

**MASTER PLAN
FOR THE DEVELOPMENT & MODERNIZATION
OF THE LEGISLATIVE ASSEMBLY
REPUBLIC OF COSTA RICA**

Prepared by

The Consortium for Legislative Development

Submitted to

The Commission to Modernize the Legislative Assembly

April 15, 1991

PREFACE THE CONSORTIUM FOR LEGISLATIVE DEVELOPMENT

THE CONSORTIUM FOR LEGISLATIVE DEVELOPMENT consists of three member institutions -- The Center for Democracy (Washington, D C), Florida International University's School of Public Affairs and Services, and the Center for Legislative Development of the Graduate School of Public Affairs, University at Albany, State University of New York. The principal representatives of these institutions and their chief associates in the work of the Consortium are

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The Center for Legislative Development

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The Consortium has received a three-year grant from the Agency for International Development to work with legislatures in Latin America and the Caribbean to facilitate their development as democratic institutions. In addition to Costa Rica, the Consortium has initiated work with the legislatures of Nicaragua, Panama, and Haiti. Extensive support has also been provided to the *Asociacion de Tecnicos Legislativos Centroamericanos* (ATELCA)--a regional association of key legislative staff members.

The objectives of the Consortium's work are (1) to help assess and meet immediate and short term needs identified in conjunction with legislators and their staffs, and to develop short term training programs in legislative operations, (2) to organize and facilitate bilateral and regional exchange opportunities among legislators and legislative staff members, and (3) to encourage the development of Latin American and Caribbean legislatures, including the institutional capacity to continuously address their own institutional needs in such areas as staff training, information systems and policy analysis.

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The Consortium works with legislatures and all political party groups within them in a completely non-partisan and collaborative fashion. The Consortium's role is to help facilitate development of the legislature's human resource and technical needs and to cooperate with the legislature's leadership and key staff members in their efforts to address those needs. The focus is on establishing a partnership designed to help the legislature build its institutional capacity to effectively perform its constitutionally-assigned functions and enhance its role as a principal branch of government in a democratic society. The Consortium also works to develop relationships with in-country universities, professional associations and organizations so that they will also serve as a continuing resource for the national legislative body.

ACKNOWLEDGEMENTS

This document was prepared by a team of experts from the three institutions of the Consortium and an outside expert from the Federal Senate of Brazil. The Center for Democracy was represented by Mr. Caleb McCarry. Florida International University was represented by Mr. Gerald Reed. The Center for Legislative Development of the University at Albany, State University of New York was represented by Dr. Charles S. Dawson, Deputy Director, and by its Director, Professor Abdo I. Baaklini, who led the development of this document. Dr. Eduardo Pereira, of the Federal Senate of Brazil, was invited by the Center for Legislative Development to act as an outside consultant.

The Center for Legislative Development provided substantial logistical and communications support for the work of the team at the Center's headquarters in Albany, New York. The team is grateful for the diligent support of the Center's Communications Director, Linda Gould, and Graduate Research Assistant, Margarita Seminario. The Consortium's Florida International University partner provided additional logistical support during the final phase of the preparation of this Plan, and Dean Allan Rosenbaum provided helpful programmatic insights into its development.

As in any team work, credit is shared by all the team members who worked extended hours to produce this document on time. This extends to the members and staff of the Legislative Assembly whose insights and provision of essential information have made this effort possible.

The overall design and coordination of the work was the responsibility of Professor Baaklini, who provided the theoretical and programmatic justification and rationale of this plan. Many of his findings over the past quarter century of research in the area of legislative development found their way into various parts of this Plan.

Dr. Eduardo Pereira provided leadership in many areas and assisted Professor Baaklini in the overall design and justification of this Plan, especially with regard to his contribution to the information system section.

Mr. McCarry and Mr. Reed, under the leadership of Dr. Dawson, produced a significant portion of the programmatic part of this Plan. Dr. Dawson's contribution to the budget and oversight functions was especially pronounced. Mr. McCarry and Mr. Reed's intimate knowledge of Costa Rica's political and legislative system, in addition to their programmatic contributions to this plan, were invaluable.

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I EXECUTIVE SUMMARY

This Master Plan for the Development and Modernization of the Legislative Assembly of Costa Rica was produced at the explicit request of the president of the Costa Rica Legislative Assembly and the director of the United States Agency for International Development Mission to Costa Rica. Funding for the preparation of this Master Plan was provided by the Agency for International Development.

At the request of the Legislative Assembly, this Plan has been created as an overarching framework for addressing the Legislative Assembly's most critical developmental and modernization needs. It is designed to marshal internal resources and attract multilateral funding to address these needs. The implementation of this Plan will be determined by the level of funding support available. With this in mind, the overall program description has been divided into separate components and discrete activities to facilitate this process. The Consortium for Legislative Development's recommended implementation priorities are clearly defined in the Plan.

The field research for this Plan was conducted in San Jose in February 1991 by a team comprised of experts from the Consortium for Legislative Development, consultants from the National Conference of State Legislatures and the Legislative Assembly itself. The Legislative Assembly has provided the Consortium with considerable research support and documentation.

This Plan was written by the Consortium and should be considered to be a working draft. It has not as yet been reviewed by the Legislative Assembly or any donors. A team of experts from the three institutions of the Consortium for Legislative Development and an outside expert from the Federal Senate of Brazil prepared this draft. The design and coordination of the work was the responsibility of Professor Abdo Baaklini, who provided the theoretical and programmatic justification and rationale of the Plan.

The Plan is based upon a RATIONALE FOR LEGISLATIVE DEVELOPMENT that legislatures in presidential systems must be properly informed and institutionally capable of tackling, jointly with the executive branch, complex issues facing their societies and that an uninformed legislature is doomed to either merely ratify proposals and decisions initiated by the executive, or engage in protracted debate and

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obstructionist strategies. This rationale holds that the way a legislature organizes itself and its resources directly impacts on its ability to perform its functions.

The Plan also contains an overview and a summary institutional analysis of the Legislative Assembly's structure and organization. It furthermore provides the reader with an overview of past and present externally-funded and internally-generated modernization efforts for the Assembly. Other USAID-funded efforts bearing on the Legislative Assembly are also briefly discussed.

This Plan and the projects and activities recommended to implement it were developed using a systematic approach to strengthening the legislature's organization through a LEGISLATIVE DEVELOPMENT STRATEGY. As explained more fully in the Plan, modernization, in the sense of acquisition of modern equipment and information systems and the building of new facilities, is conceived as but one, albeit important, component to an overall legislative development strategy. The Plan enumerates the critical variables that affect the implementation of its strategy.

The Programs recommended in this Plan are divided into eight major components, including Institutionalizing the Legislative Development Process, Organizational and Human Resource Development, Improving Institutional Linkages, Administration and Management, Information Support, Physical Plant Support, and Operational Equipment. Each component is divided into separate but related projects. All proposed projects contain a general program description as well as an enumeration of the targeted audience, the resources required to implement the activities, and the projected outputs, or work products.

This Plan develops implementation strategy options and concurs with the Assembly's desire to utilize a multi-donor approach. Potential funding arrangements and their positive and negative aspects are reviewed to reach this conclusion. A general overview of potential international donors, including North American, European and other Western governments and private foundations, is included in this Plan. Management of the program will be undertaken by the Consortium for Legislative Development, with the overall direction and guidance of the Permanent Commission on the Modernization of the Legislative Assembly.

Finally, a tentative overall budget for implementation of the Master Plan is attached.

II THE RATIONALE FOR LEGISLATIVE DEVELOPMENT IN COSTA RICA

To play a constructive role in contemporary societies, legislatures in presidential systems must be properly informed and institutionally capable of tackling, jointly with the executive, complex issues facing their societies. An informed legislature is more capable of constructively participating in the evaluation of alternative public policy proposals. An informed legislature also possesses the necessary ingredients to hammer out agreements and avoid fatal confrontations and impasses with the executive.

A legislature that is not equipped to handle the complexities inherent in the various public policy choices facing contemporary societies is doomed to play one of two roles: either it ratifies proposals and decisions initiated by the executive without informed debate, or it engages in protracted debate and obstructionist strategies that exacerbate problems without contributing constructively to a solution. If it ratifies executive initiatives without questions, it relegates itself to a rubber stamp body, loses its legitimacy, and denies the executive an important input into the consideration of public policy. In brief, it forfeits the rationale for its existence.

If it engages in obstructionist strategies without contributing constructively to the solution of the problem at hand, it risks the prospect of being dissolved or suspended, as has been the case with many Third World legislatures, or it plunges the government into a crisis of ungovernability. The challenge that faces a contemporary legislature, therefore, is how to transform itself into a constructive partner with the executive in all the functions associated with governing.

The way a legislature organizes itself and its resources has a direct impact on its ability to perform various functions. A systematic approach to providing a legislature with resources needed to define or refine its organization is known as a Legislative Development Strategy. **Legislative development is the ability of the legislative institution, acting through its leadership, to study, assess, and identify its needs for resources and information, to formulate plans and programs to acquire those needed resources, and to continuously assess those needs and develop its resources for the purpose of reaching political agreements with the executive.** In an open political system with fair elections, the final purpose of legislative activities is reaching those agreements in a context of change and competition, without institutional disruption or disintegration. Any program aimed at strengthening democratic institutions in Costa Rica through legislative development should seek to achieve the following desired outcomes:

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- 1 Develop within the legislature the institutional capabilities to study and assess its needs and prioritize programs to meet these needs
- 2 Help in the acquisition of resources in the development of plans to address the needs thus identified through technical assistance, training and education, research and other joined activities
- 3 Help in the development of the necessary theories and orientations that marshal resources required to forge and conclude agreements within the context of an evolving and changing society. Agreements by definition are temporary answers to perennial questions. Political systems are not designed to permanently solve those questions or problems, because they cannot do so. The questions dealt with in the political system are constantly being reformulated, thus necessitating constant reformulation of the agreements reached

In marked contrast to many other Latin American and Caribbean legislatures, the Legislative Assembly of Costa Rica has displayed a remarkable vibrancy in maintaining a free, open and multi-party democratic system. The proposed Project is intended to reinvigorate the legislature to perform the following constitutionally-mandated functions: representation and constituency services, participation in the formulation of public policy, review, revision and adoption of the Republic's budget, overseeing the work of the executive, and, instilling in society the values associated with an open and democratic political process. The Costa Rican Legislative Assembly performs other functions such as training and socialization of political leadership, incubation of ideas, legitimization and political socialization in general. These functions require certain capabilities that the legislature needs to develop or upgrade. This Plan articulates a strategy for the development and upgrading of those capabilities.

