



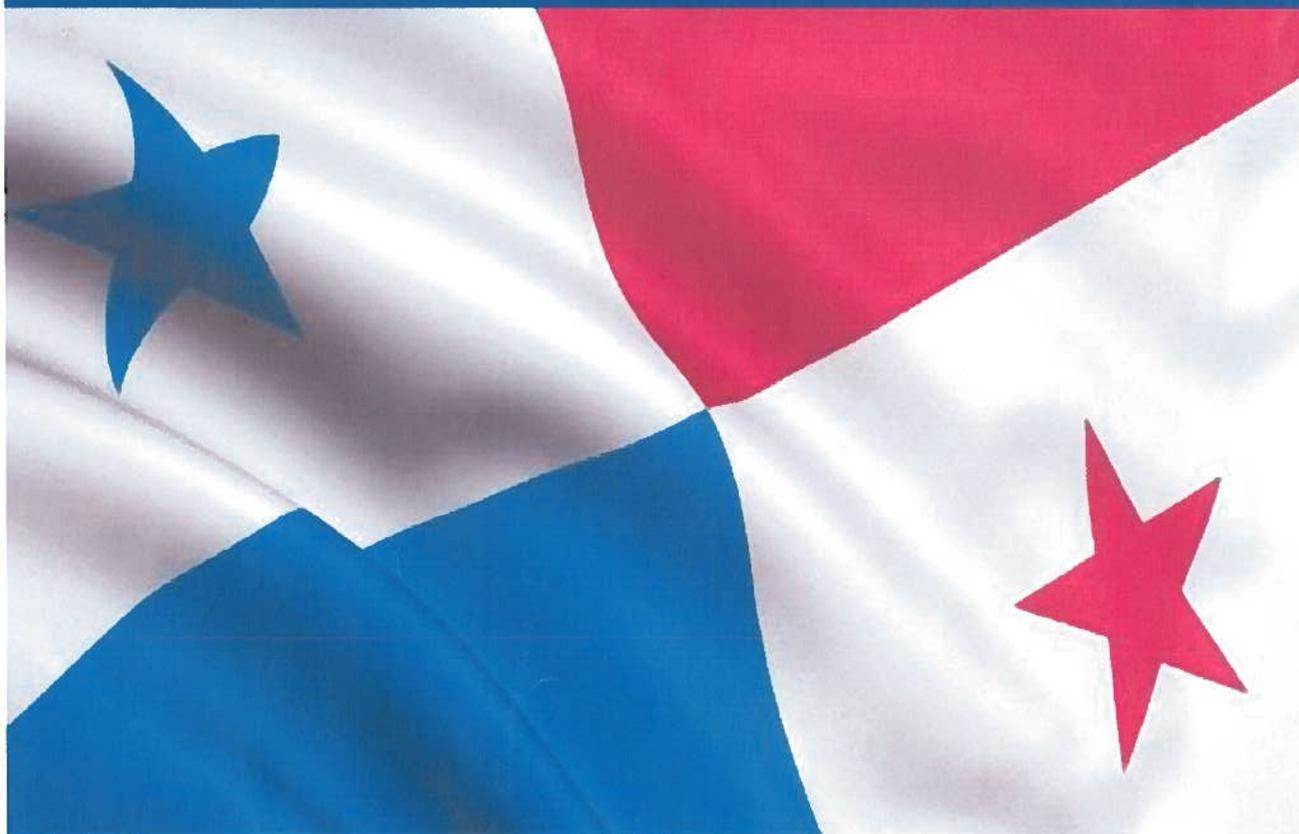
**USAID**  
DEL PUEBLO DE LOS ESTADOS  
UNIDOS DE AMÉRICA



*Casals & Associates, Inc.*

## Final Report - Panama

USAID/CAM Anti-corruption, Transparency and Accountability Program  
Task Order Number DFD-I-03-03-00139-00



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## I. Executive Summary

The purpose of the work under Task Order Number DFD-I-03-03-00139-00, titled USAID/CAM's (Central America and Mexico) Anticorruption, Transparency and Accountability Program, was to assist the government, the private sector, civil society and other key actors in working together to slow and reverse the spread of corruption in each participating country (El Salvador, Guatemala, Nicaragua and Panama). In pursuing this goal, USAID defined a number of targeted initiatives to lay down the foundations for a long-term transformation of public institutions and citizen attitudes to be executed for a period of approximately 4 years and 9 months, from January 2005 to September 2009.

Early in 2006, the USAID mission in Panama was informed of significant budget reductions to its Ruling Justly Program, including its transparency component. Following a revised scope work, a new budget scenario and the ensuing Mission priorities—outlined by Task Order Amendments dated June 2006 (Mod 11), December 2007 (Mod 22) and June 2008 (Mod 27)—Panama's Transparency and Accountability Program (henceforth the Program) concentrated its efforts on the implementation of the following Sub-Intermediate Results:

- Sub-IR 2.1: More Transparent Systems for Management of Public Resources by the National Government
- Sub-IR 2.3: More Opportunities for Citizen Participation in and Oversight of National Government Decision-Making.
- Sub-IR 2.4: Accountability of Elected and Appointed Officials Improved.

One of the major tasks projected under Sub-IR 2.1 was the design and launching of a national anticorruption strategy. Internal conflicts prevented the government's National Anticorruption Council, composed of public officials and CSO representatives, from developing a comprehensive plan of action to curb corruption. In light of this, the Program and USAID developed jointly a functional anticorruption strategy to identify, assist in moving forward and monitor the execution of key items of the anticorruption agenda broken down in three major subcomponents:

1. Adjustments to the Regulatory Framework/Public Policy, which measures progress in the adoption of anticorruption legislation;
2. Institutional Strengthening activities in benefit of the GoP entities responsible for detecting, preventing or prosecuting corruption; and
3. Citizen's Participatory Mechanisms.

For purposes of measuring their impact and progress, the sum of all tasks under each of these components was assigned a weighted average of 33.3%.

Through September 30 2008, the ending date of the Task Order, Program interventions assisted in advancing Panama's functional anticorruption strategy from 30% to 53.63%, hence exceeding the expected target for the overall life of the task order (originally set at a 20% increase from the inception of our Program through its conclusion). Progress under each of the strategy's components may be quantified as follows through the referred date:

Strategy Component	Highlights	Progress through September 2008
1. Adjustments to the Regulatory Framework/Public Policy	<ul style="list-style-type: none"><li>• Adoption of a new Criminal Procedure Code, which includes standards proposed by the Program on whistleblower</li></ul>	25.31%

