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MAKING DEMOCRACY WORK

**QUARTERLY REPORT
OCTOBER 1 – DECEMBER 31, 2000**

**Concerning the
USAID COOPERATIVE AGREEMENT
No. 526-A-00-98-00006-00**

**PARAGUAY
Building Responsive and Accountable Democratic Institutions (BRADI)**

**Submitted to the
U.S. Agency for International Development (USAID)
By the International Foundation for Election Systems (IFES)**

Summary of Accomplishments and Difficulties

Accomplishments

I. Administrative

IFES' work plan for FY 01 was approved by USAID Paraguay in October 2000.

In early October, IFES initiated and secured a cooperation agreement between the Paraguayan National Coordinating Council on Anti-Corruption (*Consejo Impulsor del Plan Nacional Anticorrupción*) and the World Bank Institute to jointly coordinate a National Anti-corruption Program. The IFES-led coordination of international cooperation resulted in the designation of approximately \$7,500 by the World Bank Institute to compliment IFES/USAID scheduled funding for national and regional workshops.

Three subcontracts were awarded this quarter: Participa (\$15,000) for the Anticorruption Project; *Ciudadanos por la Reforma* (\$18,000) for the State Reform Project; and IDEA (\$25,000) for the Citizen Congressional Access Project.

II. Civil Society Strengthened

IFES kicked off its first quarter by launching three civil society activities: the National Anticorruption Program, Citizen Congressional Access Program, and State Reform program.

Propelled by the innovative USAID/IFES/World Bank cooperation, the IFES/USAID National Anticorruption Program's first event, the national presentation of the draft National Anticorruption Plan by the *Consejo Impulsor del Plan Nacional* was a resounding success. Over 350 participants from all sectors of civil society, public and private institutions (including President Luis Gonzales Macchi, and the Presidents of the Congress and Judiciary) attended in-depth morning presentations of the overall draft Plan and afternoon public deliberation break-out sessions covering nine themes related to the three priorities (judiciary, customs, and contracts/bidding reforms). The national level discussion was covered widely in the news media and was the first step in a process for building consensus and shared decision making with Paraguayan civil society regarding the National Anticorruption Plan. The World Bank Institute congratulated IFES and USAID for the valuable public deliberation collaboration, saying the effort was the key ingredient of the Institute's most successful anticorruption strategy in the region. As a result of a landmark written commitment by Luis Gonzalez Macchi and civil society forum participants to the National Anticorruption Plan, the Interamerican Development Bank (IDB) has committed \$600,000 for follow-on implementation work. Lastly, the *Consejo Impulsor del Plan Nacional* asked IFES to provide direct technical assistance to strengthen the institutional ability of the *Consejo*.

IFES agreed to terms of reference with both subrecipients, IDEA and *Decidamos*, as well as with Congressional leaders for the implementation of the Citizen Congressional Monitoring project. A cooperation agreement was signed by IFES and the President of the Paraguayan House of Representatives, with USAID Director Wayne Tate signing on as honorary witness. IDEA was awarded its sub-grant and initiated its diagnostic activities this past quarter.

IFES negotiated terms of reference with *Ciudadanos por la Reforma* (CPR) and subsequently awarded a sub grant for the State Reform Project. IFES secured the cooperation of the Governor of Caaguazu for the conduct of one of the scheduled regional forums and provided technical assistance to assist CPR with the development of a detailed workplan and timeline.

III. Democratic Governance Within Political Parties

IFES finalized the facilitation of the publication of a book on State Reform by the *Partido Liberal Radical Autentico* (PLRA) political party. The PLRA plans to release the publication in early March 2001. This effort compliments IFES assistance to the *Asociación Nacional Republicano* (ANR) political party State Reform publication.

Preliminary work was initiated with *Partido de Encuentro Nacional* (PEN) political party and PLRA for posting citizen information guides on the Internet.