III THE LEGISLATIVE ASSEMBLY OF COSTA RICA

The Costa Rica Legislative Assembly is unlike many other Central and South American legislatures in that it has enjoyed continuity since 1949 and has a democratic legislative tradition that dates back over a century. This tradition has engendered certain political, organizational and procedural attributes unique to it as an institution. This Plan endeavors to take these characteristics into consideration. A short review of these follows.

A The Legal Framework of the Legislative Assembly

The Legislative Assembly of Costa Rica is a unicameral body with fifty-seven members elected by province. Deputies are elected for four-year terms concurrent with the term of the President of the Republic. Significantly, deputies cannot be re-elected to consecutive terms.

The Legislative Assembly has the powers, functions and attributes typical of representative democracies, including

- ◆ the power to enact, amend and repeal the country's laws,
- ◆ the power to name the members of the Supreme Court,
- ◆ the responsibility to approve or reject international treaties and agreements,
- ◆ the approval or denial of the right of passage of foreign troops on Costa Rican territory,
- ◆ the right to suspend (by no less than a two-thirds vote) certain fundamental rights and guarantees of citizens in times of national necessity,
- ◆ the right to review, modify and approve the national budget,
- ◆ the naming of the Controller and Deputy Controller of the Republic,
- ◆ the power to establish national taxes and authorize municipal taxes,
- ◆ the authorization of the Executive Branch to negotiate matters concerning the national debt,

- ♦ determination of the form and authorization of the national currency, and
- ♦ the power to create the courts of justice and other organizations of national service

The Legislative Assembly convenes each year on May 1 for its Ordinary Session of six months. The Ordinary Session is divided into two periods which last from May 1 to July 31 and September 1 to November 30. The Executive Branch also can, and by tradition regularly does, convene the Legislative Assembly in Extraordinary Session to consider specific topics deemed of national importance.

The Legislative Assembly is governed pursuant to its internal rules, *El Reglamento de Orden, Direccion y Disciplina Interior*. These rules conform with, amplify, and provide specificity to the general provisions found in the constitution. The internal rules describe the Legislative Assembly's governing body, called the *Directorio*, and the election of its members, set forth the responsibilities and authority of the President of the Assembly and the other officers of the *Directorio* and the rights and attributes of the deputies, specify the permanent committees and their individual areas of responsibility, describe the procedure for the introduction and passage of legislation, and specify the procedure for considering the proposed national budget.

B. The Organization of the Legislative Assembly

The organization of the Legislative Assembly has evolved to enable the Assembly to function as a democratic institution. The Assembly is structured as follows:

1. The Plenary

The 57 deputies work within procedures and parameters established by the Assembly's internal rules. The members' principal functions are to

- a) Elect the President and officers of the *Directorio*,
- b) Draft and introduce legislation,
- c) Analyze, debate, amend and vote on legislation through
 - i) participation in standing and *ad hoc* committees
 - ii) attendance and participation in the Plenary

2 The Directorate

The constitution provides for a *Directorio* of the Legislative Assembly whose members are elected for one-year terms at the beginning of each year's legislative session. The *Directorio* is composed of a President and two Secretaries. A Vice-President and two Undersecretaries are elected as alternates to assume the duties of the members of the Directorate in their absence.

The power and responsibilities of the President of the Assembly are significant and diverse. For example, the President opens, closes, and presides over each session, directs the debate and recognizes deputies wishing to speak, and receives the vote and announces the result of Plenary actions. Additionally, the President has overall responsibility for the administration of the Assembly. Among the most important powers of the President is the ability to name the chairmen and members of the permanent committees. *El Reglamento de Orden, Direccion y Disciplina Interior* provides that the permanent committees will include representation from all political parties, but since no percentage or other qualifier is stated, the President has broad discretion in this regard.

The duties and responsibilities of the Secretaries are primarily administrative in nature. For example, they are required to prepare the Assembly's correspondence, assure that the minutes from the last session are prepared, and (with the President) sign enacted legislation and other official documents of the Assembly.

The positions and number of staff of the *Directorio* are

<u>Title</u>	<u>Number of Staff</u>
The President	9
The Vice-president	2
The Secretary	5
The Assistant Secretaries (2)	

3 The Core Staff

The Executive Director*	12
Press & Protocol Office	11
Transportation Office	9

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4 Partisan Staff (includes party caucus staff & deputies' personal staff)

<i>Unidad Social Cristiana</i>	89
<i>Liberacion Nacional</i>	66
<i>Pueblo Unido</i>	2
<i>Union Agricola Cartagines</i>	4
<i>Unión Generalaño</i>	2

5 Technical Staff (working on the legislative process through the Office of the Secretary of the *Directorio*)

Committees Department*	28
Technical Services Department*	27
The Secretarial & Drafting Department*	10
The Archives Department*	12
The Library*	13
The Congressional Record (<i>Actas</i>)*	12

6 Administrative Staff (support services)

Financial Department*	13
The Audit Department	21
The Human Resources Department*	20
Medical Services Department*	5
Purchasing Department*	21
General Services Department*	107
Legal Department*	12

TOTAL STAFF 512

*Indicates Civil Service Positions

7 The Party Caucuses

While the party caucuses do not play a formal role in the structure of the Legislative Assembly, they are a critical element in its daily operations as political institutions. The caucuses are represented as follows

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<u>Party</u>	<u>No. Members</u>	<u>1990/91 Chairman</u>
<i>Partido de Unidad Social Cristiana</i>	29	Rolando Lacle
<i>Partido de Liberacion Nacional</i>	25	Oscar Soley Soler
<i>Partido Pueblo Unido</i>	1	Rodrigo Gutierrez Saenz
<i>Unión Agrícola Cartagines</i>	1	Jorge Rodriguez Araya
<i>Partido Union Generalaño</i>	1	Carlos Alberto Fernandez

The *Directorio* consults with the heads of all the party caucuses once a week to coordinate policy. Outside these regular meetings, the party caucus chairmen play an important role in negotiations for the passage of key legislation.

It is significant to point out certain structural characteristics of the Costa Rica Legislative Assembly that could be detrimental to its development as a professional and strong legislature. These characteristics include annual rotation of the political leadership, one-term legislators and a personnel system that may lead to lack of political responsiveness to the elected deputies. This Plan acknowledges these weaknesses but cannot address them. These are major issues that need to be resolved at the political level. Until such time as political consensus is reached to resolve these issues, this Plan has been designed to suggest ways and means to minimize the adverse effects of these structural weaknesses and, through the application of the Strategy of Legislative Development, to strengthen the legislature's ability to hammer out consensus agreements on issues such as these that touch upon the sovereignty of the legislature as an independent branch of government.

IV LEGISLATIVE DEVELOPMENT IN COSTA RICA PAST AND PRESENT EFFORTS

As one of the enduring democracies in Latin America, Costa Rica has always sought to develop the capabilities of its legislative institution. In order to put the present development efforts into perspective, it is important to briefly describe past and contemporary attempts to contribute to the strengthening of the Costa Rica Legislative Assembly.

A The 1970s

External legislative development assistance to Costa Rica began in the early 1970s with funding provided by A I D and technical assistance by a Consortium for Legislative Development partner, the University at Albany, State University of New York. The project had two components: the publication of a legislative index that codified all legislation from 1948-1970, and the establishment of a Technical Services Department to conduct research, assisting congressmen in producing effective legislation.

The SUNY legislative development project involved both the majority and minority parties in the Costa Rica Legislative Assembly, as well as members of the law school and political science department of the University of Costa Rica. Planning for the project included: 1) a visit of New York State legislators and North American university professors to San Jose where they discussed legislative development with key Costa Ricans, and 2) a visit of a Costa Rican team consisting of legislators and university professors to Albany. After the Costa Ricans' visit to New York, they recommended that a committee be formed to plan a legislative development project and to present these plans to the Speaker. The committee met over a period of seven months and submitted a plan to the Speaker, calling for the establishment of a Technical Services Department and the creation of a legislative index.

In June of 1972, the Costa Rica Legislative Assembly signed a contract with the Equity Publishing Corporation of Oxford, New Hampshire for the publication of the Legislative Index. The company not only compiled the index, but insured that those designated to use and update it would participate in the process and be trained for their task. Therefore, at all times when the project was underway, one or more staff from Costa Rica were stationed in New Hampshire for training.

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A volume containing an indexed compilation of all Costa Rican legislation between 1948-1970 was prepared and published in 1972. The staff from the Costa Rican legislature who participated in the preparation and indexing of this volume and who received technical training by Equity Publishing Corporation had been designated to continue updating the volume. With the termination of the project, however, this task was abandoned.

The Technical Services Department, established in September 1972, consisted of twenty-two individuals, including eight professionals. The professionals were experts in economics, political and social sciences, and public administration. Their role was to provide the congressmen with needed research data and analysis. In addition, the staff relied on student interns from the University of Costa Rica. This unit continues today with some major changes in personnel and functions.

One additional element of this program was the enrollment of a faculty member from the University of Costa Rica in the Ph.D. program at SUNY. This faculty member completed all of the doctoral requirements with the exception of a dissertation which he planned to complete in Costa Rica. In the meantime, however, he was recruited to join his country's foreign service and has served as Costa Rica's Ambassador to Israel.

Although the Costa Rica legislative development program achieved initial success, once the program was completed, it did not flourish. It achieved limited goals, but its long-term prospects were hampered by leadership instability within the Costa Rica Legislative Assembly.

B The 1980s

In 1986, the Legislative Assembly organized and sponsored a Seminar on the Legislative Assembly attended by the full membership and staff of the legislature.

In 1986-87, half-a-dozen key legislators from the Costa Rica Legislative Assembly participated in the regional Central American Legislative Training Seminars (CALTS) developed and implemented by Consortium partner, The Center for Democracy. The bipartisan group of deputies participated in instructional visits to the United States Congress and the Minnesota and Massachusetts state legislatures and participated in the August 1987 Central American Legislative Leaders Forum held in the House Foreign Affairs Committee chamber. In September 1987, a Central American delegation of legislators participated in the Second Conference on Parliamentary Democracy in Strasbourg, France.