Strategy Component	Highlights	Progress through September 2008
	<p>protection, conflicts of interest and plea bargain to facilitate the prosecution of corruption.</p> <ul style="list-style-type: none"> <li>• Drafting of a Community Justice Bill to reduce discretionary practices and corruption in the administration of justice at the local level. This included the execution of public awareness and training activities on its proposed contents.</li> <li>• Enactment of a new Criminal Code, with a revamped chapter on corruption crimes, compliant with the standards set forth by international anticorruption conventions.</li> <li>• Approval of a new Public Procurement Act. During the Act's consultation stage, the Program contributed with observations and comments at the request of the Deputy Comptroller General that were reportedly incorporated into the final draft. This represented an opportunity to address legal flaws and areas vulnerable to corruption in government contracting processes.</li> </ul>	
2. Institutional Strengthening	<ul style="list-style-type: none"> <li>• Approval and launching of three components of the Judiciary's Anticorruption Plan (this involved drafting guidelines for the creation of a permanent body –in the form of an anticorruption commission– responsible for monitoring the implementation and enforcement of anticorruption tasks; strengthening its internal auditing practices and promoting the observance of its ethics code in practice). These were part of an 11-item Anti-Corruption Plan for the Judicial Branch developed by the Program.</li> <li>• Completing the restructuring process of the Corruption Investigation Unit at the Attorney General's Office. This involved setting up a unified Anticorruption Task Force composed of a multidisciplinary team of public prosecutors, auditors, and members of the police force.</li> </ul>	10.65%

Strategy Component	Highlights	Progress through September 2008
	<ul style="list-style-type: none"> <li>• Revamping civil service practices at the National Tax Directorate.</li> <li>• Drafting of a new Classification System for Labor Positions and Salaries in the Public Sector, which unifies the standards describing the nature, functions and salary levels of all labor positions in government, thus limiting discretionary practices and inequalities.</li> </ul>	
3. Citizen's Participatory Mechanisms	<ul style="list-style-type: none"> <li>• Execution of 28 social audits to monitor the execution of government programs.</li> <li>• Active participation of a Program grantee, <i>Alianza Ciudadana pro Justicia</i>, at the State's Justice Reform Commission, which played a key role in promoting key anticorruption reforms, such as the adoption of a new Criminal Code and a Code of Criminal Procedures.</li> <li>• Execution of eight projects with private sector entities to carry out and co-sponsor joint anticorruption projects.</li> </ul>	18.00%
<b>Total</b>	<b>53.96%</b>	

Additionally, over the latter two Fiscal Years, the Program monitored a number of output indicators to assess the impact of its operations in four major areas:

Output	FY07 - FY08
1. Number of government officials receiving USG-supported anticorruption training.	2,181
2. Number of people affiliated with non-governmental organizations receiving USG supported anticorruption training.	1,056
3. Number of mechanisms for external oversight of public resource use supported by USG assistance.	26
4. Number of USG-supported anticorruption measures.	85

## **II. Introduction**

### **1. Background**

In 2005, the USAID missions in El Salvador, Guatemala, Nicaragua and Panama agreed to embark on a regional strategy to reduce the levels of corruption across all sectors, with a particular emphasis on increasing transparency and accountability in government.

On March 3, 2005, Panama's Transparency and Accountability Program, managed by Casals & Associates, Inc., was formally incorporated into the multi-country task order for the implementation of activities leading to the achievement of Intermediate Result Number 2 "Greater Transparency and Accountability of Governments" under Central America and Mexico's (CAM) Strategic Objective 1, titled "Ruling Justly: More Responsive Transparent Governance".

The Program's budget was originally established at \$6,242,063 to be executed through March 30, 2009. Following a series of amendments to its scope of work, issued successively in June 2006 (Mod 11); December 2007 (Mod 22) and June 2008 (Mod 27), the Program's ceiling price was finally adjusted to \$4,522,000 to cover activities through September 2008.

### **2. Local Context**

By September 2004, when the administration of President Martin Torrijos took office, there were widespread perceptions that corruption had expanded significantly in Panama under the previous government. Not surprisingly, all presidential contenders in the 2004 elections ran under a strong anticorruption platform.

In the earlier part of his administration, President Torrijos showed promising developments in meeting his campaign promises. Specifically, he launched the following initiatives:

- 1) On the same day of his inauguration, on September 1, 2004, President Torrijos annulled the Executive decree that rendered the Freedom of Information Act ineffective in practice.
- 2) In October 2004, the President created the National Anticorruption Council, composed of government officials and civil society representatives. Among other functions, the Council was charged with advising the Executive branch on the design and execution of public policies against corruption. Its members were officially appointed on January 18, 2005.
- 3) While President Torrijos did not eliminate special non-accountable line items (*partidas discrecionales*) from his office's budget, which have been used in the past for questionable purposes, his administration presented quarterly reports on its use.
- 4) On December 15, 2004, the president issued a decree that enacted a uniform code of ethics applicable to all government agencies in the national executive branch.
- 5) The Panamanian National Assembly, controlled by the PRD (*Partido Revolucionario Democrático*), the president's own party, ratified in March 2005 the United Nations Convention against Corruption, thus becoming the fourth Latin American country to do so.
- 6) On March 22, 2005, the president officially presented to the legislature a bill to abolish all press gag regulations.

The launching of USAID/Panama's Transparency and Accountability Program posed simultaneous challenges and opportunities. Through the activities proposed in the initial Work Plan, the Program sought to play a constructive role in maintaining momentum

and reinforcing the political will to design and implement a successful anticorruption strategy. In this context, the Program centered its efforts in providing technical assistance and financial support to the National Anticorruption Council and its Executive Secretariat.

Gradually, however, local political crises, such as the discussion of legal reforms to the social security administration (*Caja de Seguro Social*), placed the development of anticorruption policies second to other priorities on the President's agenda. As of FY2006, only a handful of institutional and legal actions were carried out by the GoP to strengthen its capacity to detect and prosecute corruption. This compared weakly to the pace of reforms undertaken by the administration when it first entered office. The decrease in GoP's interest to address corruption –reflected in the lack of adequate financial support to the Executive Unit of the National Anticorruption Council– and internal conflicts among its members, drove the Program to diversify its partnerships with GoP agencies where its contributions were expected to have the most impact. These included the Attorney General's Office, the Judicial Branch, the National Tax Directorate, the Solicitor General's Office and to a lesser extent the Civil Service Directorate. In conjunction with these entities, partners in civil society and the private sector the Program implemented a series of tasks that exceeded its stated performance targets as detailed below.

### **3. Program Objectives**

The Program's results framework was defined in the Activity Approval Document (AAD) approved by USAID/Panama on February 19, 2005. In light of budget constraints and revised mission priorities, the Program's scope of work was readjusted throughout its implementation to focus mainly on the Sub-Intermediate Results detailed below:

Sub-IR 2.1: More Transparent Systems for Management of Public Resources by the National Government

- Technical assistance to develop and carry out a national anti-corruption strategy.
- Technical assistance and training to improve the capacity of key public sectors responsible for preventing, investigating and prosecuting corruption.
- Technical assistance and training to strengthen public sector entities in ethics and accountability.
- Technical assistance and training to improve access to justice at the community level.

Sub-IR 2.3: More Opportunities for Citizen Participation in and Oversight of National Government Decision-Making.

- Technical assistance, training and small grants to enhance capacity of Civil Society Organizations to conduct social audits of GoP activities.
- Technical assistance, training and small grants to Civil Society Organizations to develop and promote the adoption of sound anticorruption policies and justice system reforms.
- Technical assistance and small grants to motivate private sector participation in the execution and co-sponsorship of initiatives to curb corruption.

Sub-IR 2.4: Accountability of Elected and Appointed Officials Improved.