IV. Election Administration

The Paraguayan Supreme Electoral Judicial Tribunal (TSJE) signed a contract with the Interamerican Development Bank for a \$500,000 civic education program. This program was developed by IFES staff and consultant Ana Maria Rodino in close collaboration with TSJE senior staff.

Difficulties

I. Strengthening Civil Society through NGO Advocacy

Anti corruption

Due to time consuming consultations needed to achieve program consensus with the World Bank Institute and the *Consejo Impulsor del Plan Anticorrupción*, IFES was unable to carry out its plan to award a sub-contract to a local NGO to organize logistics for the National Anticorruption workshop as well as develop and conduct public deliberation of the public information presentation of the draft National Anticorruption Plan. The December 5 date for the national workshop was selected during the process of program consensus-building. This unfortunately left less than a month to plan, organize and conduct the national event. In order to ensure desired results would be achieved, IFES directly contracted local consultants to organize all logistical preparations for the over 700 invitees and developed and trained local monitors in the systematic public deliberation methodology used for the forum.

State Reform

IFES judged the quality of the three proposals received from 18 interested parties for the conduct of participatory training for the CPR's new training corps and subsequent organization of regional forums to be poor, both in programmatic approach and institutional capacity. IFES was therefore obliged to provide technical services via the hiring of local consultants. IFES is committed to providing the best possible programming via sub contracts, but in this case the specific technical capacity needed is not yet a developed service skill among NGOs in Paraguay.

**BUILDING RESPONSIVE AND ACCOUNTABLE DEMOCRATIC INSTITUTIONS
 FY 2001 QUARTERLY REPORT
 OCTOBER 1, 2000 – DECEMBER 31, 2000**

Activities for the Reported Quarter	Results	Planned Activities for the Next Quarter
Component II: Strengthening Civil Society through NGO Advocacy		
Citizen Congressional Access Program	<ol style="list-style-type: none"> 1. An action plan was developed and initiated to support the citizen access and participation with Congress program with representatives of Congress and NGOs. <ul style="list-style-type: none"> • A draft of the action plan was delivered to the President of Lower Chamber (Deputies), Upper Chamber (Senate) and a selected group of members from the PEN, PLRA, and ANR political parties for their input and suggestions. • IFES staff and civil society consultant Gabriel Sánchez, Director of Mexico's NGO <i>Participacion Ciudadana</i>, held frequent meetings with Members of Congress and subrecipients <i>Decidamos</i> and IDEA to finalize the action plan. • Scopes of work for subgrantees IDEA and <i>Decidamos</i> were developed and both groups submitted proposals for IFES approval. • A cooperation agreement was signed between the Lower Chamber and IFES; USAID co-signed as honorary witness. The event had a wide coverage by press, radio and TV. • A sub contract was awarded to IDEA. 	<ol style="list-style-type: none"> 1. Finalization of the action plan. <ul style="list-style-type: none"> • <i>Decidamos</i> is scheduled to receive a sub grant award by the end of January 2001. • A cooperation agreement with the Upper Chamber is scheduled for FY01 Quarter 2. 2. Design of methodology for systematic, impartial access to information will be initiated in January 2001. <ul style="list-style-type: none"> • Working relationships to be established with Secretary General of Lower House and support staff. • Initiation of diagnostic study of legislative information. 3. Design of methodologies for the diffusion of sustainable legislative information and transparent citizen procedures for access to commence in February 2001. <ul style="list-style-type: none"> • Initiate update of design of web pages • Draft communication strategy of diffusion mechanisms 4. Planning of regional civic education workshops on civic-congressional relationships to be initiated in February and March 2001. <ul style="list-style-type: none"> • Civic education materials to be developed.

