations, to be contracted directly by USAID, will look at IR performance against established indicators, as well as any other impacts, intended or otherwise, produced by the RP.

The following charts show the indicators and their targets for this RP included in the Mission R4 for FY 1996-1999, approved on April 10, 1997, that will be measured on an annual/biennial basis:

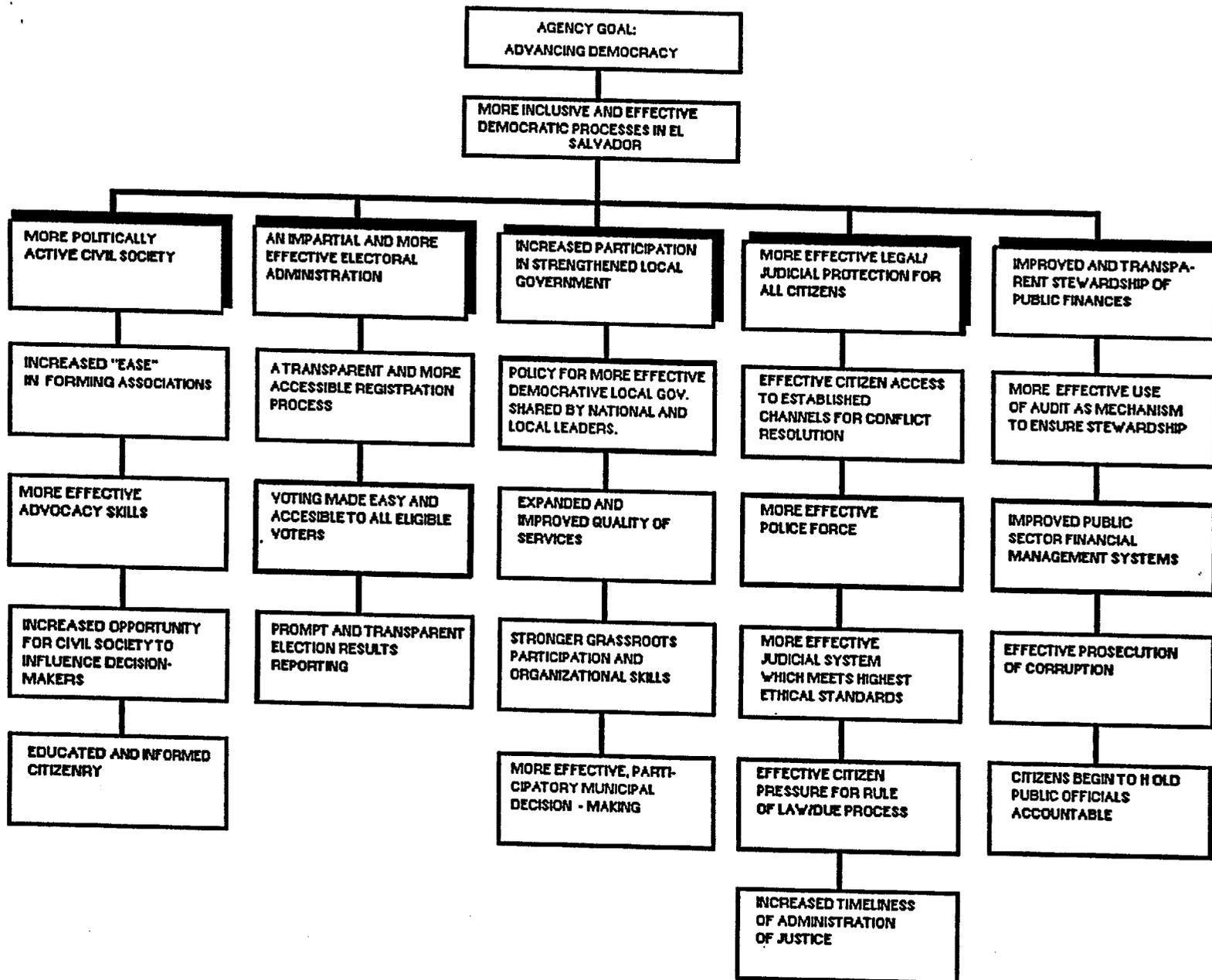
STRATEGIC OBJECTIVE 2: More Inclusive & Effective Democratic Processes			
APPROVED: 4/10/97 COUNTRY/ORGANIZATION: USAID/EI Salvador			
RESULT NAME: 2 More inclusive & effective democratic practices			
INDICATOR: Status of reforms to: a) electoral; b) legal/judicial; and c) local development and participation processes.			
<p>UNIT OF MEASURE: Significant, Moderate, Little, or No progress. (cumulative measure)</p> <p>SOURCE: Qualitative assessment to be carried out annually with members from the SO Extended Team.</p> <p>INDICATOR DESCRIPTION: In each of the three areas, a listing of the key reform goals, drawn primarily from the Peace Accords, has been developed, as well as an expected timetable for compliance/execution of key stages.</p> <p>COMMENTS: By the year 2002, continued, sustainable progress is expected in all areas. The Democracy Sector Assessment has been used to establish the baseline data.</p>	YEAR	PLANNED a) b) c)	ACTUAL a) b) c)
	1996 (B)		N M L
	1997	L M L	
	1998	M M M	
	1999	M M M	
	2000	M S M	
	2001	M S S	
	2002 (T)	S S S	