- Technical assistance and training to promote the observance in practice of the Judicial Branch's Ethics Code.

#### **4. Gender Equity**

Throughout the contract's execution, the Program incorporated gender considerations into the design of specific tasks (e.g. training), small grants and overall project implementation. The Program focused, particularly, on supporting the emerging leadership of women in key positions in government and civil society. Most notably, this included providing technical assistance and funding to support initiatives led by the Attorney General, the Vice-President of the Supreme Court, the Executive Secretary of the National Anticorruption Council, the Director of the National Environmental Agency, the Executive Director of *Alianza Ciudadana pro Justicia* and the head of the Institute of Criminology of the University of Panama. All of them are agents of reform in their respective fields and played a pivotal role in advancing anticorruption reforms.

### **III. Program Results, Highlights and Accomplishments**

In response to strategic objectives and parameters established by the USAID mission in Panama, the Program concentrated a significant share of its efforts towards the execution of Sub-Intermediate Results 2.1 (More Transparent Systems for Management of Public Resources by the National Government) and 2.3 (More Opportunities for Citizen Participation in and Oversight of National Government Decision-Making). Under a revised scope of work issued in June 2008, the Program expanded its scope of work to implement select components of Sub-Intermediate Results 2.4 (Accountability of Elected and Appointed Officials Improved). This section describes the Program's major accomplishments and impact under each Sub-Intermediate Results broken down by Lower Level Results.

#### **Sub-IR 2.1: More Transparent Systems for Management of Public Resources by the National Government**

##### **LLR 2.1.1: National anti-corruption/transparency strategy completed and implemented.**

Program interventions assisted in advancing Panama's functional anticorruption strategy from 30% to 53.96%, hence exceeding the expected target for the overall life of the task order (see table on pages 2-4 for a highlights description).

##### **LLR. 2.1.2. Implementation of the commitments of the Inter-American Convention against Corruption (IACC).**

**Observance of international anti-corruption treaties:** In collaboration with the Attorney General's Office, the Program drafted a project aimed at adjusting the Panamanian legal framework to the standards of the Inter-American and United Nations Conventions against Corruption. In pursuit of this objective, the Program worked with the United Nations Office on Drugs and Crime-UNODC (responsible for the UN Global Program against Corruption) to disseminate the contents of the UN Convention (which builds upon the contents of the Inter-American one) and sensitize key public decision makers and GoP officials on the need to support its strict and timely compliance. Meetings were held for such purposes with the President of the National Assembly, Supreme Court magistrates, lower court judges, the Attorney General, public prosecutors, newspaper editors, radio directors and civil society organizations.

In total, the Program and UN officials met with 435 representatives of the public and private sectors, media, and civil society. These representatives included 170 from the Dominican Republic, El Salvador, Guatemala, Honduras, Mexico and Nicaragua, that participated at an international event, via videoconference, organized by the Program in conjunction with the World Bank with the title "Promoting Compliance with the UN Convention against Corruption: The Role of Civil Society".

In conjunction with the Legal Department of the National Assembly, the Program also submitted for the review of the UNODC the draft Criminal Code to ensure its compliance with the standards set forth by the UN Convention against Corruption.

Furthermore, the Program was instrumental in coordinating a meeting between the Attorney General's Office and the Anticorruption Council's Executive Secretariat to complement their activities and avoid the duplication of efforts as central authorities of the UN and OAS anticorruption conventions, respectively.

The Program also obtained financial support from UNODC to sponsor the attendance of Panama's Attorney General to the First Conference of the States Parties, held in

Jordan, to discuss the design of a monitoring mechanism for the UN Convention against Corruption. Unforeseen circumstances, however, prevented the Attorney General from participating. In light of this, the Program held an international videoconference featuring the results of the conference. Eugenio Curia, vice-president of the Conference of the States Parties, and Simonetta Grassi, rule of law specialist at UNODC, based in Vienna Austria, served as speakers. An interactive dialogue with the participating countries followed their presentations. In Panama, Attorney General Ana Matilde Gomez attended the event along with her staff, and private sector and civil society representatives. UNCAC's central authorities and/or key government officials in El Salvador and Guatemala also participated.

**LLR. 2.1.3 Improved national government budget transparency, management and execution.**

In accordance with budget adjustments and Mission priorities —ratified by two revised scopes of work issued, successively, in December 2007 and July 2008—the Program concentrated its efforts on advancing other LLRs throughout the implementation of the subject Task Order.

**LLR 2.1.4: Systemic government deficiencies identified and addressed in key line ministries.**

**Civil service implementation:** In FY07, the Civil Service Directorate finalized, with the Program's support, the drafting of a new Classification System for Labor Positions and Salaries in the Public Sector. This document uniformed the standards describing the nature, functions and salary levels of all labor positions in government, thus limiting discretionary practices and inequalities.

In FY06, the Program had also supported the Civil Service Directorate in the organization of the First National Congress of Human Resources Managers. The event had three main objectives: 1) creating awareness among high level government officials and public decision makers on the relevance of developing a professional civil service free of discretionary decisions and political manipulation, 2) presenting participants with best practices applicable to the different components of the civil service system, and 3) assessing the institutional development of all special career systems in Panama (e.g. at the Office of the Comptroller General, health sector, etc.).

The attending audience exceeded all expectations. Approximately 475 participants among human resource managers and legal advisors from government agencies across the country attended the Congress.

The Program sponsored the participation at this Congress of Julio César Fernández-Toro, one of Latin America's most renowned civil service specialists and Secretary of the Latin American Center for Development Administration (CLAD). Fernández-Toro gave the Congress' opening remarks and attended additional meetings organized by the Program in collaboration with the Civil Service Directorate and the Solicitor General's Office. These included encounters with the media (SerTV), the University of Panama, the Inter-Agency Network for Ethics in Government (*Red Interinstitucional de Ética en el Sector Público*) and government agencies responsible for providing training for public servants (e.g. the Solicitor General's Office, the City of Knowledge and the National Institute for Professional Training-INADEH). In all of these encounters, the Program sought to convey three basic messages: 1) that a professional bureaucracy is closely linked to the level of economic and social development of a country, 2) that over the long term a merit based system serves simultaneously the best interests of the country and of politicians, and 3) that the legal framework of the civil service in Panama requires adjustments to avoid recurring circumventions in practice.

As a result of this Congress and the two previous "Congresillos", the Civil Service Directorate gathered a series of conclusions and recommendations in the form of a "Route Map" for the proper implementation of a unified civil service in the public sector in Panama. The Program assisted the Directorate in widely disseminating its contents, which identified the actions required to develop each of the sub-components of the civil service system.

**LLR. 2.1.5 Initiatives to reduce petty corruption (bribe solicitation) developed and implemented.**

In accordance with budget adjustments and Mission priorities —ratified by two revised scopes of work issued, successively, in December 2007 and July 2008—the Program concentrated its efforts on advancing other LLRs throughout the implementation of the subject Task Order.