In 1989, the Assembly developed the *Proyecto de Capacitacion y Reorganizacion en la Estructura Administrativa de la Asamblea Legislativa* with technical assistance from the Central American Institute for Business Administration (INCAE) and from Florida International University, a Consortium for Legislative Development partner. The project began with an LAC Regional Administration of Justice office-sponsored four-day staff development training seminar in September 1989 for approximately forty mid and upper level legislative staff designed to provide an initial impetus to organizational development in the Legislative Assembly. The themes included the role of legislatures in democratic societies, legislative staffing patterns, and typical legislative staff services. Additionally, team building and problem identification workshops were integrated into the agenda. These problem identification workshops were subsequently used as the basis for a series of organizational improvement proposals developed by teams of legislative staff led by a specialist in organizational development and strategic planning as a follow-on activity to the seminar.

C. The 1990s

On February 2, 1990, the Legislative Assembly was elected and began serving its four-year term on May 6, 1990. The new leadership has continued the implementation of the first substantial modernization effort in the Legislative Assembly since the 1970s. Under the Presidency of Juan Jose Trejos Fonseca, the Assembly has undertaken a series of concrete programs that have led to the development of this proposed Master Plan. The Assembly has undertaken the following steps:

- 1 The naming of a bipartisan ad-hoc commission to study and recommend to the Plenary changes in the Assembly's internal rules to make the legislative process more agile.
- 2 The development of a three-volume study on the information management needs of the Assembly undertaken with financial support and technical assistance from the Swedish government.
- 3 The issuance of a request for proposals for implementing the first stage of the Management Information Systems. This effort will consist of micro-computers with printers to automate the members' offices and will be financed with internal resources.

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- 4 The development of a major review and recommendations for the modernization of the Assembly's administrative structure and management development with a consulting team from Peat, Marwick & Co
- 5 The development and completion of an architects' contest that drew 32 entries, from which a winning design was chosen for the planned legislative office building (described elsewhere in this document)
- 6 The creation of a special commission to oversee the development of the winning architectural plans and the construction of the legislative office building
- 7 The creation of an interim Commission for the Modernization of the Legislative Assembly, with legislation pending to make this commission permanent in order to insure continuity in the implementation of this Master Plan
- 8 The development of a study with implementation recommendations for procuring a comprehensive microfilm system for the Archives Department
- 9 Commission and coordination of the Consortium for Legislative Development needs assessment
- 10 Development of a comprehensive document, *El Proyecto de Mejoramiento Institucional de la Asamblea Legislativa de Costa Rica*, embodying the needs of the legislature

It is significant to point out that the Master Plan represents the culmination of an eleven-month effort by the Costa Rican Assembly. It builds on and incorporates many of the recommendations and needs identified in the previous undertakings.

These efforts have been endorsed by all the significant political forces within the Assembly, thus insuring continuous support within the context of changing leadership.

In sum, these steps have developed a solid base upon which this Master Plan is built. The modernization effort itself enjoys support throughout the Assembly and is very strongly positioned to become a fully institutionalized long-range program.

**V COMPLEMENTARY USAID-FUNDED LEGISLATIVE
DEVELOPMENT ACTIVITIES**

**A. Latin America and Caribbean Regional Legislative Development
Project**

LAC/DI initiated a three-year regional legislative development project for Latin America and the Caribbean in late 1990. The project is administered and managed by the Consortium for Legislative Development which, as noted in the Preface, is composed of three cooperating institutions -- The Center for Democracy, Florida International University, and the Center for Legislative Development of the University at Albany, State University of New York.

This regional project, developed to support the institutional strengthening of legislatures in Latin America and the Caribbean (LAC), has five interrelated components:

- ◆ Assessments of Needs,
- ◆ Regional Training Seminars,
- ◆ Technical Assistance,
- ◆ Legislative and Management Information Systems, and
- ◆ Graduate Degree and Internship Program

Participants in the regional project are drawn from interested legislatures in the Latin American and Caribbean region. The criteria for the selection of the participants are based on the degree of interest expressed by the political leadership of the countries and the input of the local USAID Missions. Project activities (for example, needs assessments) are conducted upon request of the local Missions at no cost to those Missions. Other activities (such as the regional seminars) are also offered with the regional funding, but it is hoped that the local Missions will provide funding for transportation and per diem costs so that participation can be enhanced. The project also offers a range of other services (technical assistance, organization of local seminars, etc.) which local Missions can receive in relation to their bilateral legislative development efforts on a "buy-in" basis. The AID contribution to the project envisioned in this Master Plan is approximately 3 million dollars.

B The USAID Administration of Justice Project

USAID has conducted several important activities through its regional and bilateral Administration of Justice projects which either directly or indirectly serve to strengthen the Legislative Assembly of Costa Rica as a democratic institution. A summary of two activities that most directly impact on the legislature is provided below.

1 The Existing Legislation System Project

The Attorney General's Office of Costa Rica (*Procuraduria de la Republica*) has taken on significant importance in its relationship to the Legislative Assembly through its efforts, known as the Existing Legislation System (SLV), to mount a computerized data base and cross-referenced index of Costa Rica's legislation and jurisprudence.

2 The Legislative Procedural Manual Project

The Regional Administration of Justice Office sponsored the preparation of a legislative procedural manual for the Costa Rican Assembly. This document was prepared under the auspices of the bilateral AOJ project administered by ILANUD. The coordinator for the project is the former head of the Assembly's Technical Services Department. The objective of the manual is to document, clarify and standardize the legislature procedures that have been developed over the years by the Assembly during the course of its work.

VI PROGRAMS

A Introduction

A viable strategy of legislative development involves the interplay of several key elements to insure its success. Often legislative development is confused with legislative modernization. In modernization, the emphasis is placed on the acquisition of modern equipment and information systems. While this facet is important in certain contexts, it is not the critical variable in a successful legislative development program. Other factors must be present before equipment and modern information systems become relevant to legislative development.

The following is a set of critical variables necessary for the successful implementation of the programmatic recommendations discussed in this Plan:

- 1 A commitment by the leadership of the Legislative Assembly to a strategy of legislative development must be present. Given the leadership and membership rotation within the Assembly in Costa Rica, this need is especially urgent. In legislatures characterized by leadership and membership continuity, such as the US Congress, such a vision and commitment are not as crucial. Continuity allows the legislature to resort to an incremental approach in which the leadership develops its priorities and builds consensus around these priorities. Indeed, this is the most usual and perhaps the most preferred way to conduct business. The case in Costa Rica requires a different approach. The first part of the programmatic recommendations discusses the means of institutionalizing this vision and commitment in the face of ever-present change.
- 2 A successful strategy of legislative development rests on the provision of appropriate structures and relationships within the legislature and on the availability of qualified people to occupy those structures and enrich those relationships. It may come as a surprise to some that as much emphasis is being placed on structures and relationships as on qualified human resources. Our working experience with and study of legislatures around the world indicates that quite often the presence of qualified staff does not necessarily mean that they are being appropriately utilized and involved in the legislative process. In our judgement, the question that needs to be asked is not whether to have qualified staff, rather, the key questions are what type of staff (functionally) and, more importantly, what type of structures and relationships need to be developed so that the staff is properly utilized by and supports the legitimate decision-makers, i.e., the elected members.

Within this perspective, the Plan recommends two types of programmatic components. One is technical assistance which addresses a whole array of issues connected with staffing and structural patterns, information systems and organizational development. These issues cover both staff and members and the relationship between the two. Such relationships also take into consideration the legislator's needs as an individual, as a member of a political party, and as a member of a committee within the legislature.

Once the elements of the initial technical assistance component are in place, the second component addressing the development and recruitment of qualified staff becomes important. The elements of this component include a series of short, medium and long term training programs and workshops in legislative techniques and technologies, budgetary capabilities, oversight and policy analysis relevant to the discharge of the functions of the Costa Rica Legislative Assembly. These elements are developed throughout the recommendations discussed below.

- 3 A legislature is a forum where all public issues relevant to a policy are debated, reformulated and decided. By its nature, a legislature is an open institution with amorphous boundaries. It is constantly interacting with its environment. For a legislative development strategy to succeed, it is important for the legislature to systematize those relationships.

As part of the legislative development strategy articulated in this Plan, two relationships are of specific interest: the relationship with those institutions that may provide the legislature with needed information and those that shape the public's image of the legislature. In many cases, the same institution may perform both functions. The Plan elaborates on the relationships that need to be developed with universities, research institutes, professional associations and the media. The universities and the research centers socialize and train future generations of leaders and the concerned citizenry. They jointly, with professional associations, generate substantial information relevant to the public debate within the legislature.

The media has a similar function, it generates valuable timely information, articulates the concern of significant groups within society, and shapes the public's image and appreciation of the work of the legislature. This Plan envisions involving individuals from those institutions in its technical assistance and training programs, in the conduct of research, and in the provision of information of relevance to the Assembly.

- 4 While modern and efficient management practices are not a necessary function of a strong legislature, a legislature in the process of development needs credible and efficient management practices. In such a legislature there is a symbiotic relationship between the legislative and the administrative functions of the institution. The legislative development strategy articulated in this Plan involves a change in the work culture of the institution. One cannot modernize the legislative culture without changing the administrative culture. In Costa Rica this is especially the case, because the administrative bureaucracy is permanent while the elected members are transient. This Plan articulates a series of activities and steps intended to create a modern and efficient management system in the Assembly.

- 5 Physical facilities and equipment become a strategic variable only when the above variables are in place. Members and staff need appropriate work space and equipment to discharge their functions. The complexity and rapid pace of modern information systems require equipment that can store, manipulate, access and retrieve information in a timely manner and in the appropriate format. This Plan elaborates on some of the main needs in this regard.

With the above critical variables as a basis, the following outline of projects and activities for developing the Legislative Assembly of Costa Rica are recommended in this Master Plan.

B Institutionalizing the Legislative Development Process

For a legislative development effort to be sustained over the long term, the Legislative Assembly must have mechanisms in place to insure continuity and a shared vision of development.

- 1 Development of the Commission on Modernization of the Legislative Assembly

The *Directorio Legislativo* of the Assembly has introduced legislation to create a permanent Commission on the Modernization of the Legislative Assembly. The Permanent Commission will succeed the currently functioning Interim Commission designated by the President to work with the Consortium since the

beginning of the preparation of the Needs Assessment and Master Plan documents. As currently proposed, the Permanent Commission will be comprised of legislative leaders representing the key political groups in the Assembly and senior staff.