STRATEGIC OBJECTIVE 2: More Inclusive & Effective Democratic Processes			
APPROVED: 4/10/97 COUNTRY/ORGANIZATION: USAID/EI Salvador			
RESULT NAME: 2 More Inclusive & Effective Democratic Processes			
INDICATOR: Behavioral changes which demonstrate democratic values and attitudes taking root in a) the general population and b) the political elite/system operators			
<p>UNIT OF MEASURE: Frequency behavior is practiced: Always, Frequently, on Occasion, Rarely, Never</p> <p>SOURCE: Qualitative assessment to be carried out biennially with Extended Team using stratified random sample survey data and focus group data.</p> <p>INDICATOR DESCRIPTION: USAID's program is focussing on promoting specific behavioral changes in our target population, which are conditioned by the responsiveness/openness of public officials to these behaviors.</p> <p>COMMENTS: Baseline data were established using information drawn from responses to the question "have you solicited assistance or presented a petition to the mayor or member of the municipal council during the past 12 months," which was included in a 1994 and 1995 national survey. In both years, only 12% of respondents answered yes (which we equate to rarely). Future surveys will include a wider range of questions. No data are yet available for political elite/system operators.</p>	YEAR	PLANNED a) b)	ACTUAL a) b)
	1995 (B)		R
	1997 (B)		
	1998	O R	
	2000	F O	
	2002 (T)	F F	

ANNEXES

Annex A

Results Framework



Annex B

Assistance Checklist

"USAID Statutory Checklists will be prepared for all new activities supporting this results package. These statutory checklists will be incorporated in the Activity Documents prepared during the design of each new activity. All current ongoing activities supporting this results package have complied with such checklist requirements."

Annex C

Congressional Notifications

The first Congressional Notification of the Municipal Development Project No. 519-0388, expired on August 19, 1993.

A Congressional Notification for the Project Amendment was not required. A Technical Notification was requested on January 11, 1996 and expired without comments on January 26, 1996.

UNCLAS AIDAC SECSTATE 33635

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INFO: EXEC-0

DISTRIBUTION: AID
CHARGE: AID

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Action Due:	2/23
Subject:	
Action Taken:	NAN
Date:	2/22
Initials:	96

USAID/SAN SALVADOR	
No.	00354
C+R	
Date:	21 FEB 1996

AIDAC

E.O. 12958: N/A

TAGS:
SUBJECT: CONGRESSIONAL NOTIFICATION ALERT

Info:	PROC	ODI
DIR	EU	PRO
DIR	ECON	TRD
RLA	CONF	HRD
EXO	SDO	RUD
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1. THE FOLLOWING CONGRESSIONAL NOTIFICATION HAS EXPIRED WITHOUT OBJECTION ON FEBRUARY 19, 1996. OBLIGATION MAY BE INCURRED WHEN FUNDS BECOME AVAILABLE.

- 519-0362 COFFEE TECHNOLOGY TRANSFER - DOLS 1,000,000 DAF
- 519-0387 SMALL ENTERPRISES SUPPORT - DOLS 700,000 DAF
- 519-0388 MUNICIPAL DEVELOPMENT AND CITIZEN PARTICIPATION - DOLS 2,750,000 DAF
- 519-0394 PEACE AND NATIONAL RECOVERY - DOLS 1,000,000 ESF.

CHRISTOPHER
BT
#3635

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"DISCHARGED DOCUMENTS"

DATE: 26 FEB 1996

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② BINDER 0388

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Date: 22 FEB 1996
Nm: 28 33

**AGENCY FOR INTERNATIONAL DEVELOPMENT
ACTIVITY WORKSHEET**

BEST AVAILABLE COPY

AM: El Salvador

CP 81-05 (4-85)

Local Development		FUNDING SOURCE Development Assistance (DAF) and Economic Support Funds (ESF)	PROPOSED OBLIGATION (in thousands of dollars)		
519-0388 <input checked="" type="checkbox"/> LOAN <input type="checkbox"/>	NEW <input checked="" type="checkbox"/> CONTINUING <input type="checkbox"/>	PRIOR REFERENCE FY 93 CP, p. 616	FY 1993 3,500	LIFE OF PROJECT (Anch.) 15,000	
			INITIAL OBLIGATION FY 1993	ESTIMATED FINAL OBLIGATION FY 1995	ESTIMATED COMPLETION DATE OF PROJECT FY 1998

To enhance the participation of the Salvadoran populace in the local decision-making process and to improve the capacity of municipalities to respond to the needs of their constituents.

Background: Through a process of decentralization and municipal development, the Government of El Salvador (GOES) is seeking a more effective way to meet an increasing demand for basic services. Ministries and other central agencies cannot provide services in adequate quantity or quality, especially in areas outside the capital city. The GOES sees decentralization of budget and decision authority to the country's 262 municipal governments as its best option to meet the basic needs of the citizenry. Through the Municipalities in Action (MIA) program, which has actively promoted democratic participation at the local government level, USAID has laid the foundation for such a strategy.

Description: The project will consist of three mutually reinforcing components which deal with policy reform, municipal strengthening, and civic education. First, the project will help municipalities and GOES agencies to affect legislative alternatives to devolve control of resources and processes to the local level. Second, the project will strengthen municipalities to respond effectively to the needs of their constituents. Fifteen municipalities will be selected for intensive assistance while developing a program for the dissemination of benefits and dissemination of lessons learned to the country's other municipalities. The third component will fund citizen education about and involvement in the democratic processes of local government.

Justification: The legal and policy reforms to be supported through this project will enhance municipal governments' abilities to provide essential public services on a sustainable basis. By the end of the project, municipal governments will be able to provide for a wider range of services, more self-sufficient, and more responsive to citizen needs.

Relationship to A.I.D. Strategy: The project supports A.I.D.'s economic assistance strategy for Central America by strengthening elected municipal governments through devolution of authority and control over human and financial resources,

thereby providing opportunities for citizens to participate in and more directly influence the development process. The project directly contributes to the Mission's strategic objective of Enduring Democratic Institutions and Practices.

Host Country and Other Donors: The GOES post-war national reconstruction plan assigns a significant role to local participation and decentralization of decision-making. The project's support for municipal governments will advance that policy and contribute to national reconciliation. The German Development Assistance Agency (GIZ) will assist the Salvadoran Institute for Municipal Development (ISDM) to enable them to respond more effectively to the training requirements of the municipalities. UNICEF will assist selected municipalities to provide improved services and basic infrastructure in education, health, and municipal administration. No other major donor is presently involved in municipal development, although the IDB is expressing increased interest.