**LLR 2.1.6. Key oversight agencies strengthened**

**Attorney General's Office (AGO):** The Program carried out a far-reaching process to enhance the AGO's capacity for investigating and prosecuting corruption. It did so by setting up a single Corruption Investigations Unit—in the form of a multidisciplinary task force—and by conducting the following tasks:

- Drafted job descriptions and recruitment mechanisms for the new Corruption Investigations Unit.
- Offered a seven-module certificate course on "Strategies for the Investigation and Prosecution of Corruption" for the entire staff of the emerging entity in conjunction with the Institute of Criminology of the University of Panama.
- Drafted and printed a "Corruption Investigations Manual" to adopt uniform methodologies for the investigation of corruption crimes.
- Released publications on best practices and lessons learned in the restructuring process of the AGOs' Corruption Investigations Unit. These included titles such as "Managing for Results at the Corruption Investigations Unit" and "Corruption Crimes under the New Criminal Code".
- Designed a results-based management process through the development of meaningful performance indicators.
- Provided continued on-site guidance and support in the implementation of strategies to investigate corruption.
- Offered a workshop on "Teamwork, Effective Communications and Values" for the Attorney General, her top level Prosecutors and other high-level officials at the AGO. This followed a similar exercise implemented earlier for the staff of the AGO's Corruption Investigations Unit, which sought to improve team cohesion and efficiency.
- Organized short training courses in areas such as "Oral and Jury Trials System based on the new Criminal Procedures Code" and "Investigation of Fraud in the Purchase of Undeveloped State Land". Not only the staff of the AGO's Corruption Investigations Unit, but also judges, public prosecutors and public defendants from Panama City and other regional sites (e.g. Santiago and David) attended these courses.

Other relevant activities conducted jointly with the AGO, included:

- Drafting a new Criminal Procedures Code along with representatives from the AGO, the Judiciary and other government entities. This document incorporated a series of measures intended to facilitate the prosecution of corruption (e.g. plea bargaining mechanisms, conflict of interest regulations, and witness protection standards, etc.)

- Drafting and presenting at the National Assembly a new Criminal Code with a revised corruption crimes chapter compliant with the standards set forth by international conventions against corruption.
- Conducting workshops to assess internal controls at the AGO's "Transportation and Seized Assets Units" and simultaneously offering field training on the subject matter to 11 internal auditors.
- Designing and organizing, in conjunction with the Attorney General's Office, the World Bank and 19 entities in nine countries, a virtual encounter of Chief Public Prosecutors entitled "Latin American Experiences in the Investigation of Corruption Cases that Transcend Borders".

In addition to all six Central American Attorney Generals, 390 participants in nine countries (El Salvador, Ecuador, Guatemala, Chile, Honduras, Nicaragua, Costa Rica, Panama, and the US) viewed the event simultaneously. They included, among other participants, law enforcement officials, judges, members of anticorruption commissions, civil society representatives and journalists.

- Organizing a regional workshop of Attorneys General titled "Adoption of Effective Strategies for the Criminal Prosecution of Corruption", which brought together, for the first time, through an on-site encounter, the Chief Public Prosecutors from nine Latin American countries.

By examining case studies, the attending prosecutors assessed the strengths and challenges of the implementation of corruption prosecution techniques in the following areas:

- 1) Inter-agency coordination mechanisms.
- 2) International cooperation procedures.
- 3) Plea bargaining strategies.
- 4) Cautionary measures that precede a judicial process.

The workshop's major conclusions and proposals were compiled into a "Declaration of Intent to Streamline the Investigation of Corruption and the Recovery of its Proceeds".

*"The materials (on the videoconference: Latin American Experiences in the Investigation of Corruption that Transcend Borders) are the best we have ever seen! The Memorias are complete, and the color pictures, newspaper articles, charts, evaluations are exemplary. I have distributed copies of them among our Management in the anti-corruption field.*

*Receive my greetings and gratitude from Washington for the excellent material on our first experience working together."*

*Bari Rabin  
Knowledge Management Officer  
World Bank's Knowledge Management  
and Learning Unit*

*"The historical relevance and impact of this encounter of Public Prosecutors (...) signals a breakthrough in regional perspectives of mutual legal assistance and the fight against corruption"*

*(...)*

*You (USAID/Panama's Transparency and Accountability Program) were able to materialize an idea that was only in my head and that reached my expectations of the event, which entailed establishing links with our regional counterparts.*

*Ana Matilde Gómez  
Attorney General of Panama*

**Judicial Branch:** At the Supreme Court's request, the Program drafted and assisted in launching an "Action Plan to Prevent, Detect and Prosecute Corruption in the Judicial Branch". As part of this initiative, the Program provided technical assistance to set up an internal body, in the form of an Ethics Commission, responsible for monitoring the implementation and enforcement of anticorruption tasks in the Judicial Branch. To make this Commission operational, the Program prepared its internal regulations, which

detail its corruption-control responsibilities, in addition to its organizational structure, and human and financial requirements.

The Program also worked in developing concrete measures to facilitate the observance in practice of the Judiciary's new Ethics Code. This included taping and reproducing copies of an instructional video on Judicial Ethics and offering training and guidance to the members of the Ethics Commission on the enforcement of ethical standards. Additionally, the

Program assisted the Judicial Branch in revamping its internal auditing mechanisms to identify and prevent corruption and in improving the availability of web-based information linked to its technical, financial and administrative operations.

*"I would like to thank USAID and its Transparency and Accountability Program for assisting government entities in Panama to comply with strategic objectives to fight corruption, build a Democracy and good governance (in Panama)".*

*Esmeralda de Troitino  
Supreme Court Justice*

**National Tax Directorate-DGI:** The Program finalized a project to streamline the internal organization and human resources practices of the National Tax Directorate (DGI) by presenting this entity with the following products:

1. A recruitment and personnel selection subsystem, which involved the development of three major sub-products: a) a recruitment and promotion mechanism with evaluation criteria and indicators; b) standards and regulations to undertake management positions based on merits and professional skills; and c) model terms of reference to be used in connection with the recruitment process.
2. A plan to move forward the DGI's human resources practices into the proposed revamped system.
3. A proposal revising the structure, objectives and functions of the National Tax Directorate.

Simultaneously, the Program monitored the implementation by a local grantee (ADEN University) of a training program on "Change Management and Transparency Practices" for the entire personnel of the DGI (see LLR 2.3.2 for further details on this activity).

*(The activities conducted in conjunction with the Program seek to) "offer the country an efficient and competent internal revenue service that meets tax collection goals... by offering high quality services to tax payers based on the principles of access to information, transparency and accountability".*

*Gisela de Porras  
Head of the National Tax Directorate*

**Solicitor General's Office:** In coordination with the Solicitor General's Office, the Program developed, through a consensus-building process, a legal framework for the implementation of a revamped administrative justice system at the community level based on accountability practices, justice of the peace procedures (a form of justice implemented at the community level that privileges an amicable resolution of conflicts rather than legal confrontations) and alternative dispute resolution mechanisms.

In anticipation of the eventual entry into force of a justice of the peace system, the Program and the Solicitor General's Office also conducted the followings tasks:

- Designed the model structure and human resources practices for community justice units. This was intended to safeguard the objectivity and merit-based nature of the selection of community judges and its personnel.
- Selected and trained 42 participants on the contents of the Community Justice bill, ethical and accountability standards and alternative dispute resolution mechanisms. Outstanding participants in the course were certified as trainers of

justice of the peace procedures and will in turn instruct judges of the peace and their staff on these subjects.