<p>Citizen Anticorruption Program</p>	<ol style="list-style-type: none"> 1. IFES provided technical assistance and developed an action plan for a citizen anti-corruption awareness program. <ul style="list-style-type: none"> • IFES initiated and facilitated a cooperation agreement between the World Bank Institute, the President's National Coordinating Council on Anti-corruption (PNCCA), PNCCA key civil society member <i>Pojoaju</i>, and IFES to jointly coordinate national and regional workshops on the draft National Anticorruption Plan. • The agreement determined that, via frequent joint consultation with the other parties, IFES would develop methodologies used in the conduct of the national and regional forums, provide subgrants via <i>Pojoaju</i> (an umbrella association of over 80 local NGOs) for the regional forums and be responsible for the organization of the national workshop. 2. IFES developed an action plan and scopes of work for its sub grant program for the conduct of the national and regional workshops. <ul style="list-style-type: none"> • Participa was awarded a sub grant to conduct training workshops to local NGOs and local comptrollers' offices and to develop instructional materials for the national and regional workshops. • Due to lengthy consultations needed to achieve program consensus with the World Bank and the National Coordination Committee, IFES directly contracted local consultants to organize the December national workshop instead of awarding a subcontract to a local NGO. • Scopes of work for 2 local NGOs for the regional forums were developed and released to <i>Pojoaju</i> 3. Results of the National Anticorruption Workshop conducted on December 5th included: <ul style="list-style-type: none"> • Design and printing 800 instructional copies of the National Plan, 800 invitations, 500 posters, 400 folders, 500 tee shirts, 700 cards and banners. • Invited key national actors included members of NGOs, labor unions, civic organizations, women and youth groups, neighborhood councils, religious groups, judiciary, police, military, Congress, public institutions, 	<ol style="list-style-type: none"> 1. Subgrant program follow on actions: <ul style="list-style-type: none"> • Participa will conduct public deliberation training seminars in March 2001 • IFES will select 2 local NGOs to conduct the regional forums in February 2001. 2. National Workshop follow on actions: <ul style="list-style-type: none"> • A final report of the participants input for inclusion in the draft Plan on Anticorruption will be publicly presented in February 2001. 3. Continue institutional assistance to the National Coordination Committee on Anti-Corruption via the provision of a volunteer for their new offices and the design of a web page. 4. Regional Forums are scheduled to take place by the end of March 2001.
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<p>Reform of the State/Good Governance</p>	<p>political parties, municipal and departmental government the Executive Branch.</p> <ul style="list-style-type: none"> • 350 participants attended the National Anticorruption workshop and were led by 9 monitors IFES had selected and trained in public deliberation discussions of the draft Plan. • A public agreement to continue the development of the Anticorruption Program was signed by President Luis González Macchi, national authorities and civil society members. • IFES press strategy included pre, day of and post forum media and press coverage. Following a press conference launching the draft National Anticorruption Plan, over 50 articles and media programs, including interviews with members of the National Coordination Committee, stimulated a wide national discussion and awareness. • A register of all participants was developed to ensure efficient follow on regional activities. <ol style="list-style-type: none"> 1. IFES developed an overall action plan: <ul style="list-style-type: none"> • Meetings were held with board members of NGO <i>Ciudadanos por la Reforma</i> (CPR) to gather and discuss preliminary information about institutional interest, capacities and expectations of the project. • IFES civil society consultant Gabriel Sánchez held a meeting with CPR liaison Alvaro Caballero and other NGOs to discuss methodologies and regional approaches. • IFES developed detailed scopes of work for both CPR and a local NGO. 2. IFES signed a sub recipient agreement with CPR. <ul style="list-style-type: none"> • Technical assistance was provided by IFES to develop an activity schedule. 3. IFES released an RFP via the press to select and train CPR trainers in participatory methodology and State Reform concepts and to assist in the organization and conduct of the regional workshops. <ul style="list-style-type: none"> • Of 18 respondents, 3 NGOs submitted proposals. • Due to the poor quality of the 3 proposed programs and lack of necessary institutional capacities, IFES 	<ol style="list-style-type: none"> 1. CPR will initiate the design/development of educational materials and organization of roundtable seminars to print the instructional material by April 2001. 2. CPR and IFES local consultants will select CPR trainers. 3. IFES local consultants will develop materials and training plan for the “cascade” participatory methodology to be used by CPR trainers in the regional forums and conduct training by end of March 2001/early April 2001. 4. CPR and IFES consultants will initiate planning for the organization of the regional forums.
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	<p>will directly contract local consultants to implement this activity.</p> <p>4. IFES continued its research on comparative regional and global experiences.</p>	
<p>Strengthening Participation.</p> <p>Local Level Citizen</p>	<p>IFES initiated strategic planning activities to develop a scope of work and action plan:</p> <ul style="list-style-type: none"> • Meetings were held with NGO <i>Gestion Local</i> to gather and discuss preliminary information about institutional interest, capacities and expectations of the project. • IFES local consultant Luis Vallovera and civil society consultant Lelia Mooney held interviews with key local actors: local authorities, neighborhood commissions, and NGOs to obtain technical information for the development of a general diagnostic. Results of the findings were systematized and added in the design of the scope of work. • IFES staff and civil society consultant Lelia Mooney developed the scope of work and action plan of the project. • Preliminary contacts with key actors and potential donors. <p style="text-align: center;">Component II: Democratic Governance within Political Parties.</p>	
<p>Political Party Public Deliberation</p>	<p>1. Submission of the final draft political party institutional plan:</p> <ul style="list-style-type: none"> • IFES delivered to the ANR the party institutional plan developed by <i>Participa</i> with the input and a detailed overview of the findings for the leadership for the party from 6 regional workshops. • The ANR has a permanent EPP team for future public deliberations. • IFES delivered to the PEN the party institutional plan elaborated by <i>Participa</i> with the inputs and a detailed overview of the findings for the leadership for the party from 10 regional workshops. • The PEN has a permanent EPP team for future public 	