Beneficiaries: The project will directly benefit 700,000 persons who live in the 15 municipalities which will receive intensive assistance. The population of all Salvadoran municipalities will benefit from a more participatory, efficient, and responsive local government system.

Major Outputs: (1) Legal reforms to devolve decision-making and resource management to the local level enacted; (2) Improved municipal ability to generate revenues for development purposes; (3) Municipal governments providing more effective delivery of public services; (4) Strengthened mayors' associations; (5) Citizens actively participating in municipal decision-making; and (6) Citizens educated about rights and responsibilities in local government.

USAID-Financed inputs:

	Life of Project (U.S. \$000)
Technical Assistance	
Training	10,500
Commodities	1,500
Project Management, Evaluation, Audit	500
Total	2,500
	15,000

U.S. FINANCING (in thousands of dollars)

	Obligations	Expenditures	Unliquidated
September 30, 1991	0	0	0
Fiscal Year 1992	0	0	0
Through September 30, 1992	0	0	0
		Future Year Obligations	Estimated Total Cost

PRINCIPAL CONTRACTORS OR AGENCIES
COMURES (Salvadoran Professional Association Mayors)

UNCLAS

AIDAC

SAN SALVADOR 07372

PMJ

ORIGIN: AID-1
INFO: CPO-0 ECON-0 EXEC-0

DISTRIBUTION: AID
CHARGE: AID
APPROVED: A/DIR:JLOVAAS
DRAFTED: PRJ:MBIDUS
CLEARED: 1.A/PRJ:RWHERRY, 2.DPP:CSTEELE, 3.IRD:MSCOTT,

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Date:

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FM AMEMBASSY SAN SALVADOR
TO SECSTATE WASHDC 5752
BT
UNCLAS SECTION 01 OF 02 SAN SALVADOR 007372

AIDAC

FOR JWALL, LAC/DR

E.O. 12356: N/A
SUBJECT: MUNICIPAL DEVELOPMENT PROJECT 519-0388

1. THIS CABLE TRANSMITS THE TEXT OF THE CONGRESSIONAL NOTIFICATION FOR THE MUNICIPAL DEVELOPMENT PROJECT. USAID INTENDS TO OBLIGATE THIS PROJECT IN EARLY SEPTEMBER. WE APPRECIATE LAC/DR ASSISTANCE IN EXPEDITING THE PROCESSING OF THIS CN.

2. ADVICE OF PROGRAM CHANGE

COUNTRY:
PROJECT TITLE:
PROJECT NUMBER:
FY 93 CP REFERENCE:
APPROPRIATION CATEGORY:
LIFE OF PROJECT FUNDING:
INTENDED FY OBLIGATION:

EL SALVADOR
MUNICIPAL DEVELOPMENT
519-0388
P. 614
DA AND ESF
DA: DOLS 14,000,000 (G)
ESF: DOLS 1,000,000 (G)
DA: DOLS 3,000,000
ESF: DOLS 500,000

A.I.D. INTENDS TO OBLIGATE DOLS 3,000,000 IN DA AND 500,000 IN ESF FUNDS IN FY 1993 FOR THE MUNICIPAL DEVELOPMENT PROJECT, 519-0388. THE GOAL OF THE PROJECT IS TO SUPPORT THE DEVELOPMENT OF A STABLE DEMOCRATIC SOCIETY IN EL SALVADOR. THE PURPOSE OF THE PROJECT IS TO ENHANCE THE PARTICIPATION OF THE SALVADORAN POPULACE IN THE LOCAL DEMOCRATIC PROCESS AND TO IMPROVE THE CAPACITY OF THE MUNICIPALITIES TO RESPOND TO THE NEEDS OF THEIR CONSTITUENTS.

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3. ACTIVITY DATA SHEET

A. PROJECT PURPOSE: TO ENHANCE THE PARTICIPATION OF THE SALVADORAN POPULACE IN THE LOCAL DEMOCRATIC PROCESS AND TO IMPROVE THE CAPACITY OF MUNICIPALITIES TO RESPOND TO THE NEEDS OF THEIR CONSTITUENTS.

B. BACKGROUND: TWO CRITICAL CHALLENGES TO POST-WAR EL SALVADOR ARE IMPROVEMENT IN THE QUALITY OF LIFE OF THE AVERAGE CITIZEN AND GREATLY INCREASED OPPORTUNITIES FOR PEOPLE TO PARTICIPATE IN DECISIONS ON GOVERNMENT ACTIONS WHICH AFFECT THEIR LIVES. THESE CHALLENGES MUST BE CONFRONTED IF POLITICAL STABILITY IS TO BE MAINTAINED AND SOME OF THE BASIC SOCIAL AND POLITICAL CAUSES OF EL SALVADOR'S 12-YEAR CIVIL WAR ARE TO BE ELIMINATED. THROUGH A PROCESS OF DECENTRALIZATION AND MUNICIPAL DEVELOPMENT, EL SALVADOR IS SEEKING A MORE EFFECTIVE WAY TO MEET THE INCREASING DEMAND FOR BASIC SERVICES WHICH ARE CRITICAL FOR A MINIMALLY ACCEPTABLE QUALITY OF LIFE. FISCAL CONSTRAINTS LIMIT THE CENTRAL GOVERNMENT'S ABILITY TO MEET THE RISING FINANCIAL REQUIREMENTS OF THE COUNTRY FOR BASIC PUBLIC SERVICES. MINISTRIES AND OTHER CENTRAL AGENCIES ARE NOT RESPONSIVE TO COMMUNITY NEEDS, ESPECIALLY IN AREAS OUTSIDE THE CAPITAL CITY -- I.E. THEY CANNOT DELIVER SERVICES IN ADEQUATE QUANTITY OR QUALITY. CITIZENS LACK CONFIDENCE IN GOVERNMENT AND HAVE LITTLE OPPORTUNITY TO PARTICIPATE IN DECISION-MAKING, AND GOVERNMENT IS NOT DIRECTLY ACCOUNTABLE TO THESE CITIZENS. THE GOES SEES DECENTRALIZATION OF BUDGET AND DECISION AUTHORITY TO THE COUNTRY'S 262 MUNICIPAL GOVERNMENTS AS ITS BEST OPTION TO INCREASE THE PARTICIPATION AND MEET THE BASIC NEEDS OF ITS CITIZENRY. THROUGH THE MUNICIPALITIES IN ACTION (MEA) PROGRAM, WHICH HAS SUCCESSFULLY PROMOTED DEMOCRATIC PARTICIPATION AT THE LOCAL GOVERNMENT LEVEL, USAID HAS HELPED TO LAY THE FOUNDATION FOR DECENTRALIZATION AND MUNICIPAL DEVELOPMENT.

