INTER-AMERICAN INSTITUTE OF HUMAN RIGHTS

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT
COOPERATIVE AGREEMENT No. LAG-A-00-02-00001-00

PROMOTING HUMAN RIGHTS THROUGH INCLUSION, CONFLICT PREVENTION AND DEMOCRATIZATION IN LATIN AMERICA

I. INTRODUCTION

In accordance with the regulations of the Cooperative Agreement No. LAG-A-00-02-00001-00 between the United States Agency for International Development (USAID) and the Inter-American Institute of Human Rights (IIHR or the Institute), the IIHR submits its status report on the activities that took place from October 1st through December 31th, 2004 that were in whole or in part funded by USAID. The overall period of the Grant is from March 1st, 2002 to May 20th 2005.

II. THE MISSION AND NATURE OF THE IIHR

The Inter-American Institute of Human Rights (IIHR) is an independent international institution, created in 1980 under an international agreement that mandates it to engage in educational and research activities related to human rights, and to promote the observance of these rights and of democracy throughout the Americas.

The IIHR's Statute defines it as an academic institution, which means that it refrains from investigating cases, presenting or supporting formal complaints against States, or monitoring the compliance of States with their international human rights obligations. This self-imposed limitation has proven to be an effective tool for the IIHR, as it has permitted the Institute to serve as a facilitator of dialogue among the different actors in the human rights movement, and between them and government representatives.

Politically, the work of the IIHR is predicated on the idea that the effective exercise of human rights is only possible within the framework of pluralist and representative democracy. In other words, the IIHR maintains that there is a close link between the full exercise of political democracy and the effective exercise of human rights.

To achieve this, democracy must transcend merely formal considerations and must incorporate excluded and disadvantaged sectors of the population. The indigenous peoples of the Americas, and women as a social group, are perhaps the most important examples. For this reason, the IIHR focuses especially on these segments of the population.

In methodological terms, the work of the IIHR is based on three premises:

- An integrated approach is essential for human rights work. Human rights constitute an integrated system, in which no single right, group of rights, or so-called 'generation' of human rights, takes precedence. Economic, social and cultural rights are as important for the effective exercise of human rights as civil and political rights.

- An interdisciplinary approach is essential for human rights work. As human rights cut across the entire social fabric, no single academic discipline can adequately address their complexity. The issues involved include those of a legal, political, historical, anthropological and philosophical nature. Only an approach that incorporates all these perspectives can deal with such a complex phenomenon.

- A multisectoral approach is essential for human rights work. Human rights issues concern different agents and sectors of society. Activists, government officials, political leaders and representatives of minorities all have a stake and share a common interest in human rights, which have attained a political consensus and which allow for different perspectives and are a source of strong internal tensions.

III.   CURRENT STRUCTURE

The Board of Directors, the Institute's highest governing body, is responsible for setting policies and the general parameters for the work of the IIHR. It is made up of 26 renowned human rights experts from all parts of the hemisphere. The Board meets once a year but has created a Permanent Commission to assist and advise the Executive Director throughout the year.

The Executive Director, Roberto Cuéllar, from El Salvador, is responsible for carrying out the IIHR's mission as set out in its Statute, and for implementing institutional policy. He is also in charge of efforts to secure financial resources, overseeing the use of the funds and rendering accounts. The Executive Director, the Directors of the three Operating Departments and the Administrative-Financial Coordinator make up the team of the General Directorate.

A special office assists the Executive Director in implementing Institute policy related to the cooperation agencies, and the special programs for Cuba and Colombia.

For operational purposes, responsibility for implementing the IIHR's activities is assigned to the following:

Department of Civil Society Entities. This area carries out activities of human rights training and promotion with organized sectors of civil society (organizations devoted to human rights in general, and the rights of women, migrant and indigenous peoples in particular); organizes specialized fora for the discussion of emerging issues in the field of human rights; and gathers, publishes and distributes specialized materials.

Department of Public Institutions. This area is responsible for activities of human rights promotion and training with the judicial, legislative and executive branches of governments, the military, the police and the prison system; promotes legislative reform designed to improve access by members of the public to their fundamental rights; promotes the institution of the ombudsman throughout the hemisphere and provides advisory assistance to existing ombudsmen's offices; provides advisory assistance to ministries of education for the modernization of academic programs; and gathers, publishes and distributes specialized materials.

Center for Electoral Promotion and Assistance (CAPEL). Among its activities, CAPEL provides advisory and technical assistance to organizations responsible for carrying out electoral processes; holds fora for discussions and promotion with different political sectors; analyzes and discusses the issue of governance with political actors; provides advisory assistance and training and conducts research aimed at strengthening political parties; sends missions to observe elections in all parts of the hemisphere; and gathers, publishes and distributes specialized materials.

The units, on the other hand, are responsible for proposing and implementing Institute policies related to their respective fields of action, based on the guidelines established by the Board and the Executive Directorate.

Administrative-Accounting and General Services Unit: comprised of the following sections: treasury, accounting, informatics, human resources and general services.

Applied Research Unit: responsible for the Institute's policy in the areas of thematic research, integrated plans, special programs and topics that cut across all the Institute's areas of work. It oversees the "active promotion" approach, particularly as regards the three core topics (political participation, education and access to justice) and their impact in the countries on which the IIHR places special emphasis.

Educational Unit: designs, tests and implements the methodologies, teaching aids and educational and evaluative techniques that the IIHR uses in its training activities. It is creating and will maintain a data base on educational policies for primary, secondary and higher education in Latin America, and proposes ways of harmonizing the IIHR's action with educational reform projects in the region.

Information and Editorial Service Unit: responsible for the IIHR's editorial policy, for incorporating the use of Internet into the Institute's work of promoting human rights, for meeting the information needs of the target population, and for strengthening the IIHR's formal and informal networks.

A. PROMOTION OF A CULTURE OF INCLUSION

1. PROJECT FOR INCLUSION THROUGH NON-GOVERNMENTAL HUMAN RIGHTS ORGANIZATIONS

1.1 GENERAL FRAMEWORK

During this quarter (October-December 2004) and as previously during project execution, with the aim of attaining full and effective participation of NGO representatives in the political and decision-making processes of the OAS and to strengthen inclusion of the interests of indigenous peoples in the debate on human rights in the inter-American system, the project supported participation of Dr. Eduardo Nieva, representative of the Comisión de Juristas Indígenas of Argentina, at the Fourth Negotiation Meeting to Seek a Consensus, held by the OAS Working Group in charge of preparing the Draft American Declaration on the Rights of Indigenous Peoples, in Washington, D.C., from November 8 to 12, 2004.

During this same period (October-December 2004), implementation of the national work plans for 2003-2004 continued, on the basis of the Strategic Meeting of Organizations/Networks for Advocacy [Encuentro Estratégico de Organizaciones-Redes por la Incidencia] (Costa Rica, August 19-21, 2003), in the three countries selected: Colombia (legislation for indigenous peoples), Panama (non-discrimination against the Afro-descendant population) and Peru (legislation for equality between women and men).

We should note that according to the schedule, the work plan in Peru was completed in November 2004, fror which reason the activities reported took place during October and November, 2004. In the cases of Colombia and Panama, the period for the former country had been extended until December 2004.   During the quarter (October-December 2004) it became evident that the period should also be extended for Panama, primarily due to the limited time during which work had been conducted with the new Panamanian authorities (Executive, Legislative, and Judiciary branches), as they took office in September. The specific report shows that this strategy yielded excellent results.

Pursuant to the provisions of the annual work plan, the project continued by means of:

- Workshops and meetings for training and advocacy by the counterpart organizations, with technical monitoring by the respective IIHR team;
- Dissemination in the countries and constant updating of the contents of the specialized sections Diversidades and DerechosMujer, with support information for the advocacy actions and projects in the respective countries;
- Technical support assistance and participation of the IIHR team in key advocacy actions, as well as in the implementation of the work plans.

Furthermore, there was a closure of activities in Peru due to completion and final assessment of the period for execution of the respective work plans. The other two assessments in the other two countries (Panama and Colombia) will be conducted by the end of December 2004, when the projects end.

The technical assistance mission for the national project in Panama, scheduled by the IIHR for November 2004, could not take place for reasons of *force majeure* of the organizations involved in the national project; therefore, it was postponed for 2005, and a request is being made for the respective authorization.

1.2 ANNUAL GOALS

1.2.1 Promotion of inclusion of the interests and needs of the target population in the agenda of the human rights movement and in the results of specialized meetings and assemblies of the OAS.

1.2.2. Enhancement of knowledge and abilities for advocacy and inclusion in specific legislation that guarantees the rights of women, indigenous peoples, and Afro-descendants.

1.3 PROJECT EXECUTION

1.3.1 Participation of NGOs in Inter-American Meetings

1.3.1.1 Description

As set forth in the work plan for 2004 and as follow-up of the process of participation of representatives of target population organizations in OAS activities, Eduardo Alfredo Nieva, of the Comisión de Juristas Indígenas of Argentina, attended the Fourth Negotiation Meeting to Seek a Consensus, held by the OAS Working Group in charge of preparing the Draft American Declaration on the Rights of Indigenous Peoples, in Washington, D.C., from November 8 to 12, 2004.

As on previous occasions, there was a prior two-day conclave (November 6-7, 2004) with the representatives of indigenous organizations from throughout the hemisphere, and they once again appointed Dr. Nieva as one of the three members of the technical legal team in charge of advising and refining the proposals of the indigenous peoples and submitting a unified proposal to the meeting. The work methodology of the indigenous representatives consisted of an initial analysis of the articles of the Draft by the three jurists and submission of a first version to the meeting for its discussion and to develop a consensus, which allowed them to speak as a single voice before the plenary with the States.

On November 7, 2004 there was a meeting of the conclave with the President of the Working Group, ambassador Juan León, during which they discussed substantive topics such as the national consultations on the Draft Declaration, the concerns of the conclave regarding a possible date for completion of the Working Group's consultations, restricted participation of indigenous representatives in the upcoming meetings, consensus and majority proposals in the plenary, use of brackets in the text, and other crucial topics. The IIHR officer in charge of this issue also attended the meeting, participated in conversations on the Project with some of the attending indigenous leaders, and analyzed together with Dr. Nieva the feasibility of some of the articles proposed by the conclave and by the States.

1.3.1.2 Method

Continuing with the vision of the process and strategy defined in 2003, which sought to strengthen advocacy actions through participation of the same individuals representing the network-organizations in the discussion in the framework of the inter-American system of human rights, to strengthen acknowledgment and inclusion of the demands and interests of the target population groups, the project supported attendance of an indigenous jurist at the round of negotiations organized by the Working Group in charge of preparing the Draft American Declaration on the Rights of Indigenous Peoples. This enabled a two-way process: on the one hand, the increasingly experienced contribution of Dr. Eduardo Alfredo Nieva to the discussions,

and on the other hand, enhancement of his abilities through reiterated practice of strategies and actions for lobbying, negotiation, and advocacy, due to his greater knowledge of the functioning of the meetings and of the politically more significant actors.

1.3.1.3 Background/Justification

As stated in previous reports, this process-oriented perspective and an emphasis on actions conducted in the framework of the OAS strengthen advocacy in connection with the Draft American Declaration on the Rights of Indigenous Peoples, by enhancing their advocacy and negotiation capabilities, thanks to the fact that the participant is knowledgeable about the funtioning of the fora as well as about the inter-American system, and this is reflected in the results, impacts, and products of the activities in which they have participated.

1.3.1.4 Officers in Charge and Coordination

The IIHR summoned the representative of the network-organization involved in the project in previous years; it also coordinated logistics, the objectives of his participation, and jointly analyzed the advocacy strategies proposed and other aspects regarding his participation, both in the context of the prior conclave of indigenous representatives and in the negotiation meeting for the Draft American Declaration on the Rights of Indigenous Peoples. The IIHR has received, reviewed, and assessed the respective report. The representative of the network-organization contributed to the definition and coordination of the advocacy objectives and strategies, and he actively participated in both activities, and also prepared and submitted the respective report.

1.3.1.5 Intermediate Steps

- Sending of the summons to the network-organization and to the previous year's participant.
- Coordination of logistics.
- Joint definition of participation and advocacy strategies.
- Follow-up of preparation and submission of the respective report.
- Definition of strategies to follow up on advocacy attained through his participation in the 4th Round of Negotiations to Seek a Consensus regarding the OAS Draft American Declaration on the Rights of Indigenous Peoples.

1.3.1.6 Results or Products

- Accreditation and participation of Dr. Eduardo Nieva, representative of the Comisión de Juristas Indígenas de Argentina, at the Fourth Round of Negotiations to Seek a Consensus, held by the OAS Working Group in charge of preparing the Draft American Declaration on the Rights of Indigenous Peoples. Dr. Nieva was appointed as a member of the technical team to provide advice regarding the proposals of the indigenous peoples, with the aim of submitting a unified proposal to the meeting.
- Design of an advocacy, negotiation, and follow-up strategy by Dr. Nieva for the meeting.
- Advocacy and lobbying by Dr. Nieva with some of the participating governments to strengthen proposals by the indigenous conclave regarding certain articles.
- Inclusion of the basic principles on collective rights and customary law in the Draft American Declaration.
- Reports on participation and results obtained during the meeting.

1.3.1.7.   Impact Indicators

"Inclusion of the basic principles on collective rights and customary law in the Draft American Declaration on the Rights of Indigenous Peoples"

As in the previous round of negotiations (April 2004), this continued to be a key topic in the discussion by the States and the indigenous peoples regarding the Draft Declaration. Participation of the indigenous representatives was enhanced by the methodology approved by the conclave, which enabled consensus on the proposal to be submitted to the States, based on the platform suggested by the three indigenous jurists appointed for this purpose, one of whom was Dr. Eduardo Nieva. This was set in the framework of indigenous customary law and collective rights, as well as of the minimum standards enjoyed by this population, internationally (ILO Agreement 169) and locally (national constitutions and other primary and secondary legislation), as well as jurisprudence of the Inter-American Court of Human Rights, which enhanced the indigenous peoples' discussion with the experts and representatives of the States at the meeting.

"Enhanced abilities of the specialized team"

This continues to be one of the main attainments of the process. Experience obtained during previous discussions of the Working Group in charge of preparing the Draft American Declaration on Indigenous Peoples, as well as practical experience in his country of origin, have allowed the project to have a strong representative who is able to generate an advocacy agenda in consultation with the IIHR technical team, as well as to ensure that he is heard at the meetings, strengthening the legal basis with examples from the reality of indigenous communities. He has also been able to return the knowledge and experience obtained during this process to the communities, thus strengthening actions to protect, defend and promote the human rights of indigenous peoples.

We offer as means of verification:

- Activity report.
- On-line information available at the specialized section of the institutional webpage, accessed via the Internet: www.iidh.ed.cr/comunidades/Diversidades/
- Reports and statistics of the Webtrends counting system, to verify access and visits to said section.
- IIHR report guide for counterparts of the project, to facilitate recovery of information on activities, in a more complete and homogeneous manner.