- Published 49,000 copies of a newspaper supplement in *La Estrella* and *El Siglo* to explain in layman terms how the new community justice system will operate

**Office of the Comptroller General:** The following is a list of some of the most relevant activities conducted by the Program to strengthen the oversight function of the Office of the Comptroller General:

- Provided technical recommendations in the design of its strategic plan. To smooth its implementation, the Program also co-sponsored a series of workshops aimed at engendering an integrated, highly effective and reliable executive team in the Office of the Comptroller General.
- Reviewed and provided comments on a bill drafted by the Office of the Comptroller General for the adoption of a new government procurement law.
- Offered a series of courses on public procurement oversight, Computer Assisted Audit Techniques and Forensic Auditing.
- Conducted a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats) of its Audit Directorate with the purpose of identifying relevant measures to streamline its performance. It did so by examining its institutional structure, functions and a sample of audits in progress. Subsequently, the Program drafted a chart highlighting the areas which require immediate attention.
- Supported its National Public Works Directorate in the design of: a) an annual plan of audits and related documents, such as the sampling and selection criteria of the structures to be audited; b) a revamped organizational manual, and c) job descriptions for its staff. Furthermore, the Program offered a short course on appraisal techniques for the technical personnel of the National Public Works Directorate.
- Arranged a series of meetings between the Comptroller General of Panama and U.S. government officials and representatives from multilateral organizations based in Washington, DC. The meetings were intended to expose the Comptroller General to best practices in government auditing at U.S. agencies and multilateral organizations. In concurrence with the Comptroller General's interests, the meetings also pursued a more specific objective: identifying and securing supplementary support from U.S agencies and international organizations in the form of training and/or IT solutions.

### **Sub-IR 2.2: Increased Devolution of Responsibilities and Resources to the Local Level Resulting In Greater Responsiveness by Local Governments to Citizens Needs**

At the time of implementation of this Program, International donors, such as the Inter-American Development Bank, were administrating municipal modernization and decentralization programs aimed at promoting local development in Panama. These projects were far-reaching in their scope and well funded. Consequently and in accordance with Mission priorities and budget adjustments—ratified by two revised scopes of work issued, successively, in December 2007 and July 2008—the Program concentrated its efforts on advancing other LLRs throughout the implementation of the Task Order.

## **Sub-IR 2.3: More Opportunities for Citizen Participation in and Oversight of National Government Decision-Making.**

### **LLR 2.3.1: Strong civil society participation and oversight.**

Program counterparts in civil society included, among others, *Alianza Ciudadana pro Justicia*, the Panamanian Association of Business Executives (APEDE), CEASPA and the Panamanian Association of Judges (ASPAMAJ). They all conducted, with the Program's technical and financial support, citizen participatory mechanisms to curb corruption. The following is a brief description of the Program's main initiatives with these local partners in civil society.

***Alianza Ciudadana pro Justicia***: By and large, *Alianza Ciudadana* was the Program's main partner in civil society on account of its excellent record and results in the implementation of citizen participatory mechanisms, which included the activities described below:

- Carried out, from the Program's inception, a total of 27 major social audits which identified institutional shortcomings and presented concrete recommendations to address and improve anticorruption measures in government. This included social audits of Supreme Court rulings allegedly tainted with political interference, on the quality of criminal justice, on the number of detainees in the Panamanian prison system for administrative misdemeanors, and on the quality and efficiency of administrative justice at the community level, among others.
- Trained 70 representatives from 22 CSOs in the provinces of Panamá, Coclé, Veraguas and Chiriquí on social auditing methodologies. Then, under the guidance of *Alianza Ciudadana*, course trainees carried out social audits at eight *Corregimientos* in the aforementioned provinces.
- Participated actively in the design and discussions of the Criminal Code and the Criminal Procedures Code.
- Induced the President to ratify the process to select Supreme Court Justices through consultations with external actors. With the Program's support and technical guidance, *Alianza Ciudadana's* intervention was instrumental in reaching this result. Among other features, the decree called for the formation of a seven-member Evaluation Committee composed of civil society representatives (e.g. *Alianza Ciudadana*, the National Bar Association) and a Judicial Branch appointee.
- Monitored and made several presentations for civil society organizations, university students, professors, business associations and the general public on the results and progress status under the Justice Reform Commission. As part of its public outreach activities, *Alianza Ciudadana* obtained the publication, free of charge, of a 20-page, full color supplement (titled "The Route towards an Comprehensive Justice Reform") that compiles all the results and recommendations issued by the referred Commission. The supplement was published in *Panamá América*, a newspaper with an estimated reach of 35,000 daily readers throughout the country.
- Served as an active participant at the round table discussions summoned by the Solicitor General's Office to generate consensus around a unified Community Justice Bill with the Judicial Branch. Furthermore, the Program assisted the Solicitor General's Office in convening a "train the trainers" workshop on justice of the peace procedures.
- Carried out presentations, consultation and public awareness activities around the country to convey the importance of revamping the local administrative justice system.
- Released a logo used as the graphic identity of the fight against corruption in Panama in conjunction with GoP agencies (the National Anticorruption Council and the Attorney General's Office), the private sector (APEDE) and civil society

organizations (Transparency International-Panama and *Comisión de Justicia y Paz*, among others). Among other objectives, the logo intended to promote awareness and present a common front (government, civil society and private sector) against corruption through the use of a graphic design that it is not associated to a specific government or interest group.

- Organized a seminar on "Procedural Privileges for High Level GoP Officials: A Hurdle for the Fight against Corruption". Its objectives were threefold: 1) Highlighting the bureaucratic hurdles that impede investigations of alleged wrongdoings against members of the National Assembly and the Supreme Court; 2) Demystifying the popular belief that these types of government officials require special prerogatives, and 3) Presenting proposals, compatible with the two former objectives, based on international best practices.
- Developed an Internet site to monitor judicial proceedings on high-profile corruption cases. The site also offers information on daily corruption news from Panama's largest circulation newspapers, technical studies, articles and events on the detection and prevention of corruption.
- Launched a mechanism to monitor the Court's efficiency in resolving Freedom of Information (Habeas Data) requests.
- Tracked GoP agencies' compliance with the local Freedom of Information Act.
- Documented its best practices and experiences in a publication titled "Six Steps to Effectively Engage Civil Society in a Judicial Reform Process". Its dissemination seeks to share *Alianza Ciudadana's* successful watchdog methodologies and promote their implementation across other areas of the good governance agenda.

***Panamanian Association of Business Executives (APEDE):***

- Co-sponsored a media campaign to promote ethical values (see LLR 2.3.2 below).
- Organized round table discussions, seminars and presentations to create awareness on the linkages between good governance, freedom of Information, free markets and economic development.

***Panamanian Association of Judges (ASPAMAJ):***

- Incorporated transparency and accountability sub-themes into the agenda of its Annual Congress (October 5-7, 2005). The Program identified and sponsored the participation of three international speakers at this event who showcased best practices in connection with judicial reform processes and their impact on reducing corruption in the justice system.
- Participated actively in the discussion of the new Criminal Procedures Code.