C. PROJECT DESCRIPTION: THE MUNICIPAL DEVELOPMENT PROJECT BUILDS ON THE MOMENTUM OF GOES EFFORTS IN DECENTRALIZATION AS WELL AS THE EXPERIENCE AND GROUNDWORK LAID BY ELECTED LOCAL GOVERNMENTS THROUGH THE MEA PROGRAM. THE PROJECT WILL CONSIST OF THREE MUTUALLY REINFORCING COMPONENTS WHICH DEAL WITH POLICY REFORM, MUNICIPAL STRENGTHENING, AND CIVIC EDUCATION. FIRST, PROJECT-FUNDED ASSISTANCE WILL HELP MUNICIPALITIES AND GOES AGENCIES TO AFFECT POLICY AND LEGISLATIVE ALTERNATIVES TO DEVOLVE CONTROL OF RESOURCES AND PROCESSES TO THE LOCAL LEVEL. SECOND, PROJECT-FUNDED ASSISTANCE WILL STRENGTHEN MUNICIPALITIES TO MORE EFFECTIVELY RESPOND TO THE NEEDS OF THEIR CONSTITUENTS. THE PROJECT WILL TARGET 15 MUNICIPALITIES FOR INTENSIVE

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ASSISTANCE WHILE DEVELOPING A PROGRAM FOR THE DEMONSTRATION OF BENEFITS AND DISSEMINATION OF LESSONS LEARNED TO THE COUNTRY'S OTHER MUNICIPALITIES. IN THE THIRD COMPONENT, THE PROJECT WILL FUND CITIZEN EDUCATION ABOUT, AND PROMOTE INVOLVEMENT IN, THE DEMOCRATIC PROCESSES OF LOCAL GOVERNMENT.

D. SUSTAINABILITY: THE LEGAL AND POLICY REFORMS TO BE SUPPORTED THROUGH THIS PROJECT AND THE POLICY DIALOGUE SURROUNDING THE PROJECT WILL INCREASE MUNICIPAL GOVERNMENTS' ABILITIES TO PROVIDE ESSENTIAL PUBLIC SERVICES ON A SUSTAINABLE BASIS. BY THE END OF THE PROJECT, MUNICIPAL GOVERNMENTS WILL BE RESPONSIBLE FOR A

WIDER RANGE OF SERVICES, MORE SELF-SUFFICIENT (BOTH PROGRAMMATICALLY AND FINANCIALLY), AND MORE RESPONSIVE TO CITIZENS NEEDS.

E. RELATIONSHIP TO A.I.D. STRATEGY: THE MUNICIPAL DEVELOPMENT PROJECT SUPPORTS A.I.D.'S ECONOMIC ASSISTANCE STRATEGY FOR CENTRAL AMERICA BY STRENGTHENING ELECTED MUNICIPAL GOVERNMENTS THROUGH DECENTRALIZATION OF AUTHORITY AND CONTROL OVER HUMAN AND FINANCIAL RESOURCES THEREBY PROVIDING OPPORTUNITIES FOR CITIZENS TO PARTICIPATE IN, AND MORE DIRECTLY INFLUENCE, THE DEVELOPMENT PROCESS. THE PROJECT DIRECTLY CONTRIBUTES TO THE MISSION'S STRATEGIC OBJECTIVE, ENDURING DEMOCRATIC INSTITUTIONS AND PRACTICES.

F. HOST COUNTRY AND OTHER DONORS: THE GOES POST-WAR NATIONAL RECONSTRUCTION PLAN ASSIGNS A SIGNIFICANT ROLE TO LOCAL PARTICIPATION AND DECENTRALIZATION OF DECISION-MAKING. THE PROJECT'S SUPPORT FOR MUNICIPAL GOVERNMENTS WILL ADVANCE THAT POLICY AND CONTRIBUTE TO NATIONAL RECONCILIATION. THE GERMAN DEVELOPMENT ASSISTANCE AGENCY (GTZ) WILL BE ASSISTING THE SALVADORAN INSTITUTE FOR MUNICIPAL DEVELOPMENT (ISDEM) TO ENABLE THEM TO RESPOND MORE EFFECTIVELY TO THE TRAINING REQUIREMENTS OF THE MUNICIPALITIES. UNICEF WILL BE ASSISTING SELECTED MUNICIPALITIES TO PROVIDE IMPROVED SERVICES AND BASIC INFRASTRUCTURE IN EDUCATION, HEALTH, AND MUNICIPAL ADMINISTRATION. NO OTHER MAJOR DONOR IS PRESENTLY INVOLVED IN MUNICIPAL DEVELOPMENT, ALTHOUGH THE IBRD IS EXPRESSING INCREASED INTEREST.