1.3.2   National Project: Legislation for indigenous peoples (Colombia)

1.3.2.1 Description

The objective of this project, entrusted to the Organización Nacional Indígena de Colombia (ONIC), is to develop mecanisms for political advocacy by the indigenous movement in greater depth with respect to the legislative agenda regarding the land use planning law [Ley Orgánica de Ordenamiento Territorial de Colombia – LOOT], which has a special section with specific regulations regarding the indigenous territories. In this regard, ONIC and its members have been working toward two objectives: a) to politically empower the indigenous peoples, so that through their national organization and their macro-regional, zonal, regional, and local organizations, they can reach decisions and participate in definition of an advocacy strategy regarding the LOOT, in favor of the territorial, cultural and political integrity of the indigenous

peoples of Colombia; b) to enhance the exercise and defense of key principles of the indigenous movement such as autonomy, governance, territory, culture, and unity.

As we mentioned in the previous Quarterly Report (July-September 2004), scheduling actions in Colombia is an extremely complex matter, specifically the dates of scheduled events, as the public order situation has continued to worsen, entailing violations of the human rights of indigenous peoples and of international humanitarian law, in the framework of the domestic armed conflict. Furthermore, there has been continuous harassment of the indigenous peoples by armed groups in many regions of the country, as well as threats, harassment, arbitrary detention, forced recruitment, disappearances, murder, torture, and occupation of sacred places and territories, as well as disregard for their traditional authorities. Once again, this quarter (October-December 2004), both murders and displacement of indigenous communities have increased, creating diffitult humanitarian emergency situations which the ONIC has had to address. This organization has monitored, followed up and supported the population groups affected by these situations, and for this it has had to travel throughout the national territory, using its own resources or with support through solidarity by other institutions. As we reported in the previous quarter (July-September 2004), the IIHR decided to extend the project until December 2004.

Cristina Zeledón, the project officer at the IIHR, headed a technical assisstance mission from December 6 to 10, 2004, during which she met both with the leaders of ONIC and with consultants hired by that organization, to analyze progress, difficulties, and the situation of the project at that date. She also met with Patricia Vera and Patricia Hurtado, USAID officials in Colombia, to discuss the project and its possible follow-up beginning in 2005.

1.3.2.1.1 Workshops/meetings

Macro-regional Workshops in the North, Center-East, Orionoquia and Amazonia. The objective of these events was to assess and redirect organizational policies in light of the current situation, as well as political advocacy activities by the indigenous organizations at a regional and national level.

a) Lobbying meeting between ONIC, the Organización de los Pueblos Indígenas de la Amazonía Colombiana (OPIAC), the organization of the Autoridades Indígenas de Colombia (AICO), delegates from the regions, and two indigenous senators, one of whom was a proponent of the LOOT. Bogota, October 14 and 15, 2004. There were 25 participants from various organizations and councils of indigenous peoples and members of the three most important indigenous organizations of the country.

b) Territory workshop in the Western Macro-region. Pereira, Risaralda, October 17, 2004. There were 19 participants from ONIC, the Alianza Social Indígena, the Consejo Regional Indígena de Risaralda, and the Organización Subregional de la Orinoquía.

Dissemination

During this period, the following documents were prepared for the dissemination strategies:

- A document comparing the project before the Chamber of Representatives and the proposal by the indigenous organizations. This text is being distributed both in the workshops and by other means, mentioned below.
- Document on Indigenous Territories, distributed and discussed in the aforementioned workshops.
- National newsletter on the issue. This newsletter, currently being prepared, includes a general presentation of the territorial issue of Colombia's indigenous peoples, the

content of the draft LOOT and the aforementioned comparative table, as well as the lines of action that the indigenous movement must follow to influence both approval of the draft bill and enhancement of self-government, as well as to obtain the best possible results for the indigenous peoples if the LOOT is enacted.

1.3.2.2 Method

ONIC's plan for the period included: a) politically empowering the indigenous peoples, so that through their national organization and their macro-regional, zonal, regional, and local organizations, they reach decisions and participate in definition of an advocacy strategy regarding the LOOT, in favor of the territorial, cultural and political integrity of the indigenous peoples of Colombia; b) enhancing the exercise and defense of key principles of the indigenous movement such as autonomy, governance, territory, culture, and unity.

A matrix was also developed to gather pertinent information, enabling a visualization of the territorial situation of the indigenous peoples, to establish territorial needs and priorities.

On the other hand, State officials, indigenous senators and proponents of the LOOT project were invited, for the former – and especially the Director for Ethnic Groups in the Ministry of Interior and Justice and the officer in charge of this issue at INCODER- to present the State's criteria and proposals for the indigenous peoples, while the latter were asked to present the content and processing of the bill.

The activity carried out, with the idea of developing a National Indigenous Observatory, will enable preparation of a diagnosis and monitoring of the situation of the indigenous peoples, making it easier to identify communities or peoples that are vulnerable or at risk and to decide on legal as well as political and humanitarian actions to support them.

A decision was also reached to work in groups by macro-region to address the specific problems of each people and region, as a way to help define the policies and procedures and thus to define a joint proposal that, based on ONIC, can influence decisions of the Instituto Colombiano de Desarrollo Rural with respect to the Comisión Nacional de Territorio and the LOOT.

The following strategies were developed:

- Summoning the various regional organizations that are members of ONIC, to inform them of the national and macro-regional events. Other expressions of the Colombian indigenous movement, such as AICO and OPIAC, were also summoned.
- Participants in the national workshops received a folder with a cover that identified the event and included the support documents for the working group. Each folder included: Text of Bill No. 16 of 2003, which regulates land use planning; Decree 03520 of the Ministry of Agriculture and Rural Development, which establishes mechanisms for election of the representatives of farmers, indigenous peoples, and Afro-Colombian organizations, as well as for those of the agricultural sector associations before the Board of Directors of the Instituto Colombiano de Desarrollo Rural –INCODER-. Contribution by indigenous senator Jesús Piñacue to the Panel on Territory; Bulletin No. 8 of the Consejo Nacional Indígena de Paz –INIPU- on the Kankuamo Genocide: "Otro Pueblo en vía de extinción" ["Another People on the Verge of Extinction"]; Document: "Estrategias de incidencia en los ámbitos nacional e internacional para promover una cultura de inclusión" ["National and international advocacy Strategies to Promote a Culture of Inclusion"], by the Department of Civil Society Entities of the Inter-American Institute of Human Rights, IIHR. (Banners and badges were also prepared.)

- The national workshops were recorded on video, and at the macro-regional workshops there was a person in charge of rapporteurship of the meetings.

1.3.2.3 Background/Justification

The activities are part of the work plan developed during the Strategic Meeting of Organizations/Networks for Advocacy [Encuentro Estratégico de Organizaciones-Redes por la Incidencia] (August 2003). These activities are set within the framework of one of the high-priority topics defined by the project from the start for its work on the human rights of indigenous peoples, specifically with respect to land and territory. Focusing actions on Colombia has enabled optimization of financial resources and attaining products with a greater impact. Although the LOOT bill has not been enacted, during this quarter (October-December 2004) the project has continued its analysis, dissemination and consultation at the local, zonal, regional, and national levels, by means of workshops, meetings, and information and dissemination strategies.

1.3.2.4 Officers in Charge and Coordination

USAID has been informed of the development of the activities. The plan has been carried out by seven indigenous organizations, under the coordination of ONIC-Colombia. They have executed the work plan, identified actors and other NGOs, summoned and technically and logistically organized the work and information meetings or workshops, prepared documents for Information/dissemination, and submitted the respective reports on results. The IIHR has monitored implementation of the work plan, provided technical assistance, conducted missions to participate in key moments of the advocacy process, assessed implementation of the plans, and updated the contents of the specialized section, Diversidades.

1.3.2.5 Intermediate Steps

- Identification of actors and other organizations.
- Selection of and invitations to various civil society organizations and actors from the branches of the State.
- Logistic and methodological preparation of the work meetings and workshops.
- Preparation/distribution of information/dissemination material.
- Monitoring of and support for the process by the IIHR.
- Constant updating of the contents of the specialized section of the institutional webpage: www.iidh.ed.cr/comunidades/Diversidades/

1.3.2.6 Results or products

- Conditions were favorable for a broad discussion of the bill and its enactment.
- Two macro-regional workshops were held to analyze the Draft LOOT, with the aim of assessing and redirecting organizational policies in the current situation, as well as political advocacy by the indigenous organizations at the regional and national levels.
- The political advocacy strategies of the indigenous movement vis-à-vis the agenda and legislative processing of the LOOT were assessed and adjusted, by means of internal reflection among the indigenous leaders and authorities.
- Lobbying with indigenous senators and representatives, democratic legislators, and social movements on this issue continued.
- Dissemination and communication strategies were developed, regarding both the bill and other important aspects that influence indigenous land rights and territories.
- ONIC prepared a territorial policy document, prioritizing territorial needs.

- An agreement was negotiated with the INCODER to establish the basis to develop said institution's mission with respect to the indigenous peoples, to move forward in the process of legalizing the territories (establishment, expansion, and improvements).
- An agreement was reached to set up the National Indigenous Observatory.

1.3.2.7 Impact Indicators

"Enhanced ability of the indigenous peoples' organizations to develop linkages for joint work and advocacy"

- Continuation and strengthening of linkages for work with the Colombian indigenous peoples' movement, to develop dialogue and teamwork with the organizations involved in the national project, as well as unified positions regarding advocacy actions in their various organizational processes (networks of organizations, including ONIC, OPIAC and AICO).
- Progress in definition of the roles of the various actors among the indigenous peoples (regional and national organizations and indigenous political representatives) in advocacy regarding the land use planning process for the indigenous peoples of Colombia.
- Positioning of the issue of land use planning in the core of the debate by indigenous organizations in Colombia.
- Providing opportunities for internal reflection among indigenous leaders and authorities to assess political and administrative functioning of the indigenous peoples with respect to the handling of transfers.
- Definition of ONIC as the hub of an action that coordinates the overall advocacy strategy of the indigenous peoples with respect to land use planning, with the following components: a) an indigenous peoples and organizations unit; b) training for leaders and organizations; c) participation in decision-making; d) possibility of dialogue with the government.
- Seeking ways to develop a dialogue with the government for the life plans of each community to be respected; efforts to unify indigenous thinking.

"Expansion of alliances among various actors and sectors"

- Lobbying and negotiation with the indigenous senators and representatives, democratic legislators and social movements on the issue continued.

"Greater knowledge of the contents of the bill among NGOs and civil society organizations, as well as among actors and decision-makers"

- The broad national and international discussion that began before regarding the indigenous proposal on land and territory in Colombia has continued.
- Dissemination of information in the Colombian and international media and coverage for the general population regarding the issues addressed and actions carried out, including preparation of ONIC's newsletter.
- Meeting with the Director for Ethnic Groups at the Ministry of the Interior and a representative of INCODER, together with indigenous senators and proponents of the LOOT bill, to hear the State's criteria regarding the bill.
- Dissemination by means of the specialized section of the IIHR website: www.iidh.ed.cr/comunidades/Diversidades/ An analysis of the flow of visits in 2004 (from January 1 to December 9) shows a total of 50,853 visits, averaging 146.5 visits per day and an average duration per visit of 9:40 minutes (Webtrends counting system). We

should point out that during the year the number of visits has increased constantly, and therefore the average number of visits per day has also increased, as can be seen in the table included in the Panama national project report.

We offer as means of verification:

- Quarterly activity report and its annexes, regarding implementation of the work plan.
- Report on the two macro-regional workshops.
- Document with a comparison between the project before the Chamber of Representatives and the proposal by the indigenous organizations.
- Text of Senate bill 016/03 and House bill 270/04, distributed among participants in said workshops.
- ONIC Webpage.
- On-line information available at the specialized section of the institutional webpage, to which there is access via the Internet: www.iidh.ed.cr/comunidades/Diversidades/
- Reports and statistics of the Webtrends counting system to verify access and visits to said section.

1.3.3   National Project: Non-discrimination of Afro-descendant Population Groups (Panama)

1.3.3.1 Description

Having completed the first phase of implementation of the *Strategic Action Plan for Afro-Panamanian Advocacy [Plan Estratégico de Acción para la Incidencia de los(as) Afro-panameñas(os)]*, the Foro Afro-panameño submitted a proposal to the Inter-American Institute of Human Rights (IIHR) to be carried out during a second stage. Originally it was to continue until October 2004, but due to the important changes that took place in the May 2004 elections, giving rise to a change of authorities in the three branches in September 2004, they requested that execution be extended until December 2004. Once said proposal was approved, development of a set of initiatives and activities include in it began. Other actions that had not been part of the original initiative also became a part of it due to certain adjustments made during implementation, between January and April 2004.

The objectives during this stage have been: a) to continue the conceptual development of the Master Plan for Sustainable Development of the Afro-Panamanians; b) to establish the team for negotiations with the government; c) to continue the Forum workshops with the rest of civil society and with the legislators.

Submission of the final report of the project will involve implementation of a strategy to broadly disseminate the documents prepared during the process. This will include State agencies, civil society, the media, bilateral, regional, and global international agencies, and the Afro-descendant communities within the country.

As stated in the General Framework of this report, the technical assistance mission scheduled for November 2004 did not take place due to *force majeure* situations of the organizations involved in the national project, for which reason it was postponed and, after requesting authorization, it will be conducted in 2005.

1.3.3.1.1   Workshops/meetings

- During this stage, work focused on development of the National Master Plan for Sustainable Development of the Afro-Panamanians, fine-tuning its third version by circulating drafts among the members of the national project, for their contributions and suggestions. The plan was submitted to the government through Oscar Ceville, who is in charge of the Social Agenda of the President of the Republic of Panama. During the meeting held on Thursday, December 9, 2004, Melvin Brown, the representative of the Diggers Museum and one of the counterparts in this project before the IIHR, was asked to develop a proposal on public policy to execute the Master Plan; this proposal would be submitted in December 2004.

- **Dissemination**

  Selective distribution of materials continued during this period (October-December 2004), as had been done during the previous period.

- Likewise, dissemination by updating and constantly expanding the specialized section of the IIHR webpage: www.iidh.ed.cr/comunidades/Diversidades/ has continued. This includes information on advocacy and other actions carried out in the framework of the national project in Panama. As of December 9, 2004, there were 2,370 records of various items of information in the different subsections (About Us, Documents, Regulations, Vocabulay, Other sites, FAQ), as well as an updated directory of 230 indigenous and Afro-descendant organizations. Analysis of the flow of visits from October 1 to December 9, 2004 shows that there were 9,823 visits, averaging 138 visits per day and with an average duration of 11:39 minutes (Webtrends counting system). Currently the whole process is being systematically summarized and the information is being prepared in such a manner that the strategies and the work experience accrued are available on-line for those organizations that may be interested in replicating similar experiences.