This project endeavors to promote a philosophy of legislative development shared by all involved parties. An important ancillary aim is the building of relationships between the Consortium and the Permanent Committee representatives in order to create a common vision for the project. The basic activity in this project is a short term workshop to be conducted in the United States and, separately, in at least one Latin American legislature. The project will include a two-week visit to Albany, Miami/Tallahassee, Washington, D C and possibly other state legislatures. Participants will include members of the Permanent Commission, who will be exposed to the subject of legislative development in comparative perspective. Follow-up visits to selective legislatures in the U S will be made to observe first-hand several of the functions and structures described in the academic environment.

Targeted Audience The Permanent Committee and, by extension, the entire institution.

Resources T A for program design and organization, Training, Per Diem, Transportation, Printed Materials.

Outputs Permanent Commission members sharing understanding and philosophy of legislative development.

Timing 1st year.

2 Planning and Modernization Unit

To adequately perform its functions, a legislature must engage in a constant process of adaptation of its structure, staff and services in relation to its evolving needs. Factors such as new legislative technologies and the increasing complexity of society place constantly greater demands on legislators. The creation of a unit on Planning and Modernization will facilitate the legislature's ability to gather and synthesize information on the future needs of the Assembly. This unit will, for example, prepare proposals for major acquisitions, human resource

development programs, and present recommendations and studies to the Executive Director for review, amendment, approval or submission to the *Directorio Legislativo*

This unit would coordinate the provision of technical assistance for the computer technology to be provided to those units included under the management information section of this Master Plan. It would also oversee the provision of technical support and training for human resources development so as to guarantee an administrative philosophy that values legislative modernization as defined by the unique needs of legislatures. The heads of the various administrative and technical departments should serve as an advisory panel to this new unit.

This project will consist of technical assistance to design the mission and structure of this unit in order to develop its relationship with other units in the Assembly and provide training for its staff.

Targeted Audience The legislature as a whole and especially the units that use computers, the deputies, and the units that provide services for the deputies.

Resources T A in the design of the unit, drafting of necessary legislation, development of the working philosophy, and implementation of the first projects.
Training of personnel in administrative planning/human resources.

Outputs New administrative unit and trained staff.

Timing 1st year.

3 Graduate Study Program

An essential component of any legislative development program is the development of staff resources to such a level that the institution as a whole benefits from their advanced degree of knowledge and the techniques they possess. This can be done only through a program to develop human resources at an in-depth level. This project will enable people to master specific skills and develop a comprehensive understanding of the nature and processes

involved in legislative development and the relationship and rationale among the various components. Thus, it is expected that a critical mass of five staff members be formed to insure the sustainability and continuity of legislative development.

This project will be carried out through graduate study at The University at Albany, SUNY and Florida International University for five Costa Ricans, who shall be selected by the Permanent Committee on the Modernization of the Legislative Assembly. The candidates will acquire an in-depth knowledge of legislative development, of operational theory and working techniques, and of specific professional tools such as policy analysis. It is critical that the Legislative Assembly secure agreements with the candidates to insure that they will return to work in positions of professional responsibility.

Targeted Audience The Assembly as a whole

Resources Graduate degree program for five students, including such activities as attendance at professional meetings and visits to different legislatures

Outputs Professionals with Master's degrees in Legislative Administration, Information and Public Policy

Timing 1st, 2nd and 3rd years

C Organizational and Human Resource Development

The institutionalization of the developmental process requires appropriate structures and qualified persons in those structures. The projects described below are organized according to the roles that the Costa Rican Assembly plays. They address the structural and human resource needs of the legislature.

1 Budgetary Role

The budget process lies at the heart of the nation's political process, and it is here that the legislature plays a critical role in helping to shape and determine the nation's priorities. This project entails the design and implementation of

ways and means to strengthen the Legislative Assembly as an effective and responsible participant in the nation's budgetary process. This includes the development and training through workshops of professional fiscal staff, technical assistance in the development of organizational structures and relationships and use of budgetary information systems, and member orientation. This will be achieved through technical assistance in the organization of the budget function and training in budgetary techniques, carried out mainly through workshops and internships.

Targeted Audience Professional staff and members

Resources T A for development of institutional capability,
Training in budgetary techniques

Outputs Budgetary activities organized and in operation

Timing 1st, 2nd and 3rd years

2 Oversight Role

In a democratic society governed by the rule of law, the legislature and its members are indispensable political counterweights to the bureaucracy. Legislator-politicians must establish effective control over the bureaucracy which invariably tends both to conceal its actions and attempt to usurp the power of other political institutions. It is not enough for a legislature to enact programs and policies into law, it must keep a constant vigil to ascertain that the bureaucracy is implementing the legislatively-approved programs as intended and to take corrective actions as necessary. Since legislative oversight is not a discrete activity, but occurs in conjunction with other activities of the legislature, such as budgeting, policy making and others, it is often neglected as an important activity.

This project will provide technical assistance in the design and organization of the oversight function and its relationships to the other interrelated legislative functions. It will also provide training in oversight techniques and opportunities. A workshop will be held in Costa Rica and internships provided in the U S or other Latin American countries.

Targeted Audience Professional staff and members

Resources T A for the design and organization of the oversight activity, training in oversight techniques

Outputs Oversight activities organized and in full operation

Timing 1st, 2nd and 3rd years

3 Public Policy Role

A third area of importance is the role of legislatures in public policy. It is in this important function that the legislature determines public policy not directly related to public expenditures, such as human rights, the environment, consumer relations, etc. This project aims at augmenting the capability of the legislature in its law-making function by providing policy analysis support for the legislators.

To do this it is necessary to equip the Assembly with analytical skills, demonstrate specific techniques for providing the information to legislators, and provide the leadership with models as to how research and analytical staff are typically organized in legislatures. The activities under this project are directed at developing the capability of providing policy analysis support for the members, developing a rationale to organize this new function and placing it in the organizational structure. This will be achieved through technical assistance in the design of the unit and workshops for members and professional staff in policy/bill analysis. Finally, an internship will be developed and executed for development of staff skills.

Targeted Audience Professional staff and members

Resources T A for the design and organization of the policy analysis activity, Training in policy/bill analysis techniques

Outputs Policy analysis activity organized and in full operation

Timing 1st, 2nd and 3rd years

4 Constituent Services

Although constituency services are intricately associated with the representational function of a legislature, in many countries they are either misunderstood or implemented in a questionable manner. Constituency services are often associated with corruptive favors and illegitimate access to state resources. Therefore, when it is performed, it is usually considered a "second class" function. It is important to emphasize this function and explore the legitimate ways of conducting these services.

Constituency services, the resources needed, and the manner in which these services can be delivered will be the subject of a series of workshops. These workshops will expose the members and staff to the ways legislatures perform this function, how it relates to a member's constitutional function, the types of legitimate services, and how to effectively organize staff resources to perform these services. The general idea is to cover all the members of the Assembly and their personal staffs. In addition, technical assistance will be provided to help in the design and implementation of the structures, processes and relationships needed to perform this function.

Targeted Audience All members and selected personal staff

Resources Technical assistance for the design, organization and implementation of activity, conduct of three workshops

Outputs Constituency function in operation

Timing 1st, 2nd and 3rd years

5 Other Legislative Techniques and Technologies

Besides these major areas of institutional interest, there are a number of activities that are relevant to the way legislatures perform their functions and duties that can be enhanced to improve the way the legislature performs as a whole. Among these are

- i bill drafting and indexing,
- ii legislative/parliamentary procedures,
- iii legislative office organization,
- iv plenary and committee management, and
- v legislative reference

To enhance these activities, training programs consisting of workshops will be developed and implemented. Technical assistance will also be provided related to organizational problems--especially as addressed by the activities and functions described above. Internships designed to acquaint staffers with new technologies can also be developed and implemented.

Targeted Audience Selected professional staff

Resources Technical assistance for the design, organization and implementation of activity, conduct of workshops and other training activities

Outputs Techniques and technologies in utilization

Timing 1st, 2nd and 3rd years

D Improving Institutional Linkages

The development of linkages between a legislature and other institutions in its environment is crucial. This project will build a mutual understanding and appreciation of the Assembly by other institutions through the

participation of members of the target institutions in the process of modernization of the legislature. This will allow an understanding of the specificities of the legislative process as contrasted to the executive branch. To develop this relationship, it is important that organizations such as members' universities, research centers, and professional associations are selectively included among the targeted audience in the activities described above. For example, members of the Bar Association may participate in a bill drafting workshop, university professors may participate in public policy oriented seminars, and staff of selected units within the executive branch may participate in seminars in their areas of specialization. This exposure will enhance the linkages between the assembly and those institutions.

The projects to be carried out under this category are

1 Legislative Internship

One way to start building a stable and constructive relationship between a legislature and the academic and professional community is the implementation of an internship program drawing on students from the University of Costa Rica and other appropriate local academic institutions. In such programs, students typically work in a variety of legislative offices (members' offices and professional staff offices) for one or two academic semesters. Two direct benefits of the program are the provision of educated and motivated staff assistants for the legislature and the provision of a practical exposure to democratic processes for the students. Indirect benefits include the use of the program as a recruitment device for the legislature and as a mechanism for strengthening the institutional ties between the legislature and the participating universities.

Targeted Audience Leadership offices, professional staff offices, and committee offices

Resources Technical assistance to develop and implement the program

Outputs Internship program in operation

Timing 2nd and 3rd years

2 Joint Research

Another effective way to expand mutual interests between the legislature and the academic community is the development of joint research. Under this project, selective research of interest to both academia and the Assembly may be partially funded. Technical assistance will also be provided to help the academic community in developing the mechanisms to conduct research that may be relevant to the Assembly.

Targeted Audience Committees, technical staff, academic community

Resources Technical assistance to develop and implement the program as described. Monetary resources (seed) for funding research projects.

Outputs Joint research activities in operation.

Timing 2nd and 3rd years.

3 Participation in Professional Conferences and Associations

A third project aimed at improving institutional ties is the systematic participation of members and staffers in professional and academic meetings and associations, such as ATELCA, in which subjects of professional or political interest are discussed. These conferences and organizations may provide information and training to the Assembly and help to promote understanding and mutual appreciation.

Targeted Audience Committees, technical staff, academic and professional communities.

Resources Technical assistance to develop and implement the program as described, funding for travel, per diem and other costs associated with participation in the organizations and conferences.