***Centro de Estudios y Acción Social Panameño (CEASPA):***

- Organized the Second Encounter of the Ngöbe-Buglé's Anticorruption Council, a Native American community. The Council is an autonomous network of private citizens responsible for overseeing and controlling the correct use of public funds. The event's objective was to consolidate the Council as a citizen network to promote public awareness and fight corruption at the local level. The two day event gathered 300 participants.
- Co-sponsored a regional effort (Nicaragua, Honduras, Guatemala and Panama) aimed at documenting best practices in the field of social auditing.

**LLR. 2.3.2 Clear leadership role and ethical standards for the private sector.**

***Private sector involvement:*** The eight GDA (Global Development Alliance) grantees completed their respective anticorruption projects under the Program's close financial and technical supervision. Overall, USAID's obligations to GDA recipients totaled

\$595,484.52, whereas their in-kind and financial contributions reached \$1,107,660.23 (1:1.86 ratio).

Project Objectives							
FETV (Project 1)	FETV (Project 2)	APEDE	APC	Digital Design ANAM/TVN	Fe y Alegría	ADEN	UNESCPA
Launch a citizen awareness campaign on TV to tackle corruption,	Instill ethical and moral values to middle and high school students	Implement a media campaign aimed at promoting ethical values	Foster Transparency and good governance at Micro, Small and Medium Enterprises	Promote Public Awareness on the Linkages between Corruption and Environmental Offenses	Promote Values to children and teenagers by Means of Information Technologies	Forge Institutional and Human Resources Development at the National Tax Directorate	Offer a Certificate Course on Fraud Auditing and Internal Controls in the Public Sector
USAID Funding							
\$167,500		\$99,984	\$100,000	\$100,000	\$43,000	\$70,000	\$15,000
Local Contribution							
\$279,846		\$99,984	\$169,130	\$129,700	\$52,000	\$362,000	\$15,000

Some of the most significant results of these projects include:

- Broadcasting, in conjunction with the Panamanian Association of Business Executives (APEDE), an anticorruption public awareness campaign on TV, radio, outdoor advertising and printed media with nationwide coverage. On average, TV ads were viewed 1.3 times per person 18 and older in Panama. Other media, such as 29 radio stations, two major theater chains and newspapers, also participated actively in this campaign.
- Co-funding the participation of 20 government officials at a five-month certificate course aimed at strengthening their capacity to identify, investigate and prosecute fraud and corruption.
- Training more than 500 GoP officials from the National Tax Directorate on Teamwork, Institutional Changes and Accountability Considerations.
- Offering a training program for 1,000 micro, small and medium-sized business-owners with the purpose of instilling transparency and good governance practices in their sector.
- Producing and disseminating with FeTV Channel 5 public service announcements on the pervasive effects of corruption in daily life broadcast nationwide during primetime.
- Offering workshops and material on ethical and moral values to middle and high school students from the provinces of Panamá and Colón.
- Editing and disseminating educational pamphlets and compact discs on ethical values designed by teenagers.

**LLR. 2.3.3 Capacity of the media to report on transparency and corruption issues increased.**

In accordance with budget adjustments and Mission priorities —ratified by two revised scopes of work issued, successively, in December 2007 and July 2008—the Program concentrated its efforts on advancing other LLRs throughout the implementation of the subject Task Order.

## **Sub-IR 2.4: Accountability of Elected and Appointed Officials Improved.**

### **LLR. 2.4.1. Political party & elected leaders accountability improved**

In accordance with budget adjustments and Mission priorities —ratified by two revised scopes of work issued, successively, in December 2007 and July 2008—the Program concentrated its efforts on advancing other LLRs throughout the implementation of the subject Task Order.

### **LLR. 2.4.2. Improved government ethics and disclosure of assets of public officials and public office candidates**

In FY2008, a total of 413 GoP officials and civil society representatives were trained on justice of the peace procedures, alternative dispute resolution mechanisms, accountability practices and ethics with the purpose of assisting in the eventual implementation of the justice of the peace system.

The Program also engaged representatives from the Judicial Branch, the Attorney General's Office, and the Panamanian Bar Association —through workshops and consultative meetings— in the discussion of mechanisms to implement the Judiciary's Code of Ethics. Furthermore, the Program drafted internal regulations to guarantee an effective implementation of ethical standards for judges and court personnel. The subject directives established the creation of an Ethics Commission, the execution of training and public awareness activities on the objectives and contents of the Code, and putting in place incentives to recognize models of ethical behavior in the Judicial Branch. In preparing these standards, the Program also proposed a series of reforms to the civil service system to ensure its compatibility with the provisions set forth by the Ethics Code of the Judicial Branch.

To support the training assignment of the Ethics Commission, the Program taped and reproduced 50 copies of an instructional video on Judicial Ethics. Furthermore, the Program offered introductory guidance to the new Ethics Commission's staff on the enforcement of ethical standards.

Finally, to accompany the adoption of the new Ethics Code, the Program designed brochures and posters and published a newspaper supplement for the general public titled "18 Questions to Demand an Ethical Behavior from Judges and Court Staff". Through this initiative, the Program sought to engender a demand driven by citizens to make the judicial system more transparent and accountable.

#### IV. Challenges / Lessons Learned

Throughout the implementation of Task Order Number DFD-I-03-03-00139-00, the Panama Program faced a number of challenges that threatened its ability to meet its projected targets. The table below summarizes some of the major hurdles and the Program's responses to overcome them.

Challenge	Program's Response / Lessons Learned
<p>Recurring differences among members of the National Anticorruption Council, which obstructed in practice the execution of its assigned tasks and the Program's efforts to support their implementation.</p>	<p>The National Anticorruption Council was originally conceived as a clearinghouse for the design of anticorruption policies and the Program's main counterpart in the public sector. Nevertheless, a complex organizational structure and internal conflicts prevented it from becoming a truly operational entity. For instance, the Council did not hold any meetings for several months. During that period, anticorruption policies took a back seat to "more pressing" items on the government's agenda. While the Council's inactivity did not impede the launching of anti-corruption tasks by its Executive Secretariat (most of them with the Program's technical and financial support), it did limit their expected impact.</p> <p>To breathe life into the Council and define its immediate future, the Program launched in April 2006 an initial round of interviews to review its achievements, or lack thereof, one year into its formal inception. By interviewing members of the Council and a selection of external public opinion makers (NGOS, private sector organizations, professional associations, and the Chief Supreme Justice), this activity was aimed at identifying the flaws that hindered its work and promote the timely adoption of corrective actions.</p> <p>These efforts, however, did not bring about the expected results, hence the Program opted for reducing the scope of its activities in support of the National Anticorruption Council and extended its partnerships, on an individual basis, with other GoP agencies, some of which were already part of the Council, such as the Attorney General's Office, the Judicial Branch, the National Tax Directorate, the Civil Service Directorate and the Office of the Comptroller General. The execution of activities with these counterparts assisted in advancing the goals of a functional anticorruption strategy.</p> <p>The Council's complex and hybrid membership (composed of high level government officials and civil society representatives) as well as its weak executive unit in terms of its purported authority, legal status and conflicting jurisdictions with other GoP entities, questions the relevance of creating new structures for the implementation of anticorruption policies. Ad hoc</p>