1.3.3.2 Method

Implementation of the main strategies set forth in the plan continued: a) Enhancement of the visibility of the interests and proposals of Afro-descendant men and women in Panamanian society; b) strengthening of Afro-descendants' organizations and political platform; and c) establishment of mechanisms or legislation for equal opportunities on the job market and in decision-making positions. Development of the content of the Master Plan for Sustainable Development of Afrodescendants, in its third version, also continued, in consultation with the various organizations involved in the national project. The aim was to present it to the Presidency of the Republic, in accordance with the agreement reached during the electoral campaign with Dr. Martín Torrijos E., then a candidate and now the President of the Republic. At the time, he signed a political commitment to follow up on and promote the proposals submitted during his administration, if he was elected. Actions to identify and contact legislators who support legislation on equal employment opportunities for Afro-descendants have also continued. The relationship with representatives of public authority have proven very effective to further this work.

A noteworthy aspect of the methodology to carry out the project has been sustained and permanent group work, as well as dissemination and consultation workshops, conferences and presentations in the communities. This has made it possible to bring together various types of experience, opinions, and viewpoints.

1.3.3.3 Background/Justification

The activities are part of a work plan developed during the Strategic Meeting of Network-Organizations for Advocacy (Costa Rica, August 2003), and set within the framework of one of the key topics defined by the project from the outset for its work with Afro-descendant population groups: legislation, policies, and affirmative action measures. Focusing actions in Panama has enabled better use of financial resources and attaining products with a greater impact. Information regarding this process was updated during the Strategic Meeting, and a work plan was developed for the last quarter of 2003 and for 2004.

1.3.3.4 Officers in Charge and Coordination

USAID has been regularly informed of activities underway. The work plan is being executed by the ten organizations involved in the plan, under the coordination of the Comité Panameño contra el Racismo and the Diggers Museum, who have been joined by other important organizations linked to the Afro-Panamanian movement. Said organizations carry out the work plan, identify actors and other NGOs, summon, technically and logistically organize the work and information meetings or workshops, prepare documents for information/dissemination, and submit the reports on financial and narrative results. The IIHR monitors implementation of the work plan, provides technical assistance, conducts missions to participate in key moments of the advocacy process, assesses implementation of the plans, and updates the contents of the specialized section.

1.3.3.5 Intermediate Steps

- Identification of actors and other organizations.
- Continuation of ties with State actors.
- Organization and planning, conceptual development and furthering of alliances.
- Design of internal strategies by those in charge of the project to ensure progress of the development plan.
- Logistic and methodological preparation of the work meetings and workshops.
- Preparation/distribution of information/dissemination material.
- Drafting of execution reports.
- Monitoring of and support for the process by the IIHR.
- Conducting technical assistance missions.
- Constant updating of the contents of the specialized section of the institutional webpage: www.iidh.ed.cr/comunidades/Diversidades/

1.3.3.6 Results or Products

- Greater visibility of Afro-Panamanians and demonstration of their ability to make proposals for the social construction of Panama, such that they can attain high levels of development, overcoming historical marginality and exclusion of this population.
- Strengthened opportunities for exchange among the organizations involved in the project to prepare the National Development Plan.
- Continuation of the establishment and linkage of strategic alliances within the Afro movement and with other women's and indigenous organizations, as well as with political, State, and legislative actors.
- New topics were included in the *National Master Plan for the Sustainable Development of Afro-Panamanians*, such as: identity and self-esteem of Afro-Panamanian communities and population groups; finance and banking; ancestral lands; institutional

capacity building; governance; representation and participation in public and civil society spheres.

- Fine-tuning continued with respect to the document "La ruta hacia un desarrollo sostenible. El proceso de Panama."
- The proposed Development Plan was presented to the person in charge of the Social Agenda of the new President of Panama and to a representative of the Social Policy Directorate of the Ministry of the Economy and Finance. This led to a request for them to submit a public policy proposal for its application.
- Enhancement of the contents of the specialized section *Diversidades* continued, together with expansion of the duration of visits to this section.

1.3.3.7 Impact Indicators

"Enhanced linkage ability of Afro organizations for joint work and advocacy"

- Strengthening linkages in the work of the various organizations involved in the Afro-Panamanian Forum, especially with respect to preparation of the National Master Plan for Sustainable Development of Afro-Panamanians, geared toward overcoming exclusion of said population.

"Expansion of alliances among actors and sectors"

- Involvement of various social movements and organizations in analysis and discussion of proposals for the final version of the National Master Plan for Sustainable Development of Afro-Panamanians.
- Continuing identification of the new legislative allies who took office in September 2004, for lobbying and advocacy in support of the draft Bill on Equal Opportunities regarding Access to the Job Market, during the new legislature.
- Systematic advocacy work with members of the government in the various areas of interest, especially with the officer in charge the Social Agenda of the President of Panama, with the aim of attaining implementation of the agreements through a consensus, and of identifying high priority projects and programs.

"Greater knowledge among NGOs and civil society entities, as well as among actors and decision-makers, regarding discrimination of the Afro-descendant population on the job market"

- Continuing selective dissemination of the content of the draft Bill, as well as of the National Master Plan for Sustainable Development of Afro-Panamanians, among the various sectors involved or interested in the issue.
- Duplication of documents and dissemination of information on the issue of discrimination against the Afro-Panamanian population, both in the national media (printed press, television, radio) and by other means, including the specialized section *Diversidades:* www.iidh.ed.cr/comunidades/Diversidades/ and other electronic information networks.
- Analysis of the flow of visits during 2004 (from January 1 to December 9, 2004) shows that there were 50,853 visits, averaging 146.5 visits per day and with an average duration per visit of 9:40 minutes (Webtrends counting system). It is important to note that during the year there has been a sustained increase in the number of visits, and therefore in the average daily visits, as shown in the following table:

Period (2004)	Number of visits	Daily average	Average duration per visit
January 1 to March 30	15,172	166	8:41
April 1 to June 30	13,130	144	8:02
July 1 to September 30	12,728	138	10:02
October 1 to December 9	9,823	138	11:39
TOTAL	**50,853**	**146.5**	**9:40**

1.3.3.8 We offer as means of verification:

- Progress of the Third Report on Execution of the Strategic Action Plan for Afro-Panamanian Advocacy
- Documents on progress of proposals or of negotiations (3d version of the National Plan for Sustainable Development of Afro-Panamanians)
- Opinion articles and press releases in Panamanian media.
- Specialized documents. "La ruta hacia un desarrollo sostenible. El proceso de Panama."
- On-line information available at the section Diversidades, of the institutional webpage, with access via the Internet.
- Reports and statistics of the Webtrends counting system to verify access and visits to www.iidh.ed.cr/comunidades/Diversidades/

1.3.4.   National Project: Legislation for equality between women and men (Peru)

1.3.4.1.   Description

The objective of the work plan in Peru was: to foster favorable conditions to promote enactment of the Law on Equal Opportunities that is currently before the legislative. There are three strategies for its implementation: a) linkage and mobilization; b) political advocacy; and c) communication and dissemination. Activities planned include summoning of women's NGOs representing diversity (indigenous peoples and Afro-descendant population), together with various civil society organizations. The plan included interrelations among social and political actors: the executive and legislative, political parties, and the Ombudsman Institution [Procuraduría de Derechos Humanos].

The ten counterpart organizations/networks of the project in Peru established the Collective "Mujeres por la Igualdad de Oportunidades" ["Women for Equal Opportunity"].

Activities to be carried out in the framework of the work plan during this period were those for October-November 2004, completing execution of this component of the Inclusion project according to the schedule for 2004.

1.3.4.1.1. Workshops/meetings

We will now report on the activities carried out in the framework of the **linkage and mobilization** strategy:

Coordination, planning and evaluation meetings. The ten organizations/networks that constitute the Collective "Mujeres por la Igualdad de Oportunidades", held three work meetings in Lima, one in October 2004 and two in November 2004. Their aim was to coordinate, to

review attainment of the objectives planned with respect to the scheduled and pending activities, and to conduct a final assessment of implementation of the work plan and of the advocacy process.

Participation in the Fair "For equal opportunities of women and men." From October 14 to 17, 2004, in Lima, the Collective participated in this fair by presenting banners with information on the situation of women in Peru, on equal opportunities, and on the bill. This activity was organized by the Ministry of Labor and Employment Promotion, the Municipality of Comas (a district of Lima) and the Asociación Aurora Vivar. More than 30 women entrepreneurs and businesswomen participated, as speakers and offering their products and services; estimates are that about one thousand citizens of Comas visited the fair. This space also provided en opportunity for presentations on various public and private institutional initiatives –in the educational, entrepreneurial and labor-related spheres- that include equal opportunities of men and women both in their practices and in their policies.

Workshop in Ica. A workshop was held in Ica on November 16, 2004, together with the Asociación Aurora Vivar. 25 persons attended. Topics addressed had to do with gender equity and equality, as well as with the bill.

Workshop in Lima. On November 17, 2004, a workshop was held in Lima, together with the Municipality of San Juan de Miraflores (a district of Lima), for 20 persons (women and men) with disabilities). Contents of the workshop focused on the situation of persons with disabilities, on how to attain professional development despite a disability, and on how legislation on equal opportunities with gender equity can help develop a culture of equality and non-discrimination.

Work meeting in Cuzco. A work meeting on the bill was held in Cuzco in November 2004, with the Mesa de Género in that province. There were 40 participants, including women leaders of civil society organizations, the advisory and work team of the Regional Government Council in Cuzco, representatives before the Consejo de Coordinación Regional. As an outcome, this Council prepared an agenda proposal requesting the Congress of the Republic to discuss the bill soon.

Presentation in Cuzco.   The issue of equal opportunities was presented to 40 persons in November 2004 in the framework of the Forum "El Congreso desde las regiones", summoned by the Regional Government Council in Cuzco, the Consorcio Sociedad Democrática and the Mesa de Género in that province.

Second national meeting of women for equal opportunities. This meeting was held in Lima on November 30, 2004. The first meeting was held in November 2003, publicly inaugurating the advocacy process supported by the project; this second meeting closes that process and is an act of accountability to the organizations involved in it, from various regions of the country, including: the 10 member organizations of the Collective, Foro Equidad de Género, Redes Nacionales de Promoción de la Mujer of Arequipa and San Martín de Porres, Redes sobre Violencia Familiar in Lima and Callao, Central General de Trabajadores de Peru, Organización Musas "Mujeres que inspiran cambios", Grupo Impulsor Nacional de Abancay, Instituto de la Mujer Campesina, FEMOCCPAALC. The IIHR Women's Human Rights Program Officer attended this meeting, as she had the first one.

The IIHR made a presentation on the framework for international protection of the rights of women and on how legislation regarding equal opportunities contributes to implementation of the principles of equality and non-discrimination; existing legislation on this subject matter in Latin America and its impact in the countries where it has been enacted. Successful relevant

experience gathered and systematically organized by the project in previous years provided significant input for this presentation.

The Collective "Mujeres por la igualdad de oportunidades", through its coordinator, presented: the context in which it began its work and the current situation; the various bills that existed at the outset and the contents of the two on which a congressional committee has issued an opinion to date; an assessment of the advocacy process carried out. A proposed model law on equal opportunities was also presented, reflecting the results of consultations regarding the bill, study of existing legislation in other countries, and the contents of the bills.

During the period for questions and comments, participants expressed their willingness to continue their linkages and their advocacy actions, even though the project has ended.

During this second meeting, there was a banner exhibition with information on the situation of women in Peru, on equal opportunities, and on the bill. The assessment and proposal document was also distributed, as part of the activities at the end of the project (further explanation on this in the section on dissemination).

1.3.4.1.2. Consultations on the Bill

The stage of gathering support for or contributions from the women's national, regional and local organizations regarding the Bill, through consultation via e-mail and regular mail, was completed during the previous quarter (July-September 2004). These contributions are reflected in the assessment and proposal document mentioned above.

Information work continued with the women's national, regional and local organizations, as well as with participants in the various workshops/meetings held last year and this year. Two digital newsletters were issued in October and November 2004, reaching roughly 1000 representatives of women's organizations, professional associations, and universities on the existing data base.

1.3.4.1.3. Political advocacy

This work continued in October and November 2004 in two directions:

- advocacy before the Congress of the Republic, with a new governing body in Congress and the commissions, elected in August 2004;
- and follow-up of progress of the bill in the legislative process, bearing in mind that as of September 2004 it is on the agenda of the annual session for 2004-2005, as reported in the previous quarter (July-September 2004).

Several formal and informal meetings were held with members of Congress and their advisors, such as:

- Work meetings with the advisory teams of the chairs of the committees on Justice and Human Rights and on Women and Social Development (October and November 2004).
- Drafting and delivery of letters to the chairpersons and members of the two aforementioned committees, in the context of the International Day of Non-violence against Women, asking them to support discussion of the bill by the plenary (November 25, 2004).
- Distribution of working documents prepared by the Collective in the course of the project, regarding the bill (October and November 2004).
- Distribution of the assessment and proposition document, issuing from the activities at the end of the project, to the chairpersons and members of the two committees.

As in previous reports, updating of the context is provided in the section on background/justification.

1.3.4.1.4   Communication and dissemination

In addition to the use of printed media, radio and TV, this strategy includes linkages with similar committees of various organizations, within the framework of its work on this matter. Said organizations have committed to reproduce information in their own means of communication: radio and television programs, printed and electronic newsletters, Webpages, e-mail discussion lists, and others. In November 2004, when execution was completed, dissemination activities in the framework of the project ended. However, the 10 counterpart organizations will continue communication and dissemination by their own means.

We will now report on what has been done as part of the **dissemination campaign:**

Distribution of information. Distribution of the materials of the campaign under the slogan "Women for Equal Opportunity" (foldouts and other flyers, stickers, posters) at the various workshops/meetings and in public actions. Use of the 5 banners with information on the situation of women in Peru, on equal opportunities, and on the bill, at various public events and activities.

Newsletters and information documents. Two electronic newsletters and one press release were prepared and sent to the databases of organizations and the media. There is also a final assessment document on progress and difficulties in the process of promoting the bill; as reported in the previous quarter, a preliminary document was shared with more than 100 organizations in the capital city (Lima) and in the provinces.

The aforementioned document and other work materials produced during 2004 were used as inputs for preparation of the assessment and proposal document that closes the project, "Una ley de igualdad de oportunidades con equidad de género" (appended). This document includes three major sections: context of the country with respect to gender inequity; obligations of the State regarding this matter, contained in the international and national normative framework; and proposed model law on equal opportunities, reflecting the results of consultations on the bill, study of existing legislation in other countries, and contents of the bills.

The assessment and proposal document was distributed to the 100 participants in the Second National Women's Meeting, to members of Congress, and to 25 organizations in the regions of the country's interior.

Use of the media. Interview with an IIHR official by Milenia Radio, on November 30, 2004. Publication of an open letter on the rights of women, demanding enactment of the law, in Diario Perú 21, on December 5, 2004. Coverage of the Frente Popular campaign in favor of the bill.

The member organizations of the Collective (such as Estudio para la Defensa de los Derechos de la Mujer, DEMUS; Movimiento Manuela Ramos; and Movimiento Amplio de Mujeres – Línea Fundacional), have also included information on the work of the Collective in favor of a law on equal opportunities for women and men, in their Webpages.