Outputs Selected members and staff participating in appropriate organizations and attending relevant conferences

Timing 1st, 2nd and 3rd years

E. Administration and Management

The projects designed to promote administrative and managerial development have a different nature than the substantive programs. First, they are aimed at a different clientele basically the administrative echelon of the legislature. Second, they deal with administrative and management technologies and processes that are more similar to those existing in the executive branch and the public sector in general. The projects in this category are, therefore, of a more traditional nature.

Under this component we propose projects related to improving the capability of the administrative and management support structure and processes. Most of the work will be done to assist in the implementation of the recommendations of the Peat Marwick study commissioned by the Assembly. Projects will be developed in the following areas:

1 Organizational Structure

This project aims at implementing changes in the organizational structure proposed in the Peat Marwick study and approved by the *Directorio*. This includes assistance in the preparation of descriptions of the functions of each office, department, etc. It will also include determination of the type and number of personnel required as the new technologies provided under this Project are implemented.

Units Benefitted All departments

Resources Technical assistance for the development of activities described above

Outputs Departmental functional description, personnel needs proposal

Timing 1st and 2nd years

2 Management Information Process

The existing system for providing information regarding management and administrative decisions (i.e. information unrelated to the legislative information system) to the President, the *Directorio*, the Executive Director and other appropriate administrative leadership will be reviewed. A comprehensive and unified process which integrates the new information systems and technologies being provided under this Project will be developed. In essence, this project will assist in the design of the conceptual framework and processes needed to effectively utilize the Information Science assistance.

Units Benefitted Office of the President, the *Directorio*, the Executive Director and other key administrative staff

Resources Technical assistance

Outputs Integrated management information process proposal

Timing 1st and 2nd year

3 Financial Information Process

The existing financial management and budgeting process will be examined. A new system taking full advantage of the new automation system will be developed.

Units Benefitted All

Resources Technical assistance

Outputs Integrated financial and budgeting process based on new automation system proposal

Timing 2nd and 3rd years

4 Comprehensive Personnel System

The existing personnel system will be reviewed and proposals for modifications deemed appropriate by the President, *Directorio* and Executive Director developed. The objective will be to design a comprehensive system which includes standardized recruitment procedures, career tracks, class and position descriptions, job specifications and a personnel evaluation system.

Units Benefitted All

Resources/Input Technical assistance

Outputs Comprehensive human resource classification system proposal

Timing 3rd year

5 Assistance to Maintenance Department

This activity will promote the Maintenance Department's capability to deal with the new technological environment.

Units Benefitted Maintenance Department

Resources Technical assistance for planning and specification of equipment, maintenance standards, procedures and safety training. Funds for purchase of new and up-graded tools and equipment.

Outputs Proposal on above topics to Executive Director

Timing 2nd year

F Information Support

A major element in the development of a legislature's capacity to perform its functions, especially the ones related to budget, policy analysis, oversight and law making, is the availability of comprehensive legislative and management information systems with the adequate technology and human resources to operate and utilize them as a whole system. These systems are necessary to provide the Assembly and the *Directorio* with the information they need.

The projects under this component are directed at providing these systems.

1 Implementation of the Information Science Plan

The Information System, as developed in the *Plan Maestro de Desarrollo* created with the support of Swedeserv, A B, is based on two principal components: (1) the Legislative Component, and (2) the Management/Administrative Component.

The Legislative component of this information system must include capabilities for the following functions:

- a) bill drafting,
- b) bill status and reference,
- c) public policy analysis,
- d) oversight and program evaluation,
- e) statutory retrieval,
- f) library, documentation, legislative reference (including parliamentary debates), and
- g) recording, registering and transcription system of legislative activities.

The management component of the system includes functions not related to the legislative process that are, in essence, administrative support functions of the legislature. These usually include maintenance of the following:

- a) a comprehensive human resource system,
- b) a financial system,

- c) a record keeping and documentation system, and
- e) an information dissemination and public relations system

The ultimate purpose of this project, thus, is to provide the technological base and the technical assistance to design information processes and systems for the President, *Directorio*, and members to enable them to improve their decision-making capacity

This project includes all activities related to the process of implementation of the *Plan Maestro de Desarrollo* which includes the design, development and implementation plans of a comprehensive computer system to support all units and activities of the Legislative Assembly

Units Benefitted All units of the Assembly

Resources Technical assistance in the design, development and implementation of the appropriate legislative systems (i.e. bill tracking, bill status, bill indexing, etc.) and the management/administrative systems (personnel, accounting, management, etc.)

Training of human resources involved in the processes of development and operation of systems and users

Computers, software and auxiliary equipment as described in the SIS-SWEDESERV, A B -financed study

Outputs Fully developed, automated and supported Legislative and Management/Administrative Information systems

Timing 1st, 2nd and 3rd years

2 Library Improvement

The Legislative Library is in the advantageous position of having a well-qualified staff and a collection that is well-organized and catalogued. The Information System activities of this Project will provide new technologies available to improve the library's ability to serve the legislature's members and staff with needed information. This project will provide two other

essential elements to transform the library into a modern and complete source of legislative information

- 1) technical assistance in developing the library's capability to provide service with a uniquely legislative focus, and
- (2) the acquisition of new publications to complement the existing collection

Technical assistance will be provided to the legislature's current library science professionals to develop a strategy for providing services targeted to the Assembly's Members and staff. Particular emphasis will be given to developing new services that will be needed as other staff support services such as policy and fiscal analysis and program evaluation are introduced in the Assembly, to change the nature and direction (i.e., bibliographic research, clipping service, abstracts) of the work of the library so as to transform it into a legislative library and coordinate its responsibilities with those of Archives.

The Project will also provide funding to increase the library's existing collection of publications, reference materials, etc. and to establish communication links with appropriate databases.

Units Benefitted The Legislative Assembly as a whole

Resources Technical assistance to develop the project
New collections and access to data bases

Outputs A strategy proposal for improving legislative library services, enhanced library collections

Timing 2nd Year

3 Improvement of Archives

This project will provide support to the Archives Department to further integrate it into the documentation and information functions of the Assembly. The Archives is currently poorly equipped to maintain and utilize the legislature's historical documentary records. Conditions are such that original documents suffer from deterioration and, in some cases, are in danger of being lost. The Assembly has set the physical and technical improvement of the Archives as a top priority. This is

especially important given the Archives' important role as the distribution center for all bills as they pass through the legislative process. The Archives also maintains the legislature's Bill Index.

As noted elsewhere in this document, the Legislative Assembly has already developed a detailed study with recommendations for securing appropriate microfilm equipment to preserve the Assembly's archival collection.

This project will be addressed through three related activities, including the provision of technical assistance, the integration of the Archives into the Information System, and the implementation of commodities assistance.

Units Benefitted Archives Department

Resources Technical Assistance, procurement plan, procurement and installation of the equipment

Outputs Archives unit integrated to information process

Timing 1st & 2nd years

4 Publications & Printing

For a legislature to perform its responsibilities, its members and interested parties must be informed on the decision process that is occurring. This process depends on the availability of relevant printed materials produced in a timely fashion. At the same time, a constant and selective production of legislative documents can also serve as an educational tool for society. In order to develop these functions, the legislature needs a small independent capability for printing and publishing. The activities under this project are designed to provide the Assembly with this independent capability. It should be stressed that the

utilization of this capability must take place under proper administrative rules designed to avoid misuse and abuse

Units Benefitted The entire legislature

Resources Technical assistance in the design of the unit, development of draft implementation plan and project orientation, Training of designated staff and the following commodities Desk-top publishing (from Management Information System Component), small off-set printing device, and document duplication/photocopying equipment

Outputs 1 printing fully equipped publishing administrative unit

Timing 2nd year

G. Physical Plant Support

The physical space currently available to the members of the Assembly is crowded, inappropriate and will not allow for the growth of the legislative support services that this Plan envisions. The condition of the space currently in use seriously inhibits the Assembly and its members from carrying out some of their primary functions, including the constituent relations role, the public policy making role, the budgetary and fiscal role, the oversight role, and the educational role of the legislature in the democratic process. Also, the current physical plant is inappropriate for use of the computer technology being introduced.

1 Construction of a New Legislative Office Building

The Assembly's physical plant is currently overcrowded. Members' offices have been built in corridors, and legislative staff are crowded into small spaces that severely limit their productivity. In response to this situation the Assembly has developed plans to construct a new legislative office building. The structure will provide adequate space for members' individual offices and additional space for the Assembly's

permanent committee To date, the Assembly has held a design contest and has chosen an architect to design the building A special commission has been appointed to oversee the development of the architectural plan, secure financing for the building and oversee its construction The Assembly has included the building as a cornerstone of its modernization efforts

This project is designed to support the refinement of the architectural plans, and the construction, equipping and utilization of the new building The Assembly has created a considerable base fund to finance the construction of this building The Assembly seeks to attract external donor support to complement its own financial commitment to this project

Units Benefitted Directly members' offices and committee offices Indirectly all other units in the Assembly as result of alleviating chronic overcrowding

Resources Technical assistance in the refinement of architectural plans, construction and furnishings, including infrastructure such as computer systems, a telephone system, electrical wiring, ventilation equipment, furnishings, essential office equipment, a fire protection system, and an intercom/paging system

Output New legislative building

Timing Three years beginning in the 1st year

2 Upgrade Existing Electrical Installations

Implementing a sophisticated, automated information system requires a reliable electrical system to ensure an adequate, stable flow of electricity to supply the delicate electronic technology Presently, the wiring in the Assembly's building is sub-standard and in some cases poses a fire risk Since the Assembly's automation plan includes the use of linked Local Area Networks (LANs), it will be important to properly upgrade the existing electrical infrastructure in the Assembly's buildings This will

require technical assistance to carry out a review of the Assembly's current electrical installations and the development of a plan for modernization

Units Benefitted Units located in the existing building, computer systems, electrical equipment

Resources Technical assistance to review the current system and develop a corrective plan, contract the implementation of the upgrading effort, including the procurement of electrical wiring and related materials

Outputs An updated rewiring of the Assembly's existing buildings

Timing 1st, 2nd and 3rd years

3 Upgrading the Library's Physical Space

The library cannot at present efficiently expand its functions as proposed under this Plan due to the lack of properly prepared physical space. A basic lack of physical space also inhibits the utilization of the library's current resources as there is little room to read materials and conduct research. The *Directorio Legislativo* has authorized the acquisition of a residential building next to the Assembly known as the *Casa Rosada*. It is proposed that the library set up its collections in this building. It will be necessary to invest resources to modify this building's interior to accommodate and protect the library's collection. This will include such details as upgrading electrical wiring, replacing windows, installing ventilation/humidity control equipment, and modifying the interior structure and wall materials.