<p>Political Parties and the Democratization of the Information</p> <p>Institutional Reform of the Paraguayan Electoral System</p> <p>Strengthen The Technical Administrative Capacity of the Electoral Justice's Institutions</p> <p>Regional Office Strengthening of the TSJE</p>	<p>deliberations.</p> <ul style="list-style-type: none"> The PEN held a workshop with rank-and-file members who participated in regional forums to evaluate the party institutional plan. <p><i>Participa and the PLRA confirmed their agreement to alter the content of the deliberation methodology from a draft party institutional plan to PLRA's position on State Reform.</i></p> <ul style="list-style-type: none"> <i>Participa</i> transcribed PLRA speaker presentations and edited the final content for publication of the document on PLRA State Reform. 500 copies of PLRA state reform positions were distributed to rank-and-file participants and leaders from 2 regional forums. 1. The communication strategy manual for each party was temporarily suspended. <p>Component III: Election Systems</p> <ul style="list-style-type: none"> A letter was delivered to the President of Congress in which IFES proposed to continue technical assistance on electoral reform. Meetings were held with Vice Presidents of Senators to discuss technical assistance to Senate Commission on Gender and Equality. Deputy Director Carmen Eucharis led a workshop organized by Red CIDEM aimed to women members from the Judiciary. Echaury clarified technical questions about gender issues and provided useful updated on election reform proposals from a gender perspective. <i>Increased public awareness and stimulated discussion on election reform achieved.</i> GCM and IFES continued to provide accurate input to frequent press articles on electoral reform. Coverage centered on in-depth discussion of the advantages of open vs. closed lists. <p>IFES and the TSJE agreed to suspend the final stage of the Modernization of the Technical Administrative Capacity of the Human Resources System until FY2001.</p> <p>The \$500,000 civic education program, developed by IFES staff and consultant Ana Maria Rodino, with the TSJE was</p>	
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	approved by IDB. A cooperation agreement was signed between TSJE and IDB to implement the program. It will include the Ministry of Education and 5 departmental governments in partnerships.	
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