G. BENEFICIARIES: THE PROJECT WILL DIRECTLY BENEFIT 700,000 PERSONS WHO LIVE IN THE MUNICIPALITIES WHICH WILL RECEIVE INTENSIVE ASSISTANCE. THE POPULATION OF ALL THE MUNICIPALITIES IN EL SALVADOR WILL BENEFIT BY A MORE PARTICIPATORY, ACCOUNTABLE, AND RESPONSIVE LOCAL

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SAN SALVADOR 07372

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GOVERNMENT SYSTEM ACHIEVED THROUGH: POLICY REFORMS DESIGNED TO DEVOLVE AUTHORITY AND AUTONOMY TO THE MUNICIPAL GOVERNMENTS; A PUBLIC AWARENESS PROGRAM DESIGNED TO EDUCATE CITIZENS ABOUT THEIR RIGHTS AND RESPONSIBILITIES IN A DEMOCRATIC MUNICIPAL GOVERNMENT; AND A STRENGTHENED MAYORS' ASSOCIATION WITH THE CAPACITY TO ASSIST ALL MUNICIPALITIES BASED ON THE EXPERIENCE OF THOSE MUNICIPALITIES RECEIVING INTENSIVE ASSISTANCE.

H. MAJOR OUTPUTS: (1) LEGAL REFORMS TO DEVOLVE DECISION-MAKING AND RESOURCE MANAGEMENT TO THE LOCAL LEVEL ENACTED; (2) IMPROVED MUNICIPAL ABILITY TO GENERATE REVENUES FOR DEVELOPMENT PURPOSES; (3) MUNICIPAL GOVERNMENTS PROVIDING MORE EFFECTIVE DELIVERY OF PUBLIC SERVICES; (4) STRENGTHENED MAYORS' ASSOCIATION; (5) CITIZENS ACTIVELY PARTICIPATING IN MUNICIPAL DECISION-MAKING; AND (6) CITIZENS EDUCATED ABOUT RIGHTS AND RESPONSIBILITIES IN LOCAL GOVERNMENT.

I. A.I.D.-FINANCED INPUTS:	LIFE OF PROJECT DOLS (000)
TECHNICAL ASSISTANCE	10,500
TRAINING	1,500
COMMODITIES	500
PROJECT MANAGEMENT, EVALUATION, AUDIT	2,500
- TOTAL	15,000

J. PRINCIPAL IMPLEMENTING AGENCY: CORPORATION OF MUNICIPALITIES OF THE REPUBLIC OF EL SALVADOR (COMURES).
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#7372

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Annex D

Initial Environmental Examination



Agency for International Development
United States of America A.I.D.
c/o American Embassy
San Salvador, El Salvador, C.A.

So4 -- Environment Office

INITIAL ENVIRONMENTAL EXAMINATION

Activity Location: El Salvador

Strategic Objective Title: SO#2 More Inclusive and Effective Democratic Processes in El Salvador

Results Package Title: RP#3 Increased Participation in Strengthened Local Government

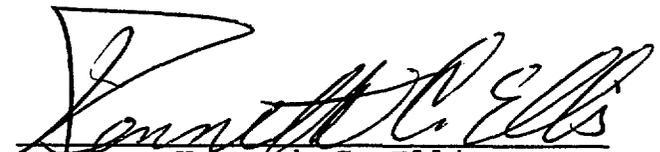
Results Package IEE Prepared BY: Peter H. Gore
Environmental Officer
USAID/El Salvador

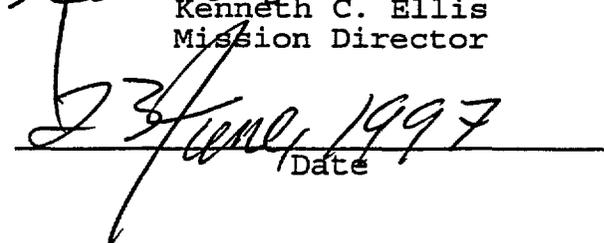
Recommended Threshold Decision: Categorical Exclusion

Mission Threshold Decision: Concur with Recommendation

Date Prepared: May 8, 1997

Attachments: Current Activities
Proposed Activities


Kenneth C. Ellis
Mission Director


Date

Categorical Exclusion of Initial Environmental Examination

Strategic Objective Title: SO#2 More Inclusive and Effective Democratic Processes in El Salvador

Results Package Title: RP#3 Increased Participation in Strengthened Local Government

I. Results Package Description

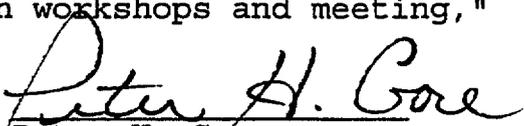
The specific purpose of this Results Package is to enhance the participation of the Salvadoran populace in the local democratic process and to improve the capacity of local governments to respond to constituents in selected municipalities. The ongoing Municipal Development Activity supports four lower level results which are required to achieve the Intermediate Result of "increased participation in strengthened local government," and the Democracy Strategic Objectives "More Inclusive and Effective Democratic Processes:" 1) Policy for more effective democratic local government shared by national and local leaders; 2) Expanded and improved quality of services; 3) Stronger grassroots participation and organizational skills; and 4) more effective, participatory municipal decision-making.

II. Recommendation

Based on the information attached which documents the current activities being implemented under this Results Package, and the fact that no future new activities are contemplated, we recommend that this Results Package be given a Categorical Exclusion from an Initial Environmental Examination.

Since the actions currently being implemented under approved IEE Number LAC-IEE-94- (Categorical Exclusion) do not have an effect on the natural or physical environment, and the contemplated activities for the future will not have an effect on the natural or physical environment, this Results Package qualifies for a Categorical Exclusion under Section 216.2(c)(2)(i), "Education, technical assistance, or training programs," and (iii), "Analyses, studies, academic or research workshops and meeting," of 22CFR.