Units Benefitted Library and the units that are library users

Resources/Inputs Technical assistance to develop a detailed study and plans for upgrading and modifying the *Casa Rosada*, funds for materials, commodities and labor needed to modify the *Casa Rosada*

Outputs A properly conditioned space for housing the library's collection and expanding its services

Timing 1st and 2nd years

4 Upgrading the Assembly's Telephone System

Modern telecommunications are absolutely essential to the development of any major institution. This is especially true in a legislature, where constant and fluid communications are the lifeblood of the political and legislative process. This aspect of the infrastructure greatly affects the Assembly's ability to carry out its primary functions, most especially its constituent relations role.

This project will study options for replacing the Assembly's existing ineffective and mixed telephone system with a unified modern telecommunications system. The installation of the automated information system will in and of itself require an upgraded telecommunications capability to handle high-volume transfer of data via modem. In designing a new system for implementation under this Plan, it will be necessary to interface with the planned new building.

Units Benefitted All, including the new building, units using computer equipment

Resources/Inputs Technical assistance for evaluation and planning, purchase and installation of new system, training for operators

Outputs An integrated modern telecommunications system

Timing 3rd year (to coincide with completion of new building)

H Operational Equipment

Among the many factors that can influence an institution's efficiency and productivity is the basic office equipment it has available to conduct its work. Although the Legislative Assembly possesses general office equipment, it is at once insufficient and in many cases obsolete. This project addresses the most critical operational equipment needs of the Assembly.

1 Upgrading the *Departamento de Actas*

The *Departamento de Actas* is responsible for recording and transcribing verbatim the proceedings of the Assembly's Plenary sessions. Currently, *Actas* produces completed transcripts 48 hours after plenary sessions are held. This project will provide upgraded equipment to increase the timeliness and efficiency of this department. This should include new audio/video recording equipment, computer-based desktop publishing and high-speed, high-volume photocopying equipment. This combination of equipment will allow *Actas* to produce a very high quality publication in a short period of time and provide members of the Assembly and the press with direct written and audio/video reports on the Plenary's proceedings.

Units Benefitted *Departamento de Actas*, the Plenary and, indirectly, the Public Relations Office

Resources Technical assistance for evaluation and planning, purchase of equipment, and training in the use of the equipment

Outputs A properly equipped *Departamento de Actas*

Timing 1st year

2 Administrative/Legislative Operating Equipment

The Assembly's Administrative and Legislative offices would benefit greatly from an infusion of basic office equipment. The departments involved should include the Committees Department, the Technical Services Department, the Secretarial & Drafting Department, the Financial Department, the Audit Department, the Human Resources Department, the Purchasing Department, and the Legal Department.

General office equipment needed to support these departments should include typewriters, calculators, fax machines, small photocopiers, audio-visual equipment, file cabinets, small furnishings.

Units Benefitted Committees Department, the Technical Services Department, The Secretarial & Drafting Department, the Financial Department, the Audit Department, the Human Resources

Department, the Purchasing Department, and the Legal Department

Resources Technical assistance in the planning and specification of needs, procurement of office equipment, training in the use of these

Outputs Office Equipment

Timing 1st year

3 Operating Equipment for Legislators' Offices

The Legislative Assembly, using internal funds is currently procuring personal computers and printers for each member of the Assembly as the first step in implementing the automated information system described elsewhere in this document. As with the Assembly's Administrative and Legislative offices, the members' offices would benefit greatly from an infusion of basic office equipment. General office equipment needed includes typewriters, calculators, fax machines, computer furniture, file cabinets, and other small furnishings.

Units Benefitted Legislators' offices

Resources Technical assistance in the planning and identification of needs, procurement of office equipment

Outputs Office Equipment

Timing 1st year

VII. IMPLEMENTATION STRATEGY FUNDING AND MANAGEMENT

A Funding

The Legislative Assembly of Costa Rica asked the Consortium for Legislative Development to help draft this Master Plan. Furthermore, in its *Proyecto de Mejoramiento Institucional de la Asamblea Legislativa de Costa Rica*, the Legislative Assembly states that obtaining

the necessary resources to implement these recommendations will require the mobilization of various sources, both internal and external. In order to facilitate the coordination of these activities which could be financed by different donors, it is recommended that a jointly financed legislative development fund be established.

The Assembly further recommends that funding from donors, such as the United States Agency for International Development, the Inter-American Development Bank, the European Community and other donor agencies and foundations, be "channeled through this fund with the administration and coordination of this fund being the responsibility of the Permanent Committee for the Modernization of the Legislative Assembly and the Consortium for Legislative Development."

This section outlines three options available for funding the Plan and the advantages and disadvantages of each option. The first is the multi-donor approach advocated by the Assembly. The second option is for donors to exclusively fund specific sections of the Plan. The third is for donors to contribute to the core costs of the Project and to selectively contribute to one or another activity of the Plan.

1 The Multi-Donor Approach

The first option is to deposit donor contributions in a joint fund established especially for carrying out the legislative development activities discussed in this Plan. This is a very appealing option since it maintains the coherence and the integrity of the overall Plan and facilitates program implementation. It also eliminates potential overlaps, contradictions and conflicts. For this approach to succeed, the funds must remain untied so that the resources needed for the successful implementation of this Plan may be acquired without having to manage the Project under multiple implementation practices mandated by the policies of the donor institutions.

The multi-donor approach, while providing the best option from a programmatic perspective, has its drawbacks, principally that each of the donor institutions has its own priorities, style and policies in attempting to achieve its priorities. Untying of resources poses special problems to many donors. Credit or blame for accomplishment or failure is diffuse. Finally, such a multi-donor approach has not been tried in a politically sensitive institution, such as a legislature, where goals and means are often intertwined.

Costa Rica, however, provides a near ideal case for the testing of this multi-donor approach. It has a stable government and a long history of free and fair elections through which major political parties alternate in power. At the same time, Costa Rica's legislature suffers from many of the same deficiencies and a similar lack of modernization as is found in emerging democracies in the Americas and other parts of the world. In short, donors are assured of a stable environment for the development of this pioneering project designed for a jointly financed and coordinated donor effort. The proposed Costa Rica coordinated assistance strategy also coincides with a broader policy effort on the part of the industrialized democracies to coordinate democratic development efforts.

2 The Funding of Specific Sections Approach

This approach of financing allows each donor to choose a specific sector or integrated group of activities for financing. Funds could be specifically dedicated to those activities in accordance with the policies and directions of the donor institution, avoiding the weaknesses of the multi-donor approach. Programmatically, however, it makes coordination and integration, even when implementation is performed by the same organization, very difficult. Sorting out "who is doing what," "in what order," and "in accordance with what guidelines" is a formidable and confusing task. Yet this approach is appealing to many donors because it is familiar, allows credit to be given and complies with the existing policies and practices of many donors.

3 The Core Costs and Activity Funding Approach

This approach allows individual donors to identify the substantive activities to which they would like to contribute. It also calls for the donors to share in the core costs associated with the planning and management of those activities. This approach is perhaps the least desirable since it poses undue burdens in terms of programmatic coordination, implementation, monitoring and reporting. The incidence of overlapping, contradiction and conflict is abundant.

4 The Consortium's Recommendation

To the extent possible, this Plan endorses the multi-donor approach advocated by the Assembly. This fund would be managed by the Consortium for Legislative Development under the overall direction of the Legislative Development Committee of the Legislative Assembly of Costa Rica. A description of the responsibilities and jurisdiction of each institution for managing the fund is provided below.

B. Management

The management of this Plan is the joint responsibility of the Legislative Assembly of Costa Rica and the Consortium for Legislative Development. Each of these institutions will have defined roles within the goals and priorities of this Plan.

1 The Role of the Legislative Assembly

The Assembly, through its Commission on the Modernization of the Legislative Assembly, will have ultimate responsibility for the conduct of the programmatic projects and activities implemented under the Plan and for the designated use of the funds, services and commodities supplied to them by the Project. The Commission will take such actions as are necessary to meet those responsibilities given to it by the President and *Directorio* of the Legislative Assembly, and specified in this Plan.

Responsibility for the administration of the Plan, however, will be given to the Consortium for Legislative Development by the Legislative Assembly of the Republic of Costa Rica. The Assembly's Commission will provide the Consortium with overall guidance on the operation of the Project, monitor the performance of the Consortium and any other participating entities, and conduct the policy dialogue concerning the Project.

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To assist the Assembly's Commission with this responsibility, the Plan includes technical assistance to institutionalize the modernization process and has provided funding for a staff assistant to support the work of the Commission. With the collaboration of the Consortium, the Commission will prepare yearly work plans and quarterly progress reports for review by the President and *Directorio* of the Legislative Assembly, as well as by participating donor organizations.

Additionally, the Consortium for Legislative Development will provide the Legislative Assembly with its own quarterly reports concerning the progress being made and the problems encountered in implementing the Plan. Regular meetings (at least twice a year) will also be held among the Assembly's Commission, the Consortium for Legislative Development, and a person designated by the head of each participating donor organization to review the progress being made, the problems encountered and future work plans. The preparations for those meetings will be carried out by the Consortium for Legislative Development in coordination with the Assembly's Commission.

Financial reporting will be submitted to the Legislative Assembly's Commission by the Consortium for Legislative Development on a schedule determined by an agreement between the Legislative Assembly and the Consortium. It will consist of reports on the uses of funds made available by the Assembly and donor organizations to the Consortium and/or to any other organization working with the Consortium in the implementation of the Plan. Post-auditing of the use of funds will be conducted by an independent accounting firm. Funds for these audits are included in the Project's budget under Monitoring, Audits and Evaluations. The results of these audits will also be made available to participating donor organizations.

2 The Role of the Implementing Organization - the Consortium for Legislative Development

The following are the major responsibilities of the Consortium for Legislative Development in carrying out the overall administration of the Project:

- ◆ Establish the necessary administration infrastructure both within the Consortium and in the field to manage and implement this project.
- ◆ Identify and contract the personnel required to carry out the Project -- both long term and short term.