Challenge	Program's Response / Lessons Learned
	<p>Anticorruption bodies may still have a significant role to play if they maintain a lean and operational structure, identify pending items of the local anticorruption agenda, monitor compliance with international anticorruption treaties, concentrate on executing corruption-prevention measures (e.g. public awareness campaigns, training diagnostics) as opposed to investigating or prosecuting corruption and draft proposals to strengthen the legal framework against corruption.</p>
<p>Engaging private sector participation in co-sponsoring the implementation of accountability and anticorruption projects.</p>	<p>At the onset of the GDA (Global Development Alliance) initiative, the Program held numerous presentations and encounters with trade chambers and business associations to involve its members in the execution of joint anticorruption projects at a 1:1 ratio on financial and in-kind contributions. This approach proved, by and large, unsuccessful as private sector representatives did not perceive "tangible" results in this type of projects, in opposition to other sectors, such as health or public works. The Program then switched its strategy by meeting with individual corporations with social responsibility projects already underway. Rather than proposing radically new initiatives, the Program presented proposals which piggybacked on their social responsibility efforts. That is, the Program offered to co-fund their own initiatives if these were to include transparency and accountability components. As a result, the Program completed eight projects under the GDA mechanism in a relatively short timeframe. Overall, USAID's obligations to GDA recipients totaled \$595,484.52, whereas their in-kind and financial contributions reached \$1,107,660.23 (1:1.86 ratio).</p>
<p>Lack of sustained actions by the Office of the Comptroller General to follow up on training and technical assistance activities provided by the Program at its request.</p>	<p>In the latter part of FY06, Program activities at the Office of the Comptroller General, such as specialized audit training and a plan to revamp the Public Works Audit Directorate, gradually came to a halt. In the hope of reawakening all dormant initiatives, the Program's immediate strategy was to approach the Comptroller General and his closest advisors to follow up on all collaboration projects. The Program simultaneously presented two proposals addressing priority areas under the strategic plan of the Office of the Comptroller General. They entailed 1) Updating government auditing standards, and 2) Training external and internal auditors in Financial Auditing, Performance Auditing and Internal Controls.</p> <p>Both proposals were to be executed by international auditing specialists in coordination with the Program's own technical staff. This met and exceeded the Comptroller General's request for obtaining high-level advisory services with ample international experience</p>

Challenge	Program's Response / Lessons Learned
	<p>in overhauling supreme audit institutions. While this was expected to prop up activities, the Program's efforts ultimately proved unsuccessful as it did not receive a response to its proposals. The lack of sustained actions by the Office of the Comptroller General seemed to be the result of deviating priorities. Whereas the Program launched initiatives aimed at strengthening the core business of the Office of the Comptroller General (its Audit and Pre-control Directorates), its former head's interests lied in other areas, namely e-government, rationalizing government expenditures and setting up an anticorruption hotline. Subsequent personnel changes also had a negative impact on activities spearheaded by the Program.</p>
<p>Reach a consensus around the contents of a draft Administrative/Community Justice Act.</p>	<p>The administration of justice at the community level in Panama, run by <i>corregidores</i>, is frequently tainted by arbitrary resolutions and corruption. A government-lead initiative had been launched to address this issue, yet it was mostly an isolated and lethargic exercise that did not include a systematic and comprehensive discussion.</p> <p>Once the Program overcame the initial lack of interest of some government agencies, it successfully gathered all stakeholders (e.g. the Solicitor General's Office, Attorney General's Office, the Judicial Branch and civil society organizations) and coordinated and expedited their discussions around the design and agreement on an Administrative/Community Justice Law. Despite the Program's attempts to bread a general consensus, technical differences (mainly, the mechanisms to appoint and remove community judges) precluded the Judiciary from endorsing the bill approved by all other parties. This did not, however, prevent the presentation of the proposed bill for the review and consideration of the Justice Reform Commission which is expected to forward it to the National Assembly.</p>
<p>Lack of a clear political will to set in motion an "Action Plan to Prevent, Detect and Prosecute Corruption in the Judicial Branch".</p>	<p>At the request of the Supreme Court, and in collaboration with specialists from Argentina, Colombia and Mexico, the Program drafted an "Action Plan to Prevent, Detect and Prosecute Corruption in the Judicial Branch" through a consultative process that involved the direct participation of judges, court and administrative staff over a period of several months.</p> <p>Nevertheless, the Judicial Branch did not finalize the review and approval of the Plan within the agreed schedule. The initial attempts to move forward with this task did not bring about the expected results. This required the direct intervention of USAID, at the</p>

Challenge	Program's Response / Lessons Learned
	<p>Program's request, to reactivate and expedite this project. USAID's involvement prompted the appointment by the Supreme Court of a three-member Commission charged with reviewing the contents of the subject Plan. This activity, along with the appointment of a new Supreme Court President, offered the opportunity to continue advocating for the adoption of the Plan, which occurred partially in Fiscal Year 08, when the Judicial Branch approved three of its components. This involved drafting guidelines for the creation of a permanent body responsible for monitoring the implementation and enforcement of anticorruption tasks at the Judicial Branch, strengthening its internal auditing practices and promoting the observance of its Ethics Code in practice. As detailed above, all of these activities were carried out in FY08 under the technical guidance of the Program.</p>
<p>Engendering the sustainability of local grantees beyond the financial support provided by the Program.</p>	<p>Sustaining civil society organizations beyond the financial support provided by international cooperation agencies has traditionally proven to be a major challenge. Generally, their mere existence is threatened by the conclusion of a grant by USAID or any other international donors as local sources of funding are scarce and there is little interest in sponsoring projects in areas such as good governance.</p> <p>The Program provided seed funding to its main local partner in civil society, <i>Alianza Ciudadana</i>, earmarked for the organization of a fundraiser event to continue operating past the termination of its grant with USAID. The event, which took place in August 2008, featured Nobel Prize Economist Joseph Stiglitz as a keynote speaker. Through ticket sales, <i>Alianza Ciudadana</i> raised \$52,445 in net earnings. Furthermore it received in-kind donations in the amount of \$45,000 to publicize the event through radio, TV and printed media. This will enable <i>Alianza Ciudadana</i> to operate for at least five months with no other sources of income.</p>
<p>Obtaining the approval of legal instruments to strengthen the regulatory framework against corruption.</p>	<p>Following an extensive legislative review, the Panamanian government approved on May 22, 2007 a new Criminal Code designed to modernize the administration of penal justice in Panama and bring it in line with international anticorruption conventions. The Program provided assistance in this process by coordinating a cross sectional effort aimed at endorsing the adoption of international standards to criminalize corruption as called for by international conventions. This resulted in insertions and/or adjustments to 26 articles of the Code's chapter on "Crimes against Public Administration".</p>