Specialized Section DerechosMujer on the IIHR webpage. Dissemination has also occurred by constantly expanding and updating the specialized materials and contents of the institutional webpage section, *DerechosMujer*, (http://www.iidh.ed.cr/comunidades/DerechosMujer) including products issuing from the project and information on advocacy actions in Peru. Currently the whole process is being systematically summarized and the information is being

prepared so that the strategies and the work experience accrued are available on-line for use by organizations interested in replicating similar experiences (information on other processes available at http://www.iidh.ed.cr/comunidades/DerechosMujer/acerca.htm).

As of December 9, 2004, *DerechosMujer* has 3,065 records with various types of information in its several sections (Acerca de nosotros, Para compartir, Documentos, Protección de derechos), as well as a directory of 395 organizations working to promote women's rights. Analysis of the flow of visits from October 1 to December 9, 2004, shows a total of 8,189 visits, averaging 115 visits per day and an average duration of 11:40 minutes (Webtrends counting system).

1.3.4.1.5 IIHR Mission

The IIHR Women's Human Rights Program Officer conducted an institutional mission to Peru, from November 29 to December 4, 2004, to close the national project. During this visit, she attended the Second National Meeting of Women, where she gave a specialized lecture.

There were two work meetings with the Collective "Mujeres por la igualdad de oportunidades": a preliminary one to coordinate matters pertaining to the second meeting and other scheduled activities; and one at the end of the mission, to assess the work plan executed during 2004 and the advocacy process carried out, as well as to analyze the current context. There were also work meetings with the advisory team for the committees on Justice and Human Rights and on Women and Social Development, with the aim of fostering discussion of the bill in the plenary. She was also interviewed on Radio Milenia.

1.3.4.2 Method

The work plan was implemented in a participatory manner, involving or expanding the support base with other non-governmental, civil society organizations, including some that are not the specific target population that would benefit from the legislation advocated. The project has also continued developing interactions with social and political actors, as well as including ethnic diversity.

The Collective "Mujeres por la Igualdad de Oportunidades included 10 organizations/networks that attended the Encuentro Estratégico in Costa Rica (2003): the Centro de la Mujer Peruana Flora Tristán; the Centro de Promoción y Capacitación del Oriente (CEPCO - Tarapoto); DEMUS - Estudio para la Defensa de los Derechos de la Mujer; the Federación de Mujeres Organizadas de Comedores Populares Autogestionarios y Afines de Lima y Callao (FEMOCCPAALC); the Grupo Impulsor Nacional "Mujeres por la Igualdad Real" (GIN); the Movimiento Amplio de Mujeres – Línea Fundacional (MAM-LF); the Movimiento Manuela Ramos; Radio Milenia; the Red Nacional de Promoción de la Mujer (RNPM); the Movimiento El Pozo; and there was close coordination with the Comité de América Latina y El Caribe para la Defensa de los Derechos de la Mujer en el Peru (CLADEM-Peru).

The Collective met to coordinate and plan actions. Internally, it has divided into work committees for each strategy of the plan: a) linkages and mobilization; b) political advocacy; and c) communication and dissemination.

The Workshops/meetings have applied a participatory and inclusive methodology that fosters training and exchange of experience and opinions among participants. They have been held in several provinces, with the aim of facilitating information and dissemination among women in various geographical areas and sectors, to avoid concentrating everything in the capital.

The project used forms of dissemination that reach women in urban and rural areas as well as national, regional, and local organizations, through mass media and personalized e-mails or regular mails to postal addresses. The use of technological communication platforms makes it easier to send and receive summons or information to a large number of individuals via e-mail, discussion lists, or electronic networks. The organizations also resorted to their own means (radio and television programs, printed and digital newsletters, Webpages, discussion lists for e-mail, and others) to increase the scope of information and dissemination. This was complemented with information on the processes or thematically specialized information, available at the IIHR webpage section, *DerechosMujer*, which is constantly enriched and updated.

1.3.4.3 Background/Justification

The national plan to support legislation on equality between women and men in Peru is an outcome of the Encuentro Estratégico de Organizaciones-Redes por la Incidencia [Strategic Meeting of Organizations/Networks for Advocacy] (Costa Rica, August 19-21, 2003). This plan implemented the national project in that country and was carried out by means of three strategies: a) linkages and mobilization; b) political advocacy; and c) communication and dissemination. The plan for January to November 2004 is a continuation of the work begun during the previous year, updating its activities based on what was already done.

According to the Collective's report, this is the current context in Congress regarding the bill:

- The work carried out with Congress has ensured that definition of the topics on the agenda for the 2004-2005 legislative period includes discussion of the bill as a high-priority topic, under the theme of equity and social justice.
- On November 30, 2004, the theme was number eleven on the weekly agenda of the plenum, reaching number six the following week. Topics are not necessarily addressed in their numerical order, which means that it may or may not be seen during the respective week, or it may be transferred to the following week, and so forth until the end of the year. This means that if the topic is not addressed during 2004, it would have to be in 2005.
- Dynamics of the Congress make adoption of a comprehensive statute such as the law on equal opportunities difficult. Most members of Congress are used to subdividing the legislative proposals by articles, to have the greatest amount of bills adopted on their congressional record. A comprehensive proposal such as this bill requires in-depth analysis of the topic, for which not enough time is allocated and preparation is insufficient regarding arguments for the debate, and this may hinder its immediate discussion in the plenary.
- Low productivity of Congressional committees is due to an inadequate rhythm of work. Weekly meetings of the committees are cut short due to lack of quorum. This limits the possibility of the respective committee deciding which opinions it will submit to the plenary each week.
- Near the end of each legislature, plenary sessions meet from Tuesday to Thursday, and this affects continuity of the work of the committees, which meet on Tuesday and Wednesday. Generally there are no meetings on Monday and Friday, because members of Congress travel to other parts of the country.

As can be seen, advocacy in Congress continues to be crucial to ensure that the bill is discussed in the legislative plenary. Since the project has ended, the Collective has undertaken to continue contacts with members of Congress and their advisors by its own means, as well as to prepare specific documents to serve as inputs, and to approach the new authorities of the committees and their members or strengthen relations with them.

1.3.4.4 Officers in Charge and Coordination

The counterpart organizations responsible for implementation of the plan in Peru, the Centro de la Mujer Peruana Flora Tristán and Movimiento el Pozo, were in charge of the following: summoning and technical/logistic organization of the various workshops/meetings; preparing the dissemination bulletins, letters, and other communications; sending and distributing them; expanding relations with other civil society groups; setting up the meetings with members of Congress and their advisors; preparing the respective narrative report on execution; coordination and planning with the member organizations of the Collective.

The IIHR monitored and provided technical assistance for implementation of the work plan, in all its activities, and conducted an institutional mission. It was also in charge of constantly updating the specialized section of the institutional webpage, *DerechosMujer*; this included uploading documents on advocacy generated by the project and information on activities carried out in Peru to execute the national plan.

1.3.4.5 Intermediate Steps

- General follow-up on implementation of the work plans and on activities taking place on the date scheduled for completion.
- Updating the map of legislative actors and of those who can support the bills.
- Updating the directory of organizations.
- Establishing a data base on civil society women's organizations.
- Defining the key organizations to invite them to the various workshops/meetings, summoning them and following up on confirmations; coordination with counterpart organizations in these activities.
- Planning, methodological and logistic organization, and conducting the workshops/meetings.
- Summoning or attending meetings for coordination and planning.
- Preparing and submitting presentations for fora that address topics pertaining to legislation on equality.
- Planning, setting up appointments and participating in meetings with members of Congress and legislative advisors.
- Preparing documents for work meetings in Congress and letters addressed to members of Congress.
- Preparing materials with information for the media,
- Drafting the assessment and proposal document that completes project closure.
- Preparing materials to upload and constantly update the contents of the specialized section of the institutional webpage, *DerechosMujer.*
- Drafting and revising the fourth quarterly report on execution and the final assessment of the process.

1.3.4.6 Results or Products

- Advancement of the topic in the discussion of the agenda for the 2004-2005 legislative period, moving from number eleven to number six. As we reported in the July-September 2004 Quarterly Report, the topic was placed as a high-priority one on the agenda for the 2004-2005 annual session, under the objective of equity and social justice.
- Continuity of advocacy actions with members of Congress, primarily with the members of the committees on Justice and Rights and on Women and Social Development, which are

the committees that have issued opinions on the bills and must seek their inclusion in the plenary.

- Continuity of the communication and dissemination campaign, by sending digital or postal messages with an assessment of the process; distribution of two newsletters and one press release. The number of addressees is estimated to be approximately 1000.
- The contents and materials available at the specialized section of the institutional webpage, _DerechosMujer_ were updated and expanded, increasing the number of records. By December 9, 2004 there were 3,065 records with various types of information and a directory of 395 organizations.
- The count of sustained visits, according to the Webtrends counting system, continued and increased. Analysis of the flow of visits between October 1 and December 9, 2004, reports 8,189 visits, with an average of 115 visits per day, lasting on average 11:40 minutes (Webtrends counting system).

1.3.4.7 Impact Indicators

"Enhanced linkage capacity of the social women's movement for joint work and advocacy"

Advocacy continued in the congressional context, and while discussion of the bill has not begun in the plenary, there have been important steps to "unlock" and expedite its progress in the legislative process. As stated in the previous report, the topic was placed as a high-priority one on the agenda for the 2004-2005 annual session, under the objective of equity and social justice; during these two months, the Collective's efforts have helped further this topic in discussion of the agenda, moving from number eleven to number six.

Linkages and teamwork of the member organizations of the Collective "Mujeres por la Igualdad de Oportunidades" were strengthened, together with cooperative relations and joint action with other organizations in the women's movement.

Dissemination actions in the media regarding equal opportunity were enhanced through coordinated use by the organizations of their own means of information (radio and television programs, printed and digital newsletters, webpages, electronic discussion lists, and others).

The strategy to "decentralize" the project was fostered by linkages and alliances among various organizations, since the workshops/meetings were summoned or held in different regions of the country, avoiding concentration in the capital   (Lima).

The organizations have shown their interest in the information available at the IIHR website specialized section, _DerechosMujer_. The previous report, for July-September 2004, showed a growing number of visits and their duration in comparison with the April-June quarter, with an increase of 15 in the average number of daily visits, together with greater duration (2 more minutes). This rising trend continued during the October-December 2004 period, even though the information only covers up to December 9, 2004 and not the end of the month; daily visits rise to 21, and their duration is longer (11:40 seconds).

Analysis of the flow of visits in 2004 (between January 1 and December 9) shows a total of 28,904 visits, averaging 85 visits per day and lasting 10:38 minutes on average (Webtrends counting system). It is important to note that the number of visits has risen throughout the year, and therefore the average daily visits have also increased, as shown in the following table:

Period (2004)	Number of visits	Daily average	Average time per visit
January 1 to March 30	5.330	58	10:55'
April 1 to June 30	6.971	76	09:06'
July 1 to September 30	8.414	91	11:00'
October 1 to December 9	8.189	115	11:40'
TOTAL	**28.904**	**85**	**10:40'**

"Expansion of alliances among various actors"

Expansion of the counterpart organizations' own advocacy agenda through information and support for consultation and negotiation processes with other women's organizations.

Constant invitations to the Collective by women's organizations and other groups, to provide training on women's rights and on the bill.

The working relationship developed with legislative advisors and supportive members of Congress has allowed the Collective to communicate its positions, provide specialized documents, and establish expeditious communication channels in Congress.

"Greater knowledge on the bill and its contents by NGOs, actors and decision-makers"

A positive influence in the congressional context, leading to discussion of the bill being included as a point on the agenda of the new legislative session, moving it forward on the list of topics for discussion by the legislative plenary.

Continuity of the information processes, through systematic summaries of contributions and by sending various documents or bulletins on the bill, contributed to an expansion of knowledge and information among women in various organizations.

Distribution of the preliminary assessment and proposal document to complete project closure, reaching close to 100 organizations, enabled feedback from the organizations to enhance the process and generate consensus-based products.

Use of the printed media and television allowed broader information on women's rights and on the bill, for the organizations and the general population.

Direct contact with members of Congress who support the Bill, as well as with members of the key congressional committees to make the project move forward in the legislative process, has enabled broader information on women's rights and enhanced advocacy.

We offer as means of verification:

- Fourth quarterly report and its annexes, on implementation of the work plan, and final assessment of the process.
- Reports or minutes of the counterparts' work meetings.

- Documents from the various workshops/meetings held: invitations, programs, folders, and support documentation handed out.
- List of participants in each workshop/meeting.
- Electronic newsletters, press releases, and informative communications.
- Updated and expanded data base on women's organizations and on the media.
- Official agendas of the Permanent Committee, for the 2004-2005 legislature, and of the Committee on Women and Social Development.
- Mission report.
- Assessment and proposal document that closes the project.
- On-line information available at the specialized section of the institutional webpage, *DerechosMujer* , which can be accessed via the Internet.
- Reports and statistics of the Webtrends counting system to verify access and visits to the specialized section.

1.4.   LESSONS LEARNED

- The national projects in Panama and Colombia have contributed to development and strengthening of the existing capacity of the organizations involved, as well as to develop skills and knowledge. This has enabled design and implementation of strategies regarding linkages and alliances, advocacy, communication, dissemination, and training, as well as preparation of highly specialized documents that have been crucial for the project, such as the National Plan for Sustainable Development of Afro-descendants in Panama.

- Both in Colombia and in Panama, execution of the projects enabled the participating organizations to study, become familiar with and identify a set of variables that influence economic and social development of indigenous and Afro-descendant peoples. This, in turn, enabled the development of proposals, issuing from the various components, to strengthen inclusive access of said population groups to substantive legislation, public policy, budgets, and indispensable services for advancement of the communities, such as land and territory, education, health, housing, and others that are indispensable for enjoyment of human rights, political and citizen participation, and sustainable human development.

- Continued participation of indigenous jurist Eduardo Nieva in the negotiation rounds to seek a consensus in the discussion of the Draft American Declaration on the Rights of Indigenous Peoples has enabled indigenous peoples' access to the knowledge and experience accrued during the two years of the project, indispensable for the drafting, presentation and advocacy of the proposed articles, in the context of the discussions, both of the indigenous conclave and of the plenary with the governments.

- Throughout the duration of the project, the influence of short-term political and social situations that are specific to each country (Colombia and Panama) has been evident in the work with indigenous peoples and Afro-descendants. Therefore, it is necessary to continue working in the framework of a flexible agenda, to adjust strategies and actions to the realities of both countries, while attaining the objectives set forth in both national projects.

- The strategy followed by the national project in Peru has been adequate and effective. Advocacy in Congress has changed initially unfavorable situations, including lack of knowledge of the principles fostered by this type of legislation, lack of support, and a project that was "locked" in committees without a favorable opinion being issued- to a

context where the bill has moved forward significantly in the legislative process, and is currently classified as a high-priority one for the 2004-2005 legislative session. Difficulties are being turned into opportunities.