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- ◆ Prepare specifications for the procurement and procure the major equipment and other commodities to be supplied under the Project's activities
- ◆ Arrange training and observation workshops
- ◆ Identify the sources of training and technical assistance in support of the Project's activities and contract for such training
- ◆ Prepare annual work plans to govern the several component activities
- ◆ Coordinate and prepare the financial and program reporting required by the Assembly and the donor organizations for the use of Project funds by the Consortium and/or other participating organizations

3 Procurement Arrangements

The procurement of both Costa Rican and external technical assistance for the implementation of the Plan will be through the Consortium for Legislative Development. The Consortium will also procure the commodities funded by the Project for import to Costa Rica. In making these purchases, the Consortium will follow usual business practices.

4 Consortium Core Administrative Costs

To enable the Consortium for Legislative Development to fulfill its designated responsibilities under the Project Plan, each of its member institutions will require core administrative funding support. Among the budgetary items for which funding will be required are staff support, transportation and per diem, and other administrative expenses. These budgetary items are more fully detailed in the budget section of the Plan.

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VIII. CONSORTIUM CAPABILITY STATEMENT

This Master Plan will be implemented by the Consortium for Legislative Development, which will be assisted by other professional and academic institutions. Below is a capability statement for the respective member institutions of the Consortium as well as a brief description of the institutions which may be asked to assist the Consortium in the implementation of the Plan.

A The Consortium for Legislative Development

The Consortium for Legislative Development is a coordinated, three-institution enterprise designed to bring the resources and experience of its principals and their institutions to bear on a serious, non-partisan legislative development project for the Americas. The capability statements of the Consortium's lead institution, The Center for Democracy, and of its academic pillars, Florida International University and the University at Albany, State University of New York's Center for Legislative Development, are detailed below.

The Center for Democracy is a Washington based, non-profit and non-partisan educational institute incorporated in 1984 with an independent and strongly bipartisan board of directors. The President of the Center is Allen Weinstein who has received a number of national and international awards, including the 1986 United Nations Peace Medal for "his extraordinary efforts to promote peace, dialogue, and free elections in several critical parts of the world," and, in 1990, the Council of Europe's prestigious Silver Medal for meritorious work with the Council of Europe's Parliamentary Assembly.

The primary purposes of the Center are to promote the democratic process, encourage dialogue on international conflicts, and work to strengthen democratic institutions in both the United States and abroad. To support these goals, the Center sponsors studies and programs conducted on a non-partisan basis that address the fundamental issues of democratic societies. The Center has won international acclaim for programs conducted on five continents. It works closely on an informal basis with the United States Congress and with legislatures and political leaders of parliamentary democracies in Latin America, the Caribbean, Western, Central and Eastern Europe, Africa and Asia.

A major commitment of The Center for Democracy's work has been to Latin America, particularly to the process of strengthening political institutions in the developing democracies of Central America. The Center has committed a substantial

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portion of its financial and staff resources since 1983 (in part with timely and effective support by the Agency for International Development) to organizing a series of forums and seminars in the region. These programs, such as the three-stage Central American Legislative Training Seminars (CALTS) have provided legislative leaders and others from throughout the Americas with an opportunity to meet both formally and informally to discuss regional issues. Several programs provided technical and administrative assistance and training to the legislatures of Belize, Costa Rica, El Salvador, Guatemala and Honduras. The programs conducted in Latin America, the United States and Europe, have led to collaborative relationships with the legislatures and their leaders, both past and present. Similar ties exist with inter-parliamentary organizations in South America, such as the Andean Parliament.

The Center has recently completed a one-and-a-half year democratic support project in Guatemala (1987-1991) funded by a cooperative agreement with USAID/Guatemala. The Center's Consortium program manager, Caleb McCarry, served as the Center's program director in Guatemala, designing and implementing this project with the Guatemala National Congress from 1988 to 1990. He has extensive hands-on program experience in legislative and democratic development in Latin America, Europe, Africa and Asia. This technical assistance project, focused on the National Congress, was based on procedures developed collaboratively with the leadership of the Congress with the substantial assistance of USAID project officers. The project was a pioneering effort in the current AID-funded legislative development program which began with the Center's CALTS program in 1986. Within the Guatemala project, the Center organized orientation and training programs for the full membership of the Congress and U.S. based instructional visits to state legislatures for key professional staff.

The Center also organized several intensive legislative training seminars for members and staff of the Congress, examining and reinforcing the Congress' role in several critical areas including the budgetary process, press and public relations, and multipartisan cooperation on legislative matters. In 1990-1991, the Center implemented the installation and training phases of the first time management information system developed in a Central American legislature. This system has automated the Congress' principal legislative functions and components including its technical legislative department, where bill drafting and committee support services are performed, congressional record operation, administrative services, accounting department, the *Directorio* and the Plenary Chamber.

The Center has continued its work on the regional level with financial and programmatic support for the *Asociacion de Cleros Legistas Centroamericanos* (ATELCA), an association of Central American legislative clerks developed in

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cooperation with, and modeled after, the American Society of Legislative Clerks and Secretaries

In addition, following the national elections in Nicaragua, the Center was asked by AID to conduct an assessment of the Nicaraguan National Assembly's needs. This task was implemented as a Consortium for Legislative Development activity in October 1990. In short, the Center enjoys extremely close cooperative relationships with the democratically-elected legislatures of the LAC region and has had concrete experience in the design and implementation of a major legislative development project. Moreover, the Center conducts its programs within the framework of a distinctive non-partisan approach which has engendered close relationships of trust with collaborating legislatures.

The Center for Legislative Development is located at the State University of New York at Albany, State University of New York, is part of the senior campus of the State University system of higher education in the United States. The State University of New York (SUNY) is an interlocking network of sixty-four colleges and universities located throughout the State of New York.

The Center for Legislative Development was founded in 1970 with the aim of fostering peaceful social and economic growth in developing countries through the encouragement of democratic institutions, particularly legislatures. Not content with the traditional focus of developing assistance to government executive and judicial bureaucracies, the Center has championed the promotion of the legislature as a key, but neglected component in the social and economic development process. It rejects the view of legislatures as obstructions to development, focusing instead on crucial policy functions that only legislative institutions can perform.

The Center is part of the Nelson A. Rockefeller College of Public Affairs and Policy, located in Albany, New York. The Center's position within Rockefeller College allows it to effectively utilize the relevant resources of the entire State University system. The Rockefeller College consists of several public policy oriented graduate schools (Public Affairs, Criminal Justice, Social Work, and Information Science and Policy) as well as the Professional Development program, which designs, develops and administers a wide array of professional development courses and workshops for state and local government officials. In addition, the Provost of Rockefeller College also serves as the Director of the system-wide Nelson A. Rockefeller Institute of Government, which was established to bring the resources of all sixty-four campuses to bear on matters of government policy, operations, and structure.

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For the past twenty years, the Center has been in the business of strengthening legislative organizations, at home and abroad. In Central and South America, Africa, the Middle East, Asia, and most recently in the Caribbean where it is has been directing a USAID-funded legislative development program since 1990. Between 1971 and 1976, the Center was directed by Professor James McClellan. Since 1977, Professor A. Baaklini has been its director. Dr. Baaklini served for six years with USAID. The Center's Deputy Director, Dr. Charles S. Dawson, worked with the Center in the 1970s before serving in the New York State Legislature as a professional staffer for ten years. The Center brings together resources from a wide range of legislative institutions around the world and utilizes an extensive international network of legislators, professional staff, academics, and professional organizations concerned with legislative development. The faculty associated with the Center includes specialists in public administration, political science, economics, social policy, law, decision-making, and systems and information sciences.

More than 700 legislative staffers and legislators have graduated from the programs sponsored by the Center. The Consortium for Legislative Development is the only institution in the world offering academic and/or applied studies in legislative administration, research, and information.

The Center, through its location within the Graduate School of Public Affairs, is able to offer the Master of Public Administration (MPA) degree and the Ph.D. in Public Administration with concentrations in Legislative Administration. The Center also offers non-degree programs, legislative institutes, and short-term professional programs for senior staff who prefer not to pursue a degree program.

Florida International University, a member of the State University System of Florida, opened its doors in 1972. It now enrolls over 20,000 students and expects to add another 10,000 during this decade. The institution has an explicit mandate of service to the Americas.

The FIU School of Public Affairs and Services is the University's academic unit addressing the needs of public service agencies and other organizations in South Florida and Latin America. The School, which has been growing significantly in academic excellence (as evidenced by its recent election to the most elite status within the National Association of Schools of Public Administration), specializes in professional development, problem assessment, policy formulation and program implementation. Its sixty faculty members are organized in the Departments of Criminal Justice, Health Services Administration, Social Work, and Public Administration. They offer high quality credit and non-credit programming from the Bachelor's degree

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through the Doctoral level. Non credit activities are continuous in Miami and abroad. For five years, the faculty and staff of the School worked with the United Nations Institute for the Prevention of Crime and Treatment of Offenders (ILANUD) through the USAID Administration of Justice Project. The faculty has delivered ancillary services in Bolivia, Costa Rica, Ecuador, Guatemala, Chile, Argentina and Colombia for USAID and other international donor organizations.

The School is headed by Dean Allen Rosenbaum, who has 25 years of experience researching and working with both state legislatures and the U S Congress and in advising state governments on their legislative organization and functioning. The School's Program Manager for the Consortium for Legislative Development, Gerald Reed, has six years experience working as a state legislative staffer and two years experience working in the Latin American region, including USAID-funded activities with both the Costa Rican and Guatemalan legislatures. The Chair of the Department of Public Administration, Harvey Averch, who has held a number of senior and presidential appointments at the National Science Foundation, oversaw all of its technological program activity and national science and technological policy development activity, including considerable work with the U S Congress and senior level foreign government officials. The Public Administration Department has successfully delivered a multi-year training program for Mexican government officials and the School itself has a number of faculty with experience in Latin America and state and federal policymaking in the United States.

Supporting logistical needs of the University faculty and staff is the University's Division of Continuing Education with four professionals and a dozen paraprofessionals, the Controller's Office which handles six million dollars a year in federal funding, including two to three million in AID funding, its Center for International Affairs which coordinates all international activities at the University, and the Division of Sponsored Research Training, the principal point of contact with USAID contract officers, and the administrator of ten million dollars per annum in contracts and grants.

B Other Institutions

In addition to the resources that the Consortium itself brings to the implementation of this Plan, the following organizations with which the Consortium has collaborated successfully in the past offer potential additional resources for the Project:

♦ *The Asociacion de Tecnicos Legislativos Centroamericanos (ATELCA)* was founded in 1988. It is led by the chief clerks of the national legislatures of Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama. The membership of ATELCA

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includes the key professional staff of each legislature. ATELCA holds semiannual General Assembly and regular committee working meetings, and is currently developing a full program of training and information-exchange activities including the development of a Central American manual on legislative procedure, the regular exchange of key legislation and bills and a budget analysis training program.