Challenge	Program's Response / Lessons Learned
	<p>In implementing this task, the Program and its local counterparts faced significant challenges. For instance, draft versions of the Code excluded important reforms in areas such as illicit enrichment. To overcome these and other shortcomings, the Program assisted its partners in mobilizing support for their inclusion in the final text of the Code. This included media appearances, press conferences, public presentations and the publication of newspaper ads advocating for all pending reforms. Key contents of the Code, and most importantly its required scope, were made visible to the general public thanks to these actions.</p> <p>Additionally, USAID specialists advised the Corruption Investigations Unit of the Attorney General's Office in the preparation of arguments to uphold all proposed changes before the National Assembly.</p> <p>A similar process took place in relation with the discussion and approval of the new Criminal Procedures Code.</p> <p>As a direct result of Program-coordinated efforts, Panama's National Assembly approved it in June 2008. The Program played a pivotal role in coordinating the technical discussions of the working group that drafted the Code, which included government officials (from the Judicial Branch, the Attorney General's Office, the Ministry of the Interior and other agencies), as well as professional associations, and civil society representatives. Following a lengthy discussion process, the Program supported the above-mentioned parties in generating consensus around a uniform proposal of the Code.</p> <p>The final version of this document represents a significant step forward that sets the legal foundations for making the criminal justice system more efficient, expeditious and transparent. It also incorporates a few significant measures to facilitate the prosecution of corruption, such as regulations relevant to:</p> <ul style="list-style-type: none"> <li>• Detecting, preventing and sanctioning conflict of interests at the Judicial Branch.</li> <li>• Protecting witness and whistleblowers.</li> <li>• Allowing the use of plea bargaining mechanisms.</li> </ul>

## V. Recommendations for Future Interventions

The following is a set of key action areas where the Program recommends USAID intervene in the short term to build upon Program advances to date and set target results for Fiscal Years 2009 and 2010 under Intermediate Result No. 2 "Greater Transparency and Accountability of Governments".

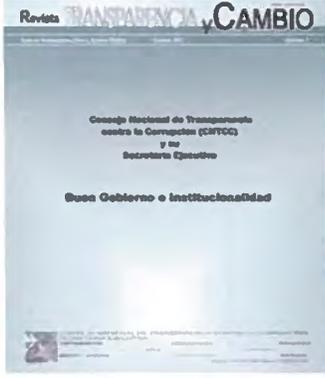
Suggested Areas of Intervention / Partner(s)	Expected Result(s)
Approach and assist political parties in the design of anticorruption agendas in connection with the current electoral process.	Anticorruption agendas drafted and incorporated into the electoral platforms of the major political parties, which would serve as the basis of an Anticorruption Plan/Strategy of the new government.
Develop and launch a strategy with the Judicial Branch and the Attorney General's Office for the implementation of the new oral trials system resulting from the entry into force of the recently approved Criminal Procedures Code.	A process in place to smooth the transition to a more efficient and transparent criminal justice system.
Launch in coordination with the Supreme Court the execution of other components of the Judicial Branch's Anticorruption Plan, drafted with USAID's support.	Expanded and continued implementation of activities at the Judicial Branch to prevent, detect and reprimand internal corruption.
Conduct public awareness activities and training on justice of the peace procedures in conjunction with the Solicitor General's Office and/or others (e.g. civil society organizations and the Judicial Branch).	Citizens aware of the main features and advantages of a new justice of the peace system as means to improve administrative justice at the local level Future community judges and their staff prepared to implement the new justice of the peace system.
Support civil society's efforts to monitor and advance the execution of pending activities under the approved agenda of the justice reform process ( <i>Pacto de Estado por la Justicia</i> ).	Expanded and continued implementation of activities to revamp the administration of justice.
Provide additional technical support and training to the Corruption Investigations Unit ( <i>Fiscalía Anticorrupción</i> ) of the Attorney General's Office (AGO) on subjects such as performance based evaluation and managing by results.	Consolidate advances in the restructuring process of the AGO's unit responsible for investigating and prosecuting corruption crimes. Increased effectiveness of the AGO in obtaining favorable final rulings in the prosecution of corruption crimes.
Work with the Civil Service Directorate to continue setting up	Increased number of GoP officials incorporated into the civil service system under a merit-based

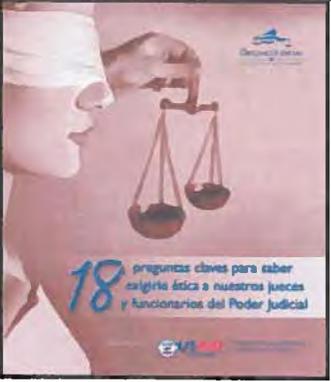
<b>Suggested Areas of Intervention / Partner(s)</b>	<b>Expected Result(s)</b>
the initial components of a civil service system and developing material/manuals for the development of other pending modules.	process free of political interferences. Shield government structures/institutions, particularly the ranks of technical and administrative staff, from political meddling as an upcoming administration takes office.
Offer training and on-site guidance to local journalists (from print media, television and radio) in the development of pieces of investigative journalism.	Increased number of newspaper articles and TV/radio broadcasts that disclose and disseminate corruption cases and/or that track other relevant subjects (e.g. compliance with electoral campaign regulations).

**Annex I**  
**List of Main Program Publications or Program-Sponsored Publications**

Publication	Objective	Cover
<p>Criminal, Civil and Administrative Liabilities of High-Level GoP officials</p>	<p>Identify the legal responsibilities of public servants in the execution of their functions. The Program sponsored the publication of 3,000 copies of this booklet, which was distributed nationally among GoP officials, judges, public prosecutors and civil society organizations.</p>	
<p>Corruption Crimes under the New Criminal Code</p>	<p>Break down the elements that constitute a corruption crime to facilitate their prosecution and judgment.</p>	
<p>Six Steps to Effectively Engage Civil Society in a Judicial Reform Process</p>	<p>Share <i>Alianza Ciudadana's</i> successful watchdog methodologies and promote their implementation across other areas of the good government agenda.</p>	

Publication	Objective	Cover
Corruption Investigations Manual	Document methodologies and best practices for the investigation and prosecution of corruption.	
Managing for Results at the Corruption Investigations Unit	Set up indicators and evaluation methodologies to assess performance levels at the Corruption Investigations Unit of the Attorney General's Office.	
Corruption Crimes under the New Penal Code	Explain in layman terms the major features of the Chapter on Corruption Crimes of the new Criminal Code.	

Publication	Objective	Cover
<p>"Transparency and Change" Journal</p>	<p>Support the publication of a journal by the National Anticorruption Council to disseminate best practices to curb corruption in the public sector. This volume included an article drafted by the Program on "Guidelines to Avoid Recurring Mistakes in the Design of Anticorruption Strategies and the Establishment of an Anticorruption Entity".</p>	
<p>Newspaper supplement on Community Justice Procedures</p>	<p>Summarize the main features of the proposed justice of the peace procedures.</p>	
<p>Internal Regulations of the Office of Judicial Ethics and Ethics Code's Procedures</p>	<p>Set up and disseminate internal regulations to facilitate the observance in practice of the Ethics Code of the Judicial Branch.</p>	

Publication	Objective	Cover
<p>18 Questions to Demand an Ethical Behavior from Judges and Court Staff.</p>	<p>Engender a citizen-driven demand to make the justice system more transparent and accountable.</p>	



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