As a general balance of lessons learned, bearing in mind completion of the work plan in Peru, we underline the following:

- The project enabled broad and diverse linkages with civil society organizations that work on women's rights, fostered by the Collective "Mujeres por la Igualdad de Oportunidades." Previously there had been short-term efforts by a group of organizations that did not develop linkages and coordinate amongst themselves in a sustained manner. Establishment of the Collective made it possible for agendas and interests to come together, to develop joint reflections, to coordinate their work and to make better use of each organization's resources, as well as to place the issue of the bill as one of the key points on the women's social movement agenda.
- Work with counterparts such as the network-organizations that constitute the Collective, with ample experience regarding women's rights, enabled sharing of expertise, resources, and efforts, enhancing the actions planned in the framework of the project.
- The difficulties of the congressional dynamics, for example: changes in legislative authorities and in the composition of the committees; order of discussion of the topics on the agenda; attaining quorum in the congressional committees; approval of a comprehensive statute such as the equal opportunity law, which requires an investment of time and preparation regarding the issue.
- Short-term situations specific to the countries, in the political or electoral spheres, or changes of government authorities, sometimes hinder advocacy with various actors, requiring processes such as that fostered in Peru.
- The negative impact of conservative positions of religious groups or hierarchies on government or political decisions with respect to furthering women's rights.
- Insufficient political will to implement public policy, legislative or other measures that contribute to full implementation of the CEDAW Convention and to development of substantive legislation regarding women's rights, such as equal opportunities.

The counterpart organizations deem that the constant monitoring and follow-up and the technical assistance by the IIHR, both electronically and in person, have contributed to effective and efficient implementation of the projects executed.

As set forth in previous reports, it is important to manage the projects in a flexible manner, due to the various realities of the countries involved and changes in the political situation that affect execution of advocacy processes such as those being fostered.

We have also continued to corroborate that raising specific rights within the framework of universality of human rights is enhanced by participation of various sectors and representatives of diversity.

5.   Updated timetable for 2004

To record changes in project execution during 2004, we attach the timetable, updated to December 2004.

SCHEDULE FOR 2004-PROJECT: PROMOTION OF A CULTURE OF INCLUSION
Updated December 2004

ACTIVITIES	COUNTRIES	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
Preparation Internacional NGO Coalition for OAS General Assembly	Washington DC, USA		▓										
Special Session Working Group Indigenous Rights	Washington DC, USA				▓								
Round Negotiations on Draft Declaration	Washington DC, USA											▓	
NGO Forum prior to OAS General Assembly	Washington DC, USA						▓						
Participation in OAS General Assembly	Ecuador						▓						
Work plan Peru	Peru	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	
Work plan Colombia	Colombia	▓	▓				▓	▓	▓	▓	▓		▓
Work plan Panama	Panama	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓
Technical Assistance Mission	Peru					▓						▓	
Technical Assistance Mission	Colombia		▓										▓
Technical Assistance Mission	Panama						▓						
Second Technical Assistance Mission, rescheduled for 2005, date to be defined	Panama												

B. CONFLICT PREVENTION

1. PROJECT: "CITIZEN SECURITY IN LATIN AMERICA: DEVELOPING A NATIONAL AND LOCAL APPROACH"

1.1   GENERAL FRAMEWORK

The objective of this project is to assist public institutions and civil society organizations (CSOs) with the design and implementation of citizen security policies, with Dominican Republic and Argentina as the focus of its work at the present time. This, in turn, will help reduce the level of insecurity and guarantee citizen security as a human right.

During 2004, as specified in the initial Work Plan, the activities focused on the two countries mentioned. Following two technical-political missions that made it possible to lay the groundwork and initiate the diagnostic assessment of citizen security, in Argentina the strategy had to be suspended in August on instructions from USAID. After the corresponding reports had been presented, and pursuant to USAID's guidelines, the initial strategy was redesigned and a new project prepared. To be implemented in 2005, it is aimed at strengthening community participation through one-day training activities with the Neighborhood Security Forums in the Province of Buenos Aires and an International Seminar on "Democracy, Security and Human Rights."

The activities planned for Dominican Republic were implemented via the subproject "Developing a Citizen Security Policy in Dominican Republic." Implemented throughout the year, they were intensified in the quarter under review (October-December). The project accomplished its strategic objectives successfully and achieved even better results than expected. As explained in the report for the third quarter, following the change of administration in Dominican Republic incoming President Leonel Fernández appointed new officials to handle security issues. This created an enabling environment for the implementation of actions in this field. The President published his government's agenda in August. It cites the IIHR's recommendations word for word, demonstrating the strong institutional commitment to implementing them. This commitment is shared by Interior Minister Franklin Almeida Rancier and Chief of Police General Manuel de Jesús Pérez Sánchez, the former Director of the Police's Institute for Human Dignity who served as our counterpart for the work carried out last year.

The authorities asked the IIHR to assist them with the modernization and institution building activities planned for the Dominican police force, part of the overhaul of the citizen security system. As a result, a technical mission was carried out in October and a Strategic Planning Workshop held 3-5 December with the Chief of Police and other senior officers. At the latter, project staff presented the proposed "Plan for the Modernization of the National Police of Dominican Republic" drafted by the IIHR's team as part of the Public Citizen Security Policy. The beneficiaries approved the plan unanimously and the project is now providing permanent advisory assistance for the implementation of the actions called for in the Plan, which will continue during 2005. Technical support will also be provided in other areas related to the Citizen Security Policy, such as the democratic and political management of security and community participation.

1.2. ANNUAL GOAL

- Technical assistance to public institutions and civil society organizations in designing and implementing a citizen security policy in Dominican Republic and the Province of Buenos Aires, Argentina

1.3 IMPLEMENTATION OF THE PROJECT

1.3.1. Implementation missions in the Dominican Republic

The first of the two missions to implement the actions called for in the Public Citizen Security Policy was carried out from 5-8 October.

The members of mission were Juan Navarrete (Director of the IIHR's Department of Public Institutions), Isabel Albaladejo (IIHR Security and Human Rights Program officer), and consultants Germán Montenegro (Argentina) and Robinson Pérez (Chile). During their visit, they met with Interior Minister Franklin Almeida Rancier; Attorney General Francisco Domínguez Vito; and, a number of senior police officers, such as the Director of Operations, the Director of Criminal Investigations, the Director of Human Resources and the Director of Internal Affairs. They also had daily meetings with the National Police Chief, General Manuel de Jesús Pérez Sánchez.

The IIHR's involvement in the overhaul of the security system and the structural and functional reform of the Police was requested by the Interior Ministry, the police force and Dominican society. In the many meetings that took place during the mission, the new Interior Minister and the Chief of Police said they had every confidence in our Institute's ability to support the political and technical management of the changes taking place within the police to guarantee the right to citizen security.

It was decided that the first step required was the development of a strategic plan to modernize the police force. The IIHR team was assigned this task, which they carried out during October and November. A **Strategic Planning Workshop** was then held 3-5 December to present the plan to the beneficiaries and secure its approval. The consultants already mentioned and IIHR officials took part.

The Plan, entitled ***"Strategy for Modernizing the National Police of Dominican Republic,"*** is presented as an **Annex.** It was based on the General Framework of the Citizen Security Policy, mindful of the fact that police reform is only one of the areas involved in citizen security and that a policy of this kind entails more than the restructuring of the police force. The Plan is divided into three parts:

1) General Framework of the Citizen Security Policy

2) Guiding principles on which the proposal is based

3) Facets of the modernization of the police force:

- Restructuring of the chain of command
- Preventive security
- Criminal investigations
- Professionalization of the police
- Police control

The strategy presented by our team was approved by the 19 participants in the workshop, who included the Chief of Police and two of his civil advisers, and the senior police officers in charge of the General Directorates of the National Police. As a legal underpinning to the meeting and the decisions taken, the *Declaration of Juan Dolio* was signed, which is also attached as an **annex.**

An evaluation form was distributed at the end of the activity, to ascertain the beneficiaries' opinions regarding its effectiveness and usefulness. The results of the evaluation are presented in statistical tables, also attached as an **annex.** The event was rated as a success, both in terms of its relevance and its applicability, and the IIHR team's knowledge of the subject.

1.3.2. Method

The Strategic Planning Workshop got under way on Friday, 3 December and the intensive schedule was completed on the afternoon of Sunday, 5 December. The media wished to cover the activity, but the official launch of the Modernization Plan was postponed until it had been approved and the necessary adjustments made.

The modernization proposal was presented on Saturday morning and copies distributed among the participants for them to study and discuss. The officers divided into working groups and spent hours studying and adjusting the document. They then presented their observations, which were introduced into the final version. One suggestion was that the name Modernization Plan be changed to *Strategy for the Professionalization and Institution Building of the National Police*.

It was decided that *Implementation Committees* were needed to support the modernization, professionalization and institutionalization of the National Police. In the coming months, these committees, comprising two or three senior officers, will be responsible for presenting the specific operating plans needed to implement the Strategic Plan to the *Follow-up Committee* (also created during the meeting).

Committees were created to focus on police doctrine; the restructuring of the chain of command; the decentralization of the territorial chain of command; the restructuring of personnel management; preventive security and investigations; community policing; the strengthening of the statistics unit; police training and retraining; criminal intelligence; the

reorganization of internal affairs; the disciplinary and ethical system; and citizen participation and operational control.

As the IIHR will be providing specialized advisory services and technical assistance to the entire police reform process, it was decided that each committee should present a report. The IIHR will be supervising and providing follow-up to the work of the committees until its next mission to the country (scheduled for February 2005). At that time, the IIHR team will hold meetings with each committee and then all of them together, to offer further advice based on what they have prepared.

In addition to providing permanent support and advisory services during 2005 in all the areas involved in the modernization of the police force and under the Plan, the IIHR will be tackling two innovative areas: the design of a system for recording and analyzing criminal information for crime prevention, and the creation of an Ombudsman's Office for Police Affairs (design of the regulatory framework, functions and structure). The project will also provide support for the "Democratic management of security" to the Ministry of the Interior and the Police as part of the Citizen Security Policy that the President is promoting.

1.3.3. Background / Rationale

The overarching objectives of any democratic citizen security policy in Dominican Republic should be to arrange and adapt the citizen security system in such a way as to make it reasonably efficient and effective in dealing with conflicts and acts that pose a threat to the full exercise of human rights and fundamental freedoms.

In a given social context, violent criminal acts are the result of a set of varied, complex social, cultural and institutional processes. The institutional citizen security system endeavors to prevent and prosecute such acts such by means of the strategies and actions it implements, but its capacity to shape and change the processes themselves is limited. The amount and type of impact that the institutional system achieves depends on the kind and scale of the acts involved, and how effective and efficient the system and the policies implemented are.

Nonetheless, an institutional citizen security system that manages to operate effectively on all fronts can achieve socially acceptable levels of crime prevention and enforcement. This calls for the successful design, implementation and evaluation of citizen security policies and strategies, which must include three basic components:

- The preparation and permanent updating of a status report on crime and violence to keep track of the following four key aspects: (i) the status and evolution of crime and criminal violence; (ii) the status and evolution of organized crime; (iii) the social and institutional conditions of common and organized crime; and, (iv) the subjective dimension of security, i.e., society's perceptions and feelings about crime and the government's response to it.

- The design and implementation of an institutional strategy geared to two core actions: (i) the preparation of an institutional diagnostic assessment of the organizational and operational status of the government structures and institutional management of citizen

security, the police system and related agencies involved in the issue, and previous or ongoing policies and strategies; and, (ii) the design and implementation of plans for the institutional reform and modernization of the public structures in charge of security and the police system and related agencies, to adapt them to the crime control strategies implemented.

- The design and implementation of a crime control strategy based on two core public measures, namely: (i) the preparation and implementation of a social strategy to prevent and control violence, involving different governmental agencies (those responsible for social and economic matters, infrastructure, education, work, etc.) and the social organizations linked to the issue; and, (ii) the design and implementation of a police strategy to prevent and control common and organized crime that is diversified and geared to the different types of crimes committed in the different regions and cities of the country concerned.

The aim must also be to implement a process of (organizational, functional and doctrinal) modernization and institution building of both the government structures and, in particular, the police system and interagency mechanisms and tasks.

The Strategy for the Modernization of the National Police of Dominican Republic is, therefore, a key component of the country's new Citizen Security Policy and, more specifically, of the institutional strategy that should precede or be implemented parallel to a comprehensive crime control strategy. It forms part of the reform and modernization of the citizen security system and is designed specifically to enable the police system to implement efficient crime prevention and law enforcement strategies and criminal investigation, doing away with the anachronisms and weaknesses that exist.

A democratic citizen security policy that includes a strategy aimed at tackling the different forms of violent conflict and crime that take place in Dominican society also calls for a series of changes in the citizen security system – and in the police system in particular. A comprehensive, democratic citizen security policy requires a police system that performs its basic tasks of crime prevention and criminal investigation efficiently, strictly observing the principle of due process and, first and foremost, discharging its duty to protect the population's human rights.

The authorities' aim should be to develop a modern, democratic approach to citizen security as the most significant manifestation of the progress and consolidation of the democratic rule of law and the country's development, making authoritarian security methods a thing of the past.

1.3.4. Institution(s) responsible and coordination

Juan Navarrete, Director of the IIHR's Department of Public Institutions, and Security and Human Rights program officer Isabel Albaladejo are responsible for the implementation and coordination of the strategy developed.

Consultants Marcelo Saín (Argentina), Germán Montenegro (Argentina) and Robinson Pérez (Chile) have been involved in the ongoing process in Dominican Republic.

With regard to the coordination with USAID in Dominican Republic, a letter was sent requesting a meeting with local USAID staff during the mission in October, but the person in charge of this

area was out of the country and no meeting took place. Nevertheless, the IIHR informed USAID of the process under way.

1.3.5. Intermediate steps

- Coordinate with the counterparts, i.e., the Ministry of Interior and Police and the Chief of Police of Dominican Republic
- Keep permanently in touch with the counterparts, to monitor any developments in the country that have a bearing on citizen security and offer advice
- Hire the consultants taking part in the process and consultation process, and coordinate the work with them
- Identify and contact the officials and authorities interviewed during the technical mission carried out in October
- Coordinate the meetings to be held by the team that participated in the missions
- Make arrangements and prepare the strategy for gathering information for the Police Modernization Plan or Strategy
- Draft and prepare the Police Modernization Strategy

- Coordinate the organization and invitations for the Strategic Planning Workshop held in December 2004

1.3.6. Results or outputs

- Participation of 19 senior police officers in the Strategic Planning Workshop held in December
- A political and technical mission that made it possible to verify the authorities' recognition of the IIHR's previous work, and an official request to continue supporting and managing the reform processes required to implement a citizen security policy
- Over thirty Dominican police officers interviewed to verify the situation highlighted by the diagnostic assessment and the desirability of the changes being made
- A *Police Modernization Plan* was designed as one of the main elements of the citizen security policy
- The political authority (Minister of the Interior) and the operational authority (Chief of Police and other senior officers) approved the proposed Modernization Plan
- A strategy was established for monitoring, controlling and supervising the decisions for implementing the priority actions of the Modernization Plan
- The reform of the police is now being implemented with IIHR support and the steps to be followed in the reform process during 2005 have been decided

1.3.7. Impact indicators

"Increased institutional capacity for designing and implementing public citizen security policies"

"Progress with the implementation of public citizen security policies"

An indicator of what has been achieved is the request from the political authorities and senior members of the National Police for the IIHR to assist in and support the reform process, bearing in mind that the demand for police reform came from society and the institution itself. Reform is

essential given the shortcomings and dysfunctions detected in the IIHR's diagnostic assessment.