Concurrence:


Peter H. Gore
Environmental Officer
USAID/El Salvador


Kenneth C. Ellis
Mission Director
USAID/El Salvador

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Current Activities

Activity Title:	Municipal Development and Civic Participation
Activity Number:	519-0388
Funding:	\$11,500,000
Original IEE Number:	LAC-IEE-
Recommended Threshold Decision:	Categorical Exclusion
Bureau Threshold Decision:	Concur with Recommendation
Date Approved:	September 30, 1994

Proposed Activities

No additional future activities are contemplated under this Results Package.

Municipal Development

(519-0388)

Categorical Exclusion of Initial Environmental Examination

I. Project Description

The Project is a \$15 million, six year grant to the GOES. The Project will consist of three mutually-reinforcing components which deal with policy reform, municipal strengthening, and local democratic development.

The goal of the Project is to promote enduring democratic institutions and practices in El Salvador. The Project purpose is to enhance the participation of the Salvadoran populace in the local democratic process and to improve the capacity of municipalities to respond to the needs of their constituency.

First, Project-funded assistance will help municipalities and GOES agencies to affect policy and legislative initiatives to decentralize control of resources and processes to the local level. Second, Project-funded assistance will strengthen municipalities to more effectively respond to the needs of their constituents. The Project will target 15 municipalities (initially five through a pilot program) for intensive assistance while developing a program for the demonstration of benefits and dissemination of lessons learned to the country's other municipalities. In the third component, the project will fund citizen education about and promote involvement in, the democratic processes of local development.

Of the available \$15 million, approximately \$1 million will be used for Component 1, Policy Reform and Formulation; \$11 million for Component 2, Municipal Strengthening; \$1.5 million for Component 3, Local Democratic Development; and the remaining \$1.5 million will be used for evaluation, audit, and USAID project management costs.

The Project will benefit the citizens of El Salvador on two levels. First, the Project will directly benefit the municipal officials and citizens in the 15 municipalities targeted for intensive assistance (approximately 700,000 persons). Second, the population of all the municipalities in El Salvador will benefit by a more participatory, efficient, and responsive local government system achieved through: policy reforms designed to decentralize authority and autonomy to the municipal governments; a public awareness program designed to educate citizens about their rights and responsibilities in a democratic municipal government; and a strengthened mayors' association with the capacity to assist all municipalities based on the experience of those municipalities receiving intensive assistance.

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Annex E

Feasibility Analyses

Feasibility Analyses

The following studies and analyses have been utilized in support to the technical design of the Municipal Development and Citizen Participation Project:

1. Descentralización de una época de crisis: el caso Colombiano, Calderón Rivera, Mario, INCAE: USAID/Honduras, October, 1989.
2. Modes of Accountability in Local Governments of LAC, Campell, Tim, World Bank Dissemination Note, Washington, D.C., 1992.
3. Decentralization to Local Government in LAC: National Strategies and Local Response in Planning, Spending and Management, Campbell, Tim, George Peterson and Jose Brakarz, Latin America and the Caribbean Technical Department, The World Bank, Washington, D.C., July, 1991.
4. Combatting Poverty: Innovative Social Reforms in Chile during the 1980s, Castañeda, Tarsicio, San Francisco: International Center for Economic Growth, 1992.
5. Documento Preliminar Propuesta de Estrategia de Descentralización y Desarrollo Municipal, Comité Técnico de Descentralización y Desarrollo Municipal, Julio 1993.
6. La Descentralización en Venezuela: un reto para la gestión del Estado: Antecedentes y perspectivas, Cruz, Rafael de la, UNDP; Comisión Presidencial para la Reforma del Estado, Caracas, 1991.
7. Estudio sobre la Legislación Municipal y de los Componentes Técnicos, financieros y administrativos que limitan el alcance de la autonomía de los gobiernos locales, DEICO, 1991.
8. Anteproyecto de Ley General Tributario Municipal, DEICO, ISDEM,GTZ, 1990.
9. Urban Property Tax Reform: Guidelines and Recommendations, Dillinger, William, Washington, D.C.: The World Bank, 1992.
10. Local Government trends and Performance: Aassessment of A.I.D.'s Involvement in Latin America, Gall, Pirie M., Washington, D.C.: A.I.D., 1983.
11. Municipal Development Programs in Latin America: An Inter-country Evaluation, Gall, Pirie M., New York: Praeger, 1976.
12. The Nature of Leadership Training and Its effects on the El Salvador Municipal Leaders, Herrera, Enrique, 1992.
13. Recommendations for Improving Municipal Capabilities in El Salvador under the Municipal Development Project, International City Managers Association, Washington, D.C., 1992.
14. Informe de las Actividades del Programa para el Desarrollo Local en El Salvador, INCAE, 1991.
15. Diagnóstico y Plan de Acción de la Recaudación Tributaria Municipal en El Salvador, ISAM, 1991.
16. Organización y Funciones de la Administración Municipal, ISAM, COMURES, Fundación Alemana para el Desarrollo Internacional, 1987.
17. Plan de Desarrollo Económico y Social 1989-1994, Ministerio de Planificación y Coordinación del Desarrollo Económico y Social.