◆ *The National Association of Directors of Legislative Professionals of Brazil* (ANDAL) is a professional staff organization which was established in 1984 to help in the professional development of Brazilian legislatures, both at the federal and the state level, and was formed in cooperation with the University at Albany's Center for Legislative Development with partial funding from the United States. It is modeled on the U.S. National Conference of State Legislatures (NCSL). ANDAL has sponsored a number of seminars and conferences that included both staff and elected members and has published their proceedings.

◆ *The National Conference of State Legislatures* (NCSL) is a bipartisan organization created to serve the legislators and staffs of the 50 United States of America, its commonwealths and territories. NCSL provides research, technical assistance, and the opportunity to exchange ideas on the most pressing state issues. NCSL is also an effective and respected representative to the interests of state governments before Congress and federal agencies. Its aims are to improve the quality and effectiveness of state legislatures, to foster interstate communication and cooperation, and to ensure legislatures a strong, cohesive voice in the federal system. NCSL produces a monthly magazine and a quarterly newsletter and sponsors a great many specialized publications, from books to brief summaries of developments through studies of a number of policy areas.

◆ *The American Society of Legislative Clerks and Secretaries* (ASLCS), founded in 1943, is comprised of chief parliamentary officers and staff involved in the law making and administrative processes of state government. The Society undertakes special projects such as the revision of Mason's Manual of Legislative Procedure, the reprinting of Cushing's Law and Practice of Legislative Assemblies in the United States of America, and conducts surveys on aspects of legislative procedure, parliamentary rulings, data processing, staff training, utilization and compensation. Currently more than two hundred members representing forty-six states plus certain Atlantic and Pacific islands, attend the ASLCS's annual professional development seminars. Other meetings are held throughout the year. Biennially, the Society meets jointly with its Canadian counterpart.

◆ Other useful resource organizations include the Southern Legislative Conference, the State Legislative Leaders Foundation, the Council of State Governments, the Andean

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Parliament, the Council of Europe and the European Parliament's European Centre for Parliamentary Research and Documentation, the *Instituto Centroamericano de Administracion de Empresas* (INCAE) and the *Instituto Latinoamericano de las Naciones Unidas para la Prevencion de Delito y Tratamiento del Delincuente* (ILANUD)

IX INTERNATIONAL LEGISLATIVE DEVELOPMENT DONORS

The needs of the Legislative Assembly of Costa Rica, as elaborated in this Master Plan, are extensive and varied. They are beyond the resources of the Assembly or any single outside donor. To facilitate a multi-donor approach to the funding of this Plan, it is important that the President of the Assembly, using this Plan as a basis, solicit current and potential donors for their interest and contribution. One of the ways this solicitation could be done is for the President of the Assembly to invite representatives of donor organizations to a conference to be held at a convenient locale as early as possible. During this conference, the interest of the donors could be assessed and mobilized. The best approach to funding the Plan would also be debated and hopefully resolved. To assist in this process of solicitation, a short synopsis of potential donors is provided.

A United States Agency for International Development (USAID)

The United States Agency for International Development (USAID) is the principal federal bureau responsible for administering U.S. foreign assistance, including all assistance to legislatures. As early as 1950, USAID was mandated by Title IX of the Foreign Assistance Act, "Utilization of Democratic Institutions in Development," to assist legislatures. This provision was implemented in the 1970s, as was discussed earlier, to provide assistance to the legislature of Costa Rica. It also was used in other legislatures in South America, Asia, Africa and the Middle East.

Under the Administration of President Carter, the emphasis shifted from legislatures to human rights. President Reagan shifted the emphasis back to the support of democratic institutions. Since the late eighties, USAID reinvigorated its democratic initiatives programs. In addition to Central and South America, these programs now cover Central and Eastern Europe, the Middle East, Asia and Africa.

B The Inter-American Development Bank (IDB/BID)

The IDB/BID is an international financial institution created in 1959 to help accelerate the economic and social development of its member countries in Latin America and the Caribbean. The Bank, headquartered in Washington, D.C., is the principal source of external public financing for most Latin American countries. By the end of 1989, the Bank's total lending and technical cooperation programs totaled over

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\$41 Billion The Bank is owned by 44 member countries, 27 in the Western Hemisphere and 17 non-regional countries in Europe, Asia and the Middle East. Each country's voting power is linked to its subscription to the bank's capital stock. As of 1989, the voting power was as follows: Latin American countries as a group, 53.9%, the United States, 34.5%, Canada, 4.4%, and the non-regional members as a group, 7.2%.

Cumulative lending to projects financed by the Bank from 1961-1989 is roughly distributed as follows: 37% for projects in the productive sectors—agriculture and fisheries, industry and mining, and tourism; 11% for projects to build and improve physical infrastructure—energy, transportation and communications; 19% for projects aimed at improving social infrastructure—environmental and public health, education, science and technology, and urban development. The Bank has provided technical cooperation to create and improve regional development institutions to help identify, prepare and carry out investment projects and to train personnel in development financing fields. In addition, the Bank provides limited nonreimbursable technical assistance and financing for the development of public institutions.

Participation in legislative development efforts is a new endeavor for the Bank and it has been exploring the implementation of an effort with the Costa Rica Legislative Assembly.

C. The Ford Foundation

The Ford Foundation is a major U.S. philanthropic organization which has been making grants to other countries since 1936. It is a private, independent, nonprofit institution which has not been affiliated with the Ford family or the Ford Motor Company for many years. The Foundation is governed by an international Board of Trustees, and it is managed by an international professional staff.

The Foundation in the past has supported legislative development efforts in the U.S. and overseas. Most recently it is undertaking a major democratic consolidation project in Brazil and other South American countries, which will include working with the legislatures. Another one of its initiatives is the support offered to some private and government organizations involved in helping Eastern European legislatures.

D Other Western Governments and Institutions

Apart from the United States, many Western Governments have become involved in legislative development efforts. Although these have focused primarily on the emerging democracies of Eastern and Central Europe, it is entirely possible that these Western democracies will be interested in extending their assistance to Costa Rica in a manner as has Sweden. Below are several brief descriptions of Western legislative development assistance efforts.

- ◆ The Canadian parliament has developed training programs, including a seminar entitled "The Function of Government: The Canadian Experience," for parliamentarians and staff from the legislatures of Poland (*Senate and Sejm*), Romania, Hungary, Yugoslavia, the Soviet Union, the Czech and Slovak Federative Republic, and Bulgaria.
- ◆ The Danish *Folketing* has sponsored visiting delegations from the Supreme Soviet, Lithuania and the Czech and Slovak Federative Republic.
- ◆ The Finnish Parliament has provided technical assistance to Central and Eastern European legislatures and has promoted traineeships with Finland's political groupings.
- ◆ The National Assembly of France has developed a study visit program in which the Polish Parliament has participated.
- ◆ The German *Bundestag* has established contacts at the leadership and committee level with emerging democracies and has donated substantial equipment to the Polish Parliament. The *Bundestag* has also developed an internship program with Bonn University that is open to foreigners and gives students practical legislative experience.
- ◆ The Norwegian *Storting* has donated equipment, such as dictating machines and typewriters, to Romania.
- ◆ The Swedish *Riksdag* sponsored a study visit by a delegation from the Supreme Soviet to study its standing committee system. The *Riksdag* also hosted a delegation of Polish Solidarity parliamentarians to study the legislative role of political parties.
- ◆ The Swiss Parliament is offering study visits to foreign parliamentary officials and is sponsoring traineeships with the Parliament of Switzerland's political groupings.

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V Information & Physical Support

A Information/Physical Support

1	IS Master Plan	3,446,000
2	Library	54,667
3	Archives	264,667
4	Printing	142,426

Subtotal 3,907,801

B Physical Support

1	New Building	6,000,000
2	Upgrade Electrical	68,463
3	Library (Physical)	104,463
4	Telephone System	254,463
5	Operational Support	
	a Transportation	68,463
	b Administrative Services	126,573
	c Legislative Services	64,133

Subtotal 6,686,558

VI Project Core Administration

1,420,756

GRAND TOTAL

US\$ 13,370,838

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- ◆ The British Government's Foreign Commonwealth Office has established a "Know-How Fund" which is sponsoring a series of training activities with the legislatures of the Czech and Slovak Republic, Poland and Hungary
- ◆ The European Parliament has sponsored a series of legislative library development projects with the Soviet and Eastern and Central European parliaments. The Parliamentary Assembly of the Council of Europe has developed a series of seminars for Eastern and Central European parliamentarians. The European Parliament and the Council of Europe have embarked on two significant collaborative efforts in support of international legislative development. The first is the Strasbourg Conference on Parliamentary Democracy held every four years in Strasbourg (the Consortium will sponsor a major Latin American & Caribbean session to the September 1991 meeting). The second is the establishment of a European Centre for Parliamentary Research and Documentation which will serve as a vehicle for delivering European technical assistance

Many of these efforts are readily available to the Latin American context. Other Western governments and institutions could be approached to provide financial assistance for the implementation of this project. Multi-donor support could involve the European Economic Community and the European Parliament, which has recently created a special fund to support democratic initiatives activities and the possible participation of the Centre for Parliamentary Research and Documentation. Also, individual governments such as the Party *Stiftungs* should be approached in Canada or Germany and its various other Western democracies, especially on, the foreign assistance agencies of (JAICA), should be encouraged to initiate International Cooperation Agency efforts in legislative development

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X BUDGET

I Strategic Institutionalization

A	Commission on Modernization	US\$ 102,847
B	Strategic Planning	61,406
C	Graduate Studies	356,360

Subtotal 520,613

II Organization & Human Resource

A	Budget	35,908
B	Oversight	57,367
C	Policy Analysis	57,367
D	Constituent Services	57,367
E	Legislative Technology	109,078

Subtotal 317,087

III External Linkages

A	Legislative Internship	51,967
B	Joint Research	60,000
C	Professional Academic Meetings	69,360

Subtotal 181,427

IV Administrative Management

A	Organizational Structure	64,289
B	Management Information Process	75,089
C	Financial Management	64,289
D	Personnel	88,933
E	Maintenance	38,463

Subtotal 331,063