Both the request for assistance and the fact that all the senior police chiefs took part in the Planning Workshop demonstrate the authorities' complete confidence in the IIHR thanks to the work it did previously. They also reflect an interinstitutional commitment to implementing together the organic and functional changes required to make the police force an institution that helps guarantee the security of the population.

Not only has our institution helped define and implement a Citizen Security Policy in Dominican Republic, which was set as the project's the annual goal. Thanks to the political situation and the IIHR's previous work, the Institute will now be spearheading and supporting the reform process. The creation of the follow-up committees by the National Police is the best indicator that the institution is totally committed to the Modernization Plan and that the changes required for its implementation are being put into effect.

1.4.   LESSONS LEARNED

The strategic continuity and real impact of a democratic citizen security policy depend on it being developed as a comprehensive public policy, conceived and designed without deferring to political contingencies or electoral pressures. This can only be achieved if the policy is based on a broad political and social consensus, involving the various institutional and community stakeholders.

The design, formulation and implementation of a democratic citizen security policy should therefore entail the active participation of specialized government agencies and the permanent participation of the social and grassroots organizations involved in these matters. This has been the premise of the IIHR's efforts to develop a citizen security strategy in Dominican Republic since 2003.

Two basic conditions must be met for the changes announced. First, the government must be strongly committed to implementing a democratic, comprehensive citizen security strategy and maintaining the effort over time in order to achieve a series of substantive changes in the ways that the system is organized and operates and, in particular, within the National Police. Secondly, a series of gradual policies and measures must be executed designed to do away with the anachronisms already mentioned and develop a true citizen's police force. These short, medium and long-term measures should be implemented progressively and permanently, with core elements that are diversified and multidimensional. Firm political will is what has made it possible to reach the implementation stage.

As already mentioned, a comprehensive, democratic citizen security policy requires a police system that performs its basic tasks of crime prevention and criminal investigation efficiently, strictly observing the principle of due process and protecting the population's human rights.

In the Dominican case, it means a break with the National Police's traditional image of a force used to maintain political control and social order. This is a precondition for undertaking a painstaking process of restructuring of the institution in doctrinal, organizational and functional terms, to transform it into a police force that protects the citizenry by concentrating on crime prevention and criminal investigation and protecting human rights to the utmost.

According to the document *Developing a citizen security policy for Dominican Republic* prepared by the IIHR in 2003, the National Police's main institutional problem has to do with the organic-functional shortcomings that hinder it from performing its prevention and criminal investigation work effectively. In recent years, the government introduced security policies that gave the police more discretional powers and imposed tougher sentences for crimes, and defended the use of extralegal force as the police's predominant, legitimate modus operandi. All this was used to cloak the institutional shortcomings of the National Police and made it impossible to change its traditional forms of operation and organization. Ultimately, it reinforced the anachronisms and imbalances that existed.

The strategy devised by the IIHR for the institutional modernization of the National Police in Dominican Republic adopts quite a different approach. Its premise is that if the police system is to tackle crime efficiently, using institutional practices that protect human rights effectively, it must change the way in which it operates and its crime prevention and criminal investigation work.

2. PROJECT: STRENGTHENING THE OMBUDSMAN IN LATIN AMERICA

2.1. GENERAL FRAMEWORK

The goal of the project is to make Ombudsman's offices more accessible and independent, and enhance their capabilities; and to increase the number of Ombudsman in Latin America as a mechanism for protecting human rights and denouncing violations. During the reporting period (October-December), a meeting took place in Santo Domingo, Dominican Republic (8-9 December), whose main objective was to support the appointment of an Ombudsman in the country. The mission was initially proposed by the Coalition for Transparency and Institutionality (CTI), an umbrella group of NGOs that asked the IIHR for assistance in promoting the appointment of an Ombudsman.

The IIHR also took part in the Ninth Congress of the Ibero-American Federation of Ombudsman (FIO), which took place 8-11 November in Quito, Ecuador.

2.2. ANNUAL GOALS

- To sensitize the authorities of countries that have yet to appoint an ombudsman to the importance of doing so.

- To support the coordination of efforts on topics of common interest among Ombudsman's offices in the region; and to help design a regional horizontal cooperation strategy to monitor and provide follow-up to public policies on citizen security.

2.3. IMPLEMENTATION OF THE PROJECT

2.3.1. Support for the process of securing the appointment of an ombudsman in Dominican Republic

2.3.1.1. Description

As mentioned in the three previous quarterly reports for 2004, the Inter-American Institute of Human Rights, through its Ombudsman and Human Rights Program, and the Human Rights

Institute of Santo Domingo, as the representative of the Coalition for Transparency and Institutionality, organized a meeting to enable civil society organizations (CSOs) keen to see the appointment of the first Ombudsman to understand this institution fully and design a strategy for promoting the appointment of the first ombudsman in Dominican Republic.

The meeting took place 8-9 December at the Santo Domingo Hotel. Twenty people took part, representing the following non-governmental organizations: FINJUS, Participación Ciudadana, Asociación Jóvenes Amantes de la Paz, Acción Social para una Comunidad Digna, the Human Rights Committee, the Salomé Ureña Women's Foundation, the national network of grassroots and social organizations, the Center for Ecumenical Action and Planning, Community Action for Progress, Colectiva Mujer y Salud, World Vision and the Human Rights Institute of Santo Domingo.

The activity included the following presentations by IIHR officials and an external consultant: "Reflection on the mandate and scope of the Ombudsman," "The experience of the Ombudsman in Latin America. Main achievements," and "Advocacy strategies for civil society organizations. Experiences and lessons learned." A workshop was also held entitled "Design of strategies for the Coalition for Transparency and Institutionality (CTI), to secure the appointment of an ombudsman in Dominican Republic."

The Director of the Human Rights Institute of Dominican Republic met with Ms. Lissette Dumit, Justice Program Specialist of USAID-Santo Domingo, during the activity. They agreed that in January 2005 representatives of the Coalition for Transparency and Institutionality would meet with her and representatives of other donor agencies to present the strategy.

2.3.1.2.   Method

The meeting was used to present the main arguments in favor of appointing an ombudsman in the Dominican Republic, as a vitally important contribution to the defense of human rights and democracy.

Various sectors of Dominican society were invited to the activity, sectors that are well placed to influence the appointment of an ombudsman in Dominican Republic.

In implementing this activity, the organizers ensured that the experts taking part were very well acquainted with the issue. Their contributions were praised for both their academic and pragmatic value. The experts in question were Gabriela Aspuru, of the Human Rights Commission of Mexico City, Lorena González Volio, IIHR Ombudsman and Human Rights program officer, and Juan Navarrete, Director of the IIHR's Area of Public Institutions.

During the mission, Juan Navarrete also met with the Speaker of the House of Representatives to impress upon him the importance of Dominican Republic joining the large group of nations that have a democratic institution of this kind. The Speaker expressed interest in presenting the short list of candidates to the Senate during the early months of 2005.

2.3.1.3.   Background and Rationale

This activity was designed to support the efforts to secure the appointment of an ombudsman in Dominican Republic. The institution was created under a law passed in 2001, but the first ombudsman has yet to be appointed.

2.3.1.4. Institution(s) responsible and coordination

The project's counterpart for the organization of this activity was Vielka Polanco, of the Human Rights Institute of Santo Domingo. The Institute represents the Coalition for Transparency and Institutionality (CTI), an umbrella organization of CSOs.

During the period under review (October-December), close communication was maintained with our counterparts regarding the preparations for the meeting in Santo Domingo.

Once the date of the activity had been set, the project contacted Manuel Ortega, Democracy Office Director, and Lissette Dumit, Justice Program Specialist, of USAID/Santo Domingo, to brief them about the activity and invite them to take part.

2.3.1.5. Intermediate steps

During the reporting period, the staff maintained close contact with the Director of the Human Rights Institute of Santo Domingo, Vielka Polanco, to reach agreement on the academic program for the meeting, the methodology to be used and the timing of the mission (the best moment for it, politically speaking) and logistical matters.

2.3.1.6. Results or outputs:

- Implementation of the meeting with 20 representatives of CSOs keen to see the appointment of the first Ombudsman.
- Members of civil society sensitized to the importance of the appointment of the Ombudsman.
- Inclusion in the national agenda of the importance of the appointment of the Ombudsman in Dominican Republic.
- The Coalition for Transparency and Institutionality (CTI) has useful tools for influencing the political situation that has hindered the appointment of the Ombudsman.
- Institutional and governmental support for the implementation of the institution.

2.3.1.7. Impact indicators

"Progress with the process of securing the appointment of an ombudsman in Dominican Republic"

The project paved the way for Dominican CSOs to design a joint strategy for coordinated efforts to secure the appointment of the first Ombudsman in Dominican Republic. Project representatives also met with the Speaker of the House of Representatives to impress upon him the importance of Dominican Republic having an Ombudsman.

2.3.2. Support for the organization of the Ninth Congress of the FIO

2.3.2.1. Description

As mentioned in the previous three quarterly reports, the IIHR's Ombudsman and Human Rights Program helped organize the Ninth Congress of the Ibero-American Federation of Ombudsman (FIO).

During the reporting period, we provided the President of the Federation, Venezuela's Ombudsman Germán Mundaraín, and the Ombudsman of Ecuador, Claudio Mueckay, with all the technical support required to organize the FIO Congress. The event took place 8-11 November, in Quito, Ecuador.

2.3.2.2.   Method

A participatory methodology was designed for this event. The Ombudsman were able to present their experiences and innovative practices regarding common concerns, and to swap ideas, thereby enhancing their human rights defense and promotion work.

2.3.2.3.   Background / Rationale

The IIHR serves as the Technical Secretariat of the FIO Steering Committee. The Technical Secretariat's duties include implementing academic activities and specific projects, organizing technical missions, holding training courses and preparing background documents. This work includes helping the institution that hosts the FIO congress, the world's biggest annual event involving Ombudsman.

The FIO's yearly meetings play an important role in integrating the Ombudsman, as they provide an opportunity for an effective exchange of views and knowledge, and the discussion of new approaches to human rights and mechanisms for dealing with specific issues. The Federation also issues statements regarding current situations involving human rights.

2.3.2.4.   Institution(s) responsible and coordination

The activity was coordinated by the IIHR's Ombudsman and Human Rights Program, in its capacity as the Technical Secretariat of the FIO, the Federation's President, Venezuela Ombudsman Germán Mundaraín, and Claudio Mueckay, the Ombudsman of Ecuador, where the FIO took place.

Close to the date of the activity, project staff contacted Carl Terrick, Program Officer, Peter Natiello, Democracy Office Director, and Lucrecia Tola, Democracy Officer, of USAID/Quito, to brief them about the activity and invite them to take part.

2.3.2.5.   Intermediate Steps

During this quarter, the project was in constant communication with the Ombudsman of Ecuador, who organization hosted the Congress, and the FIO's Steering Committee, concerning technical aspects of the FIO Congress and Assembly.

2.3.2.6.   Results or outputs

At the Ninth Congress and General Assembly of the FIO, the Federation approved two declarations - the Declaration of Quito and the Declaration of the Ibero-American Network of Ombudsman's Offices responsible for Women Affairs to the FIO's Ninth Assembly.

Some of the main points addressed in the Declaration of Quito are as follows:

[THE MEMBERS]
- ASK the States, governments and civil society to respect and encourage the procedures, methods and results of their democratic electoral systems, as a means of exercising political rights and as a manifestation of the citizenry's desire to take part in shaping their country's destiny.
- REITERATE the right to free access to public information that is needed to promote transparency, combat corruption and enable the citizenry to hold their governments accountable for the decisions they take on their behalf; and to permit citizens to make informed decisions and thus participate more widely in public life.
- REJECT the use of violence to resolve conflicts and promote peaceful solutions in accordance with the principles of international law.
- INVITE the States to take measures to strengthen cooperation, in order to prevent and combat terrorism, in strict adherence to and with respect for international law, international human rights standards and international humanitarian law.
- OFFER the General Secretariat, the Office of the High Commissioner, the Human Rights Commission and its subsidiary bodies, the treaty bodies and other entities that make up the United Nations system, the work, experience, knowledge and research of its institutions in regard to the human rights situation of the peoples of Ibero-America.
- RESPECTFULLY INVITE the Organization of American States to establish a working relationship and cooperate with the Federation, and to create opportunities and mechanisms for the human rights ombudsman and commissions to participate in the different bodies of the Inter-American system mandated to promote and protect human rights.
- ASSERT that, as large-scale economic migration is one of the dramatic manifestations of poverty in the region, continued strong surveillance and protection of migrants' human rights is needed, denouncing the instigators and implementers of migratory policies that violent fundamental human rights, such as the rights to move freely, to work and to choose one's place of residence.
- REAFFIRM the need to strengthen coordination and communication among ombudsman's offices and attorney generals' offices in the region, to protect migrants effectively.
- RECOGNIZE the deep divide in our societies between rich and poor, and between the developed and the developing worlds, which poses a threat to the prosperity, security and stability of our States. The members URGE the States and the international community to implement measures to combat poverty and exclusion effectively.
- ASK the States in the region to make every effort possible to control irresponsible open-pit mining, which is detrimental to a healthy environment for the entire population.
- URGE the States to speed up the negotiations for the U.N. and OAS declarations related to indigenous peoples. And pledge to press the States that have still not done so to ratify ILO Convention 169, on the rights of indigenous and tribal peoples, and promote the domestic measures needed to implement it fully.
- REJECT the harassment and persecution of human rights ombudsman and the institutions they represent, which impede and hinder their work at the national and regional levels, regarding such actions as an attempt to undermine democracy and human rights.

2.3.2.7. Impact indicators

"Technical-academic level of the FIO's work program enhanced"

During the FIO's Ninth Congress, the Ombudsman of Ibero-America discussed matters of vital importance for their activities in their respective countries and under the aegis of the Federation, which adopts positions regarding specific social problems.

The issues addressed included the ombudsman's role in the different international human rights protection bodies, such as the universal system and the Inter-American Commission and Inter-American Court of Human Rights.

The participants also discussed the status of women's rights in Ibero-America, reaffirming women's right to equality and nondiscrimination and pledging to support actions aimed at strengthening the promotion and protection of their human rights, in accordance with the emphasis that their institutions place on cross-cutting issues, and through bodies specializing in the subject.

"Ombudsman's offices strengthened through the joint activities decided on at the FIO Congress"

During the FIO's Ninth Congress, the members were emphatic in urging Nicaragua's Legislative Assembly to appoint a human rights ombudsman as soon as possible, as the last incumbent completed his term of office in July of this year. A copy of the resolution they adopted was sent to the Nicaraguan parliament and a new Ombudsman was appointed on 13 December.

They also urged the authorities of Chile, Uruguay, Brazil and Dominican Republic to take part in the activities of the Ibero-American Federation, as the institution of the Ombudsman is a legitimate aspiration of all people in the region and a key element of democracy and the Rule of Law. The IIHR, as the Technical Secretariat, then carried out the mission in Dominican Republic described in the previous section.