18. Regional Municipal Sector Assessment for Central America, Final Report, Volume 1, Basic Analysis; Volume 2, Proposed Strategy, PADCO, 1992.
19. Strengthening Local Authorities, Peterson George, Urban Institute, Washington, D.C., June 1992.
20. Temas: Un Desafío para la Democracia Centroamericana: Una Agenda Municipal, PADCO, RHUDO/CA, Washington, D.C., July, 1992.
21. Síntesis de la situación municipal en El Salvador y Propuestas para su fortalecimiento, RHUDO/CA, H.Jager, 1992.
22. La Descentralización de la Administración Pública, Informe del Seminario, San Salvador, RHUDO/CA, H. Jager, 1991.
23. Resultados sobre el taller de obstáculos, soluciones y necesidades del sector municipal en El Salvador, RHUDO/CA, H. Jager, 1991.
24. Strategy for Municipal Development Activities in El Salvador, RHUDO/CA, November, 1991.
25. El Salvador Property Tax Study, Research Triangle Institute, Research Triangle Park, North Carolina, 1992.
26. Impact Evaluation: Special Programs in Chalatenango and the Easterns Region, Research Triangle Institute, Research Triangle Park, North Carolina, 1990.
27. Considerations for Increasing in Local Democratic Government in El Salvador, Seligson, Mitchell and Ricardo Córdova, 1993.
28. A.I.D. Assistance to Local Government: Experience and Issues, Silverman, Jerry M. et al., Washington D.C.: A.I.D. 1983.
29. Estrategia de Descentralización Administrativa Territorial, (Resúmen de la propuesta preliminar), UNDP, MIPLAN, Barrom, M. and M. de Montalvo, 1992.
30. Objetivos y Metas para el Desarrollo Municipal de El Salvador, Resultados del Seminario-Taller, USAID, Mayo 30-31, 1991.
31. Municipal Development Strategy Paper, USAID/El Salvador, San Salvador, 1993.
32. Municipal Development and Citizen Participation Project, Mid-term Evaluation - Cambridge Consulting Corporation, August 1996.
33. Democracy Sector Assessment El Salvador, Management Systems International, May 1997.

PLAN/IMPLEMENTACION DE CAPACITACION AÑO FISCAL '97

Objetivo Es. Jlico No. 2 "Procesos Democráticos más Inclusivos y Efectivos"

Titulo de la Capacitación	Fecha de la Capacitación		Duración (en horas)		Costo		No. de Participantes						Lugar			Institución(es) Beneficiaria(s)	Mecanismo de Capacitación				Persona que preparó Plan y No. de Teléfono	No. Evento
	Planeada	Real	Planeada	Real	Estimado	Real	Hombres		Mujeres		Total		E.R.	Sar. País	U.S.A.		GTD	Cooperativa	ONG/ GOES	Fondos Contratos		
							Planeado	Real	Planeado	Real	Planeado	Real										
Paquete de Resultados No. 1 - Mayor Oportunidad para Decisiones Electorales Mejor Informadas																						
AIFLD																						
Re-estructura y Modernización del Movimiento Laboral	Sep 30-Oct 2/96	Sep 30-Oct 2/96	--	19.5	\$853.40	\$853.40	23	23	0	0	23	23	X							X	Lic. Aldo Marin de Avalos, AIFLD, Tel. 279-0473	
Re-estructura y Modernización del Movimiento Laboral	Oct 7-9/96	Oct 7-9/96	--	19.5	\$858.00	\$858.00	24	24	1	1	25	25	X							X	-	
Estrategias de Contratación Colectiva. Obligaciones y Derechos Sindicatos	Oct 9-11/96	Oct 9-11/96	--	24.0	\$1,260.00	\$1,260.00	11	11	13	13	24	24	X							X	-	
Re-estructura y Modernización del Movimiento Laboral	Oct 14-17/96	Oct 14-17/96	--	19.5	\$873.00	\$873.00	26	26	0	0	26	26	X							X	-	
Re-estructura y Modernización del Movimiento Laboral	Oct 21-23/96	Oct 21-23/96	--	19.5	\$865.00	\$865.00	25	25	0	0	25	25	X							X	-	
Estrategias de Contratación Colectiva. Obligaciones y Derechos Sindicatos	Oct 16-18/96	Oct 16-18/96	--	24.0	\$777.00	\$777.00	17	17	6	6	23	23	X							X	-	
Estrategias de Contratación Colectiva. Obligaciones y Derechos Sindicatos	Oct 23-25/96	Oct 23-25/96	--	24.0	\$805.00	\$403.38	12	12	11	11	23	23	X							X	-	
Interpretación de Leyes Laborales	Nov 8-9/96	Nov 8-9/96	--	24.0	\$820.00	\$293.00	15	19	5	0	20	19	X							X	-	
Jornada de Formación para Delegados Departamentales ATMOP	Nov 22-23/96	Nov 22-23/96	--	18.0	--	\$1,833.33	--	110	--	0	--	110	X							X	-	
Seminario: Procedimientos Procesales y Participación de los Trabajadores en la Negociación del Contrato Colectivo de Trabajo	--	Feb 6-7/97	--	13.0	--	\$401.00	--	20	--	0	--	20	X							X	-	
Seminario: Procedimientos Procesales y Participación de los Trabajadores en la Negociación del Contrato Colectivo de Trabajo	--	Feb 11-12/97	--	13.0	--	\$395.00	--	20	--	0	--	20	X							X	-	
Seminario: Procedimientos Procesales y Participación de los Trabajadores en la Negociación del Contrato Colectivo de Trabajo	--	Feb 17-18/97	--	13.0	--	\$401.00	--	20	--	0	--	20	X							X	-	
Seminario: Procedimientos Procesales y Participación de los Trabajadores en la Negociación del Contrato Colectivo de Trabajo	--	Feb 24-25/97	--	13.0	--	\$401.00	--	20	--	0	--	20	X							X	-	
Seminario: Procedimientos Procesales y Participación de los Trabajadores en la Negociación del Contrato Colectivo de Trabajo	--	Mar 3-4/97	--	13.0	--	\$401.00	--	21	--	0	--	21	X							X	-	
CTD Día Internacional de la Mujer. "La Mujer Trabajadora y los Problemas que Enfrenta en el Lugar de Trabajo"	--	Mar 8/97	--	2.0	--	\$125.00	--	0	--	70	--	70	X							X	-	
Seminario: Procedimientos Procesales y Participación de los Trabajadores en la Negociación del Contrato Colectivo de Trabajo	--	Mar 10-11/97	--	13.0	--	\$395.00	--	19	--	0	--	19	X							X	-	

BEST AVAILABLE COPY

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Título de la Capacitación	Fecha de la Capacitación		Duración (en horas)		Costo		Hombres		de Participantes				Lugar			Institución(es) Beneficiaria(s)	Mecanismo de Capacitación				Pr que preparó Plan de Teléfono	No. Evento
	Planeada	Real	Planeada	Real	Estimado	Real	Planeado	Real	Mujeres		TOTAL		E.R.	Ter. País	U.E.A.		GTD	Contratos Ind.	ONG/ GOES	Fondos Centrales		
Ministerio de Procesales y Participación de los Trabajadores en la Negociación del Contrato Colectivo de Trabajo		Mar 31-Abr/97		13.0		\$395.00		19		0		19	X						X			
TOTAL AIFLD				283.0		\$7,111.40		153		408		38	101		189		507					
TOTAL DEL RP No. 1				283.0		\$7,111.40		153		157		38	101		189		507					
Paquete de Resultados No. 2 - Mayor Participación en Gobiernos Locales Fortalecidos																						
COOPERACION EXTERNA																						
Evaluación del Impacto de los Proyectos Sociales		Dic 10-13/96		?		\$10,814.97		13		12		25	X					X			Lic. Mariana Palacios/Lic. Francis de Chaves. Cooperación Externa. Tel. 221-1849	
Según reporte de Cooperación Externa, el Seminario "Reingeniería y Gestión Empresarial se llevó a cabo del 29 al 31 de enero/97 y en el mismo se incluyó a 5 personas del Ministerio de Justicia (1 hombre, 4 mujeres), aparece en S01, RP85																						
Seminario-Taller: Reingeniería de Procesos: Método para su Implantación		19/2/97		?		\$14,700.00		12		13		25	X					X				
Uso y Aplicaciones Estadísticas en el Sector Justicia y Seguridad		20/2/97		?		\$14,700.00		12		13		25	X					X				
TOTAL COOPERACION EXTERNA																						
RESEARCH TRIANGLE INSTITUTE (RTI)																						
Mecanismos de Participación Ciudadana y Aspectos Relevantes del Código Municipal		enero/97		12.0		\$3,840.00		60		60		120	X					X			Elaborado por: Esteban de la Cruz, Roberto Avila, Paulino Delgado, RTI, Tel. 243-3238, 243-6174, 243-6177	
Mecanismos de Participación Ciudadana y Aspectos Relevantes del Código Municipal		mayo/97		12.0		\$3,840.00		70		60		130	X					X				
Capacitaciones que se derivan del Proceso de Agenda Local		junio/97		12.0		\$3,840.00		60		60		120	X					X				
Capacitaciones que se derivan del Proceso de Agenda Local		junio/97		12.0		\$4,389.00		70		60		130	X					X				
Género y Jóvenes		septiembre/97		12.0		\$4,572.00		70		65		135	X					X				
Género y Jóvenes		septiembre/97		12.0		\$4,572.00		75		75		150	X					X				
Administración Financiera Municipal		mayo/97		12.0		\$572.00		?		?		45	X					X				
Administración Financiera Municipal		junio/97		12.0		\$572.00		?		?		45	X					X				
Sistemas Mecanizados de Catastro y Cobro		marzo/97		100.0		\$4,572.00		10		10		20	X					X				
Sistemas Mecanizados de Catastro y Cobro		agosto/97		100.0		\$4,572.00		10		10		20	X					X			Equipo SAFIMU	
Sistemas Mecanizados de Catastro y Cobro		septiembre/97		60.0		\$3,429.00		9		6		15	X					X				
Sistema Administración Financiera Integrada Municipal (SAFIMU)		septiembre/97		60.0		\$3,429.00		9		6		15	X					X				
TOTAL RTI				358.0		\$38,770.00		434		408		830										
TOTAL DEL RP No. 2				358.0		\$53,470.00		448		13		419		12		855		25				
Paquete de Resultados No. 3 - Más Eficaz Protección Legal Judicial para toda la Ciudadanía																						
Capacitación in situ para fiscales en el manejo de casos		jun y julio/97				\$7,225.00		40		20		60	X					X			Fiscalía General de la República	
Capacitación a Fiscales en Técnicas de Oralidad, Interrogatorio de Testigos y Alegatos Finales		mayo, junio, julio/97				\$6,773.00		60		30		90	X					X			Fiscalía General de la República	

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Título de la Capacitación	Fecha de la Capacitación		Duración (en horas)		Costo		Hombres		No. de Participantes				Lugar			Institución(es) Beneficiaria(s)	Mecanismo de Capacitación				Pr que preparó Plan de Teléfono	No. Ejercicio		
	Planeada	Real	Planeada	Real	Estimado	Real	Mujeres		Total		E.R.	Int. País	U.S.A.	GTD	Contrato Int.		ONG/ GOES	Fondos Centrales						
							Planeado	Real	Planeado	Real														
Capacitación a Nivel Nacional en el Uso del Manual Práctico para Fiscales	06/09/97				\$7,827.00		260		140	400	X													
Capacitación a Fiscales en el Manejo de Jurisprudencia y Legislación Vigente	mayo/97				\$7,500.00		60		30	90	X													
Capacitación en el Diseño del Plan de Capacitación para 1998, basado en los perfiles ocupacionales y educacionales	marzo a septiembre/97				\$9,000.00		17		8	25	X													
Capacitación in situ para Defensores Públicos en el Manejo de Casos	junio y julio/97				\$7,225.00		40		20	60	X													
Capacitación a Defensores Públicos en Técnicas de Oralidad, Interrogatorio de Testigos y Alegatos Fiscales	mayo/junio/julio/97				\$8,773.00		60		30	90	X													
Capacitación a Nivel Nacional en el Uso del Nuevo Manual Práctico del Defensor Público	06/09/97				\$4,817.00		130		70	200	X													
Capacitación a Defensores en el Manejo de Jurisprudencia y Legislación Vigente	mayo/97				\$7,500.00		40		20	60	X													
TOTAL DEL RP No. 3					\$64,640.00		707		368	1,075														
GRAN TOTAL DEL 802			348	283	\$125,221.40		1,306	419	823	2,219	532													

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