Furthermore, the Ombudsman discussed the situation in Colombia and expressed their solidarity with the Colombian people and their institutions and their legitimate and keenly-felt aspiration to build peace, reduce the violence taking place and put an end to the internal armed conflicts; and recommended that special emphasis be placed on peaceful conflict resolution mechanisms, dialogue, democratic principles and respect for human dignity, in strict adherence to the rule of law, convinced that this is the only way to achieve lasting peace, development and the enjoyment and exercise of human rights.

Finally, in the case of Honduras the members recommended that any initiative to create human rights commissions, offices and units should not undermine the constitutional and legal mandate of the National Human Rights Commissioner of Honduras.

2.4. LESSONS LEARNED

It is too soon to gauge the impact of the activities. However, the positive response and the commitment assumed by each of the counterparts in the activities were an important achievement. This facilitated the smooth execution of the IIHR's efforts.

Supporting national initiatives to secure the appointment of an Ombudsman and strengthening existing institutions is an important strategy that the IIHR must continue. It is roughly 15 years since the first of these institutions was created in the Americas and they must be consolidated to prevent them from being left leaderless or run by individuals who have not been appointed following the legally established procedures.

SCHEDULE FOR 2004-PROJECT: STRENGTHENING THE OMBUDSMAN IN LATIN AMERICA
Updated December 2004

ACTIVIDADES	ENE	FEB	MAR	ABR	MAY	JUN	JUL	AGO	SEP	OCT	NOV	DIC
Support for the efforts of the Paraguayan Senate to appoint an Ombudsman					■							
Third Regional Conference of the Caribbean Ombudsman Association-CAROA					■							
Support for the appointment of an Ombudsman in Dominican Republic												■
Support for the organization of the Ninth Congreso of the FIO											■	

3.   PROJECT: EARLY WARNING AND RAPID RESPONSE SYSTEM

3.1 GENERAL FRAMEWORK

The situation in the Americas is changeable and in recent years scenarios have arisen that posed a real risk to the democratic system and, therefore, to the effective exercise of human rights. Developments in Argentina, Venezuela, Guatemala, Colombia and Bolivia are some cases in point.

In some instances, immediate action was needed to prevent or minimize consequences that posed a threat to human rights and democratic governance. Therefore, it is most important that the necessary financial and political resources be available, so that action can be taken in line with the priorities of both USAID and the IIHR.

The IIHR implements projects throughout the Americas with a variety of sectors, and enjoys high credibility and legitimacy. Combined with its technical capabilities, this allows it to offer advisory services and specific, direct assistance both to governmental agencies and non-governmental organizations, and to act as a mediator. This, in turn, makes it easier to achieve objectives in the short term, which are essential in the case of the "emergency" actions proposed under this project. The results of the first stage of this project (Guatemala, September-December 2003) confirm this.

There are no short-term, specialized assistance activities to report for October-December 2004, as no situation was identified that fit the USAID-IIHR criteria.

3.2 ANNUAL GOAL

To provide a technical and academic response, from the human rights perspective, to unforeseen, emergency situations that pose a threat to the rule of law and democratic governance, in a country and a situation where USAID and IIHR agree it is necessary.

3.3 IMPLEMENTATION OF THE PROJECT

3.3.1   Description

During the reporting period (October-December 2004), the IIHR did not identify any country where action was needed of the kind envisaged under this project. When it does, the Institute will draft a work plan targeted at and/or incorporating the strategically important actors and governmental and civil institutions involved. They may be strategically important because they exercise leadership in the situation or because they are vulnerable. (The objectives proposed in the plan will vary according to the country and situation, given that this is a "rapid response" project). The work plan will include the activities to be implemented, the objectives, the schedule, the places where implementation will take place, the beneficiaries and the budget.

3.3.2   Method

The method to be used is set out in the annual plan approved for 2004. First, USAID or the IIHR must identify a country where an emerging situation calls for an immediate technical response

by the Institute. If USAID and the IIHR are agreed that the assistance is warranted, USAID will authorize the IIHR to take action as a component of this project.

3.3.3 Background / Rationale

As mentioned in the annual plan for 2004, the original objective under the USAID-IIHR general cooperation agreement was to develop a regional system to detect and remedy institutional weaknesses that posed a threat to human rights and democratic governance, paying special attention to the human rights situation.

The changeable situation in the Latin American and Caribbean countries was originally cited as the justification for this project. However, the information gathered by the IIHR while implementing its activities, and specific requests from various beneficiaries, USAID and other international cooperation agencies also confirmed how important it is to be able to provide a rapid, qualified response to different situations. As a result, in August 2003 the IIHR asked USAID to approve an amendment to the original design of the project, reducing it to a system for monitoring threats to human rights, in the specific field of citizen security that would conclude in 2003. The funds allocated in the budget that had not been executed were reassigned to a "rapid response" project to tackle situations that both USAID and the IIHR feel require urgent action, for the remainder of the agreement (2005).

In September 2003, the first activity was implemented under this rapid response system. Targeted at the pre-electoral and electoral process in Guatemala, the direct beneficiaries were the Elections Tribunal and the Office of the Ombudsman.

3.3.4 Institution(s) responsible and coordination

The IIHR's Executive Director is responsible for identifying the target country and situation. He will then ask the corresponding operating department to prepare and implement the action required. This will be coordinated directly with USAID-Washington.

3.3.5 Intermediate steps

According to the plan approved for 2004, the intermediate steps continue to be:

- Identify a country and situation that warrant a rapid technical response because there is a threat to human rights
- Reach agreement with USAID-Washington, which authorizes the action
- Draft a work plan

3.3.6 Results or outputs

There are no results or outputs to report for the period under review.

3.3.7   Impact indicators

"Implementation of a rapid response plan of action in a specific country, to minimize threats to the effective exercise of human rights"

Since no short-term, specialized assistance activity was carried out, the progress achieved with regard to this performance indicator cannot yet be evaluated.

3.4 LESSONS LEARNED

As no activities were carried out in the period October-December 2004, it is not possible to evaluate the lessons learned.

C. DEMOCRATIZATION OF POLITICAL PROCESSES

1. PROJECT: STRENGTHENING ELECTORAL INSTITUTIONS

1.1. GENERAL FRAMEWORK

During this quarter (October-December 2004), a total of five horizontal cooperation missions were carried out. These included the scheduled missions to the general elections in Uruguay (31 October), the municipal elections in Nicaragua (7 November) and the municipal elections in Bolivia (5 December). In addition, two missions took place that were not programmed in the Annual Plan. This change was made to take advantage of some funds budgeted for the year that were not used as there was no second round of voting in El Salvador and Dominican Republic, and no presidential election was held in Venezuela because the President was not recalled in the referendum.1 Consequently, the exploratory and horizontal cooperation missions to Venezuela scheduled in the 2004 Annual Plan were not carried out. As explained in the report for January-March, and reflected in the Schedule for 2004 that was updated in July, the planned exploratory mission to Nicaragua did not take place either. This made it possible to conduct two other missions, one to Ecuador, for the provincial elections on 17 October, and one to Chile, for the election of mayors and city councilors on 31 October.

The Eleventh Conference of the Quito Protocol was rescheduled for the first half of 2005. However, several electoral judges in South America informed the Executive Secretariat that the Association's members needed to meet before 2005 and proposed that a Special Meeting of the Quito Protocol be held in 2004. This took place 18 October, during the provincial elections in Ecuador. A report on the Special Meeting is attached (see Annex 2).

A second workshop on political parties took place 22-23 November in San Jose, Costa Rica. The first workshop, entitled *Agenda for Strengthening Political Parties in the Andean Region*, was held in March 2004, in Santiago, Chile. The second was for Central America and Dominican Republic. The findings of the Institute's research on the subject and the conclusions of the Santiago workshop were used as the basis for the discussions and for setting work priorities in this area.

Another 64 people signed up with the electoral network and were included in its distribution list. These individuals were contacted through the five horizontal cooperation missions, the workshop *Agenda for Strengthening Political Parties in Central America and Dominican Republic* and the national forums to present the results to the political parties held in Bolivia, Chile and Dominican Republic in December (see Equal Representation and Political Party Reform Project).

Furthermore, an amendment to the General Agreement with USAID that came into effect during this quarter allowed us to increase the budget for work under several projects. These included the Project of Technical Assistance to the Supreme Electoral Tribunal of Ecuador (TSE), the Project of Technical Assistance to the Supreme Electoral Tribunal of Honduras and projects to support the strengthening of political parties, electoral legislation and transparency in El Salvador and Chile. The last two were carried out under the Equal Representation and Political Party Reform Project.

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1 Such information is established in the request of duly sent changes to the Annual Plan to USAID el 6 October 2004 through chart that it is annexed to this report. (Annex 1)

The following is a summary of this component:

ECUADOR PROJECT

A two-component electoral training project got under way in Ecuador in May of this year. Its operational activities concluded with the provincial and local elections held 17 October. At the express request of the judges of the TSE and with the approval of USAID-Ecuador, a second training component was implemented during the reporting period (October-December). Once again, the project worked closely with the Ecuadorian electoral body's Training Commission and all the provincial electoral authorities. Targeted at a group of representatives of the political parties and movements authorized to take part in the elections, the objective was to ensure that the political stakeholders were better informed about the mechanics of election day and for them to hold similar training events for their members, to enable them to monitor the quality of the process better.

In November and December, the IIHR-CAPEL team of specialists held one-day evaluation activities with the main institutional stakeholders and the people helping to implement the training programs. This input is key for the ongoing process of preparing the Final Report on the technical assistance.

HONDURAS PROJECT

The Supreme Electoral Tribunal of Honduras asked for help in preparing the internal elections of the different political parties (February 2005) and the presidential elections (November 2005). The IIHR-CAPEL therefore programmed technical advisory missions led by Uruguayan expert Horacio Cánepa and Jaime Márquez, Deputy Director of Electoral Training and Education of the National Office of Electoral Processes (ONPE) of Peru. The main objective is to provide advisory services to both the electoral body and an NGO, FOPRIDEH. However, in order to provide all possible assistance, and given the complexity of the election calendar in Honduras, the IIHR-CAPEL team is also supporting the President and other members of the TSE in various areas related to the organization and administration of the processes slated for 2005.

1.2. ANNUAL GOALS

The Strengthening Electoral Institutions project has two annual goals:

- To consolidate the activities of the Inter-American Electoral Network aimed at strengthening electoral organizations

- To strengthen selected electoral organizations and those engaged in electoral and political reform processes in 2004

1.3. IMPLEMENTATION OF THE PROJECT

1.3.1. Inter-American Electoral Network

1.3.1.1. Description

Composed of UNIORE's member organizations, the Network provides links for regular communication and information sharing. Civil society organizations (CSOs) with a stake in

electoral issues (Lima Agreement), academics and members of political parties are also involved in this activity.

The Network operates year-round. During this quarter (October-December), it continued to facilitate information sharing and communication among its members. The membership of the electoral network increased considerably, with a further 64 people signing up, including electoral officials and judges and, in particular, members of political parties. These individuals were contacted during the five horizontal cooperation missions carried out in Ecuador, Uruguay, Chile, Nicaragua and Bolivia, at the Special Meeting of the Quito Protocol and in other activities. The latter included the workshop *Agenda for Strengthening Political Parties in Central America and Dominican Republic* and the national forums to present the results to the political parties held in Bolivia, Chile and Dominican Republic in December.

1.3.1.2.   Method

The Network's most concrete activities take place via CAPEL's Web page (www.iidh.ed.cr/comunidades/redelectoral). The organizations that make up the network of networks contributed information such as current national political and electoral legislation and details of the membership of their governing bodies. In its capacity as the Executive Secretariat, the IIHR-CAPEL produced and posted UNIORE's newsletters for September-October and November-December. The Network also continued to provide virtual communication tools, such as the International Electoral News Service (SINE). The Electoral Tribunal of Panama prepares the information and disseminates it widely way email.

1.3.1.3.   Background / Rationale

The IIHR-CAPEL continued to systematize information in its capacity as the Executive Secretariat of the Association of Electoral Organizations of Central America and the Caribbean (Tikal Protocol, 1985), the Association of Electoral Organizations of South America (Quito Protocol, 1989), and the Inter-American Union of Electoral Organizations (UNIORE, 1991). The latter comprises the two associations plus the electoral bodies of Canada, the United States and Mexico.

The continuity of the electoral network makes it possible to keep all its members abreast of the latest developments. There was a considerable increase in the number of members as more electoral officials and judges and, in particular, members of political parties, signed up. These individuals were contacted through the five horizontal cooperation missions carried out in Ecuador, Uruguay, Chile, Nicaragua and Bolivia, the Special Meeting of the Quito Protocol and other activities. The latter included the workshop *Agenda for Strengthening Political Parties in Central America and Dominican Republic* and the national forums to present the results to the political parties held in Bolivia, Chile and Dominican Republic in December.

1.3.1.4.   Institution(s) Responsible and Coordination

The IIHR-CAPEL team of specialists, in coordination with the associations of electoral organizations and the Electoral Tribunal of Panama (SINE). Communication and contact with members of electoral bodies and CSOs involved in political and electoral issues, and with local USAID offices, for informational purposes or to identify joint initiatives.

1.3.1.5. Intermediate Steps

- The Election Calendar and the Directory of Electoral Organizations were updated, and new electoral legislation and academic presentations sent in by electoral judges were posted.
- The IIHR-CAPEL and other institutions provided continuous input for SINE news items.
- The names of people contacted during the Eighteenth Conference of the Tikal Protocol were added to the mailing list.

1.3.1.6. Results or Outputs

Distribution list of the electoral network

Between October and December, there was a substantial increase in the membership of the Inter-American Electoral Network. As many as 64 electoral officials and judges - and, in particular, members of political parties - signed up. These individuals were contacted through the five horizontal cooperation missions carried out in Ecuador, Uruguay, Chile, Nicaragua and Bolivia, the Special Meeting of the Quito Protocol and other activities. The latter included the workshop *Agenda for Strengthening Political Parties in Central America and Dominican Republic* and the national forums to present the results to the political parties held in Bolivia, Chile and Dominican Republic.

Association of Electoral Organizations

- Quito Protocol. The agreements adopted at the special meeting on 18 October in Ecuador were incorporated.

- Directory. Information updated.

  o Bolivia: the name of a new member of the National Electoral Court was added, as the National Congress designated Jerónimo Pinheiro Lauría as the fifth regular member.

  o Ecuador: the names of the judges were updated as follows:

  Wilson Sánchez Castello
  President
  Geovanny Atarihuana Ayala
  Vice President
  Ramón Alarcón Clavijo
  Regular Member
  Fabián Villaroel Gudiño
  Regular Member
  Carlos Pardo Montiel
  Regular Member
  Jorge Valdospinos Rubio
  Regular Member
  Pedro Pablo Gómez
  Regular Member

- o Mexico/IFE: the names of the new members of the Executive Secretariat (María del Carmen Alanís Figueroa) and the Executive Directorate (Miguel Ángel Solís Rivas) of the electoral body were added

- o Peru/JNE: the name of the new president was added (Enrique Javier Mendoza Ramírez)

- UNIORE Newsletters: Spanish and English versions of issue #44 were posted. Issue #45 in Spanish was also posted.

Publications

- Academic contributions: an article (in Spanish) entitled *Electronic voting*, by Carlos Urruty.

Projects

- Equal representation and political party reform: the conclusions of the workshop *Agenda for Strengthening Political Parties in the Andean Region* were posted.

News

News items produced by the Electoral Tribunal of Panama were posted.

1.3.1.7. Impact Indicators

"Network of electoral organizations in the region expanded and strengthened"

"*More documentation and comparative experiences"*

"*Electoral organizations have more up-to-date knowledge"*

"*Easier access to up-to-date political and electoral information"*

During this quarter (October-December), 64 more people were added to the mailing list of the Inter-American Electoral Network, including electoral officials and judges and, in particular, members of political parties. These people were contacted through the five horizontal cooperation missions carried out in Ecuador, Uruguay, Chile, Nicaragua and Bolivia, the Special Meeting of the Quito Protocol and other activities. The latter included the workshop *Agenda for Strengthening Political Parties in Central America and Dominican Republic* and the national forums to present the results to the political parties held in Bolivia, Chile and Dominican Republic in December.

Means of verification:

- Inter-American Electoral Network
- Two UNIORE newsletters (issues #44 and #45)
- Distribution lists (645 people)
- CAPEL's Web page: http://www.iidh.ed.cr/comunidades/redelectoral

1.3.2. UNIORE Newsletters

1.3.2.1.   Description

Two newsletters were distributed during this quarter, covering September-October and November-December. Given the large number of elections that took place during this period, the newsletters had to be combined because there was little time to produce and disseminate them.

The newsletters for September-October and November-December were distributed among the members of UNIORE, CSOs involved in electoral issues (particularly those of the Lima Agreement), certain organizations belonging to the Inter-American Network for Democracy (RID), academics, members of political parties, donors and local USAID offices.

1.3.2.2.   Method

The monthly newsletters were distributed electronically via on the IIHR-CAPEL's specialized Web page, the IIHR's website and the SINE (Panama). These newsletters continue to increase horizontal cooperation among the electoral bodies, as they are a two-way communication tool. They include articles by UNIORE members who wish to share points of interest regarding specific national situations, or discuss emerging issues. The IIHR-CAPEL receives the information and produces the Newsletter.

1.3.2.3.   Background / Rationale

Produced in response to repeated requests from the electoral organizations for an expeditious means of disseminating information about important electoral developments in the western hemisphere, these newsletters help keep the target population informed of important matters related to political rights in the Americas. The newsletters are a permanent information strategy and, combined with the electronic links and electoral news, ensure that information circulates easily and rapidly.

1.3.2.4.   Institution(s) Responsible and Coordination

The IIHR-CAPEL, in coordination with the members of UNIORE. The information contained in the UNIORE newsletters is sent to, and shared with, USAID-Washington. The newsletters are emailed to the local USAID offices and to the members of the Inter-American Electoral Network.

1.3.2.5.   Intermediate Steps

- Information continued to be compiled
- Graphic production and design of the material
- Spanish and English versions of the UNIORE newsletters mailed and posted on CAPEL's specialized section of the IIHR website and the SINE
- Newsletters for September/October and November/December in the process of being translated into English

1.3.2.6. Results or Outputs

Two newsletters were produced during the period under review, covering September/October and November/December. These newsletters are available on the SINE (Panama) and on CAPEL's specialized section of the IIHR's website (www.iidh.ed.cr/comunidades/redelectoral). Hard copies of the September/October issue were also distributed at the Special Meeting of the Quito Protocol, during some horizontal cooperation missions and at the workshop for political parties.

1.3.2.7. Impact Indicators

"Electoral information disseminated more widely in the Americas"

"More documents and experiences shared on electoral topics and processes in the region"

"Users of the Network more conversant with electoral topics and processes in the region"

During this quarter (October-December), a further 64 people signed up with the electoral network and, in particular, to receive the UNIORE Newsletter. Both electronic versions and hard copies of the newsletters were distributed, the latter during IIHR-CAPEL activities implemented during this period, such as the workshop for political parties in November, the horizontal cooperation missions, the Special Meeting of the Quito Protocol and the national forums to present the results to the political parties held in Bolivia, Chile and Dominican Republic.

Means of verification:

* Inter-American Electoral Network, Web page
  http://www.iidh.ed.cr/comunidades/redelectoral
* UNIORE Newsletters (issues #44 and #45)
* Distribution list (645 people)

1.3.3. Horizontal Cooperation Missions

1.3.3.1. Description

During the period under review (October-December), five horizontal cooperation missions were carried out involving members of the associations of electoral organizations and the Inter-American Electoral Network. These missions were as follows:

* Ecuador, to observe the provincial elections on 17 October; 19 international observers and 4 IIHR-CAPEL officials took part.
* Uruguay, to observe the general elections on 31 October; 7 international observers and 2 IIHR-CAPEL officials took part.
* Chile, to observe the municipal elections on 31 October; 7 international observers and 1 IIHR-CAPEL official took part.
* Nicaragua, to observe the municipal elections on 7 November; 28 international observers and 2 IIHR-CAPEL officials took part.

- Bolivia, to observe the municipal elections on 5 December; 12 international observers and 2 IIHR-CAPEL officials took part.

The list of observers is attached (annexes 3-7), along with the evaluation reports on Ecuador, Bolivia and Uruguay (see annexes 8-10). The reports on Chile and Nicaragua are in preparation.

1.3.3.2. Method

The IIHR-CAPEL promoted and facilitated these horizontal cooperation and technical support missions as a means of providing sustained technical cooperation at the bilateral or multilateral level, or short-term support.

The technical missions covered a period of roughly four days before the voting and one day after, to enable the observers to conduct an evaluation of election day and make recommendations aimed at improving the electoral process in each country. As much information as possible was compiled during the missions, by means of face-to-face meetings with representatives of the political parties taking part in the elections, the sessions held to analyze the situation and opinion polls.

The IIHR-CAPEL provided the documents needed to organize the observation missions to the five electoral bodies concerned: the Electoral Court of Uruguay, the National Electoral Council of Nicaragua, the National Electoral Court of Bolivia (CNE), the Supreme Electoral Tribunal of Ecuador and the Electoral Service of Chile.

It also made direct contact with the observers invited by each electoral body. The IIHR-CAPEL then designed the draft work program for each country in coordination with the respective electoral body. In the case of Bolivia, additional collaboration was provided to the National Electoral Court, to identify other electoral organizations that had experience with political reform and could collaborate with the CNE in a seminar on the subject as part of the mission. The IIHR-CAPEL also designed the observation routes for election day and the respective evaluation form with the host electoral body, and led the final meeting.

1.3.3.3 Background / Rationale

The technical missions to observe the elections in Ecuador, Uruguay, Chile, Nicaragua and Bolivia provided the members of the associations with an opportunity to learn from each other through the transfer of technical expertise in a specific situation. The missions had a twofold purpose: to monitor the application in an election of the basic international standards with regard to political rights; and, to serve as the basis for a diagnostic assessment of possible technical assistance programs to strengthen the political system.

The elections in Ecuador, Chile, Nicaragua and Bolivia were local or municipal. In Bolivia, a recent amendment to the Electoral Code permitted new types of political groupings to take part, such as citizens groups and indigenous movements. In Ecuador, the election attracted special interest on account of some controversial issues such as new legislation on the allocation of seats by Congress. Congress could not do it because it there was no majority or political agreement, so the Supreme Electoral Tribunal had to issue a ruling that, by law, applied only to this election. It thus managed to head off possible chaos due to the absence of rules governing the allocation of parliamentary seats. In Uruguay, the election turned out to be a political

watershed; a leftist political alliance was voted into office led by physician Tabaré Vázquez, signaling a break with the country's traditional two-party system.

1.3.3.4 Institution(s) Responsible and Coordination

The IIHR-CAPEL, in coordination with electoral judges of the countries selected (members of the Inter-American Electoral Network) and local USAID offices.

1.3.3.5 Intermediate Steps

- Request from the host organization
- Issuing of invitations to the members of the Inter-American Network to form part of the mission
- Identification of priority areas
- Collaboration in the design of the work program and the evaluation session

1.3.3.6 Results or Outputs

Generally speaking, there was a high turnout in the five elections held during this quarter. In all the countries except Nicaragua, voting was mandatory, with specific penalties for people who failed to do so.

In each case a set of technical recommendations was (or is being) drawn up that begins by acknowledging the high turnout. The specific recommendations concern organizational matters and electoral logistics. For example, in Ecuador and Bolivia similar recommendations were made regarding matters such as the need to provide polling staff with more incentives and substantially improve the information available to voters.

However, in Ecuador the Armed Forces - in which the citizenry places great trust - played an important role in orienting voters and organizing the process. In Bolivia, on the other hand, the police were only on hand to keep the peace.

There were also differences in the reports - for example, with regard to the subject of electronic voting. The possibility of introducing electronic voting has barely been mooted in Uruguay, whose voting system is highly complex (especially the vote count) and involves the use of ballot papers in envelopes. In Ecuador, a pilot plan was implemented that ran into problems (e.g., an in situ training activity held up voting). Finally, in Bolivia the observers were shown a very advanced computer system developed by the CNE's own technical personnel that was very successful in transmitting and publishing the results, as any member of the public could consult them via the Internet. The summaries of the conclusions are attached for Ecuador, Bolivia and Uruguay (annexes 8-10). The summaries for Chile and Nicaragua are now being prepared.

1.3.3.7 Impact Indicators

"*Modification of electoral legislation or practices as a result of the implementation of recommendations or lessons learned from the missions"*

"*The members of the Inter-American Electoral Network have more comparative knowledge of electoral legislation and practices*"

During this quarter (October-December), given the composition of the horizontal cooperation mission, comparative technical recommendations were made with regard to the secrecy of the vote, aspects of electoral logistics (e.g., the location of the polling places), the number of voters per polling place, the positioning of the ballot boxes, the vote count and the information available to voters.

No electoral reforms were enacted but the missions continue to provide local officials with plenty of ideas for possible reforms and specific improvements to electoral practices.

Means of verification:

- Summaries of the conclusions of the election evaluation sessions held in Ecuador, Uruguay and Bolivia (see annexes 8, 9 and 10)
- Summaries of the election evaluation sessions held in Chile and Nicaragua (in preparation)
- UNIORE Newsletters (issues #44 and #45)
- International Electoral News Service (SINE)
- 64 new email addresses

1.3.4. Workshop: Agenda for Strengthening Political Parties in Central America and Dominican Republic

1.3.4.1.   Description

The workshop *Agenda for Strengthening Political Parties in Central America and Dominican Republic* took place 22-23 November in San Jose, Costa Rica, at the Radisson Europa hotel. The event was held in this city for logistical and budgetary reasons.

Invitations were faxed and emailed to a large number of national leaders of the most important political parties in the region, followed up by phone calls to the IIHR-CAPEL's contacts within the parties. It was also decided that the project would fund the participation of at least two party representatives from El Salvador, Guatemala, Honduras, Nicaragua, Panama and Dominican Republic. All this was more than sufficient to attract political stakeholders to the event. Invitations were then issued to representatives of donor agencies, electoral bodies, civil society organizations and international agencies specializing in the subject matter.

The decision to fund the participation of two party representatives per country proved to be of key importance. People heavily involved in the issue in their respective countries were able to take part in the workshop, and it gave the activity a balance that would otherwise have been difficult to achieve (in terms of ideological stances and the size and influence of certain parties in their respective countries, etc.).

Many of the participants were senior party leaders who hold important positions within the national leadership or are currently serving as lawmakers. Representatives of important CSOs also took part, such as Participación Ciudadana from Dominican Republic, COCIVICA (Consortium of Civic Education NGOs) from El Salvador and PROCESOS from Costa Rica, as well as several members of electoral bodies in the region.

1.3.4.2. Method

Prior to the workshop, the participants were emailed or faxed background material (agenda, profile of the activity, fact sheet), along with a working document that the organizers hoped would be used to kick off the discussions at the event.

This document (*Political Parties in Central America: changes and ways in which they could be strengthened*) was designed to make the participants think about the issue. It did not offer solutions to all the problems involved in strengthening political parties, but rather set out the issues in an organized way, and asked pertinent questions.

The workshop methodology consisted of a ten-minute, thought-provoking introduction to the three core topics to be addressed during the activity (institutionalization, democratization and transparency), followed by work in groups and a final plenary session on each topic. The facilitators/rapporteurs were selected ahead of time, so the participants could focus on the discussions and on interacting during the work in groups.

The rapporteurs of the workshop were:

- José Thompson, Director of the IIHR-CAPEL
- Álvaro Artiga, an academic from the José Simeón Cañas Central American University of El Salvador and an IIHR-CAPEL consultant
- Andrés Araya, an IIHR-CAPEL consultant
- Fernando Sánchez, an academic from Oxford University, England and an IIHR-CAPEL consultant
- Javier Cabreja, Executive Director of Participation Ciudadana in Dominican Republic
- Kevin Casas, an academic from the University of Costa Rica Law School and an IIHR-CAPEL consultant
- Montserrat Solano, a former official of the Inter-American Commission on Human Rights and an IIHR-CAPEL consultant
- Rotsay Rosales, a professor of the Master's Degree Program in Political Sciences of the University of Costa Rica and FLACSO/Guatemala, and an IIHR-CAPEL consultant

The information compiled from the reports of the rapporteurs and the plenary sessions is now being processed, along with a general report on the workshop.

The documents given to the participants were complemented with CDs containing the Electoral Dictionary and a compilation of analyses and research on the internal democratization of political parties in Central America, Panama, Dominican Republic and the Andean Region.

1.3.4.3. Background / Rationale

Throughout 2003 and 2004, the IIHR-CAPEL was involved in research on the internal democratization of political parties in Central America, Panama, Chile, Bolivia and Dominican Republic (still under way and being systematized). The findings of that research provided basic input for the participants in the event. Every possible opportunity is being taken to draw this information to the attention of political stakeholders in the region and, in doing so, validate not only the methodological resources used but also the content.

1.3.4.4. Institution(s) Responsible and Coordination

The IIHR-CAPEL team of specialists. Local USAID offices were also invited to the activity, both as participants and facilitators of the participation of people they felt should take part in an event of this nature. USAID-Dominican Republic sent Manuel Ortega and facilitated the participation of a representative of the NGO Participación Ciudadana, while USAID-El Salvador was represented by Mauricio Herrera and USAID-Guatemala by Carla Aguilar.

1.3.4.5. Intermediate Steps

- Preparation of the methodology for the workshop.
- Preparation of a core working document and additional information to inform the participants of the progress of research on this subject.
- Communication and coordination in the region with political parties, electoral bodies, CSOs, entities specializing in the subject, local USAID missions and other donor agencies, to determine who would take part in the event and then make the necessary arrangements.

1.3.4.6. Results or Outputs

The workshop provided a useful opportunity for sectors interested in strengthening political parties in the region to interact with each other. First and foremost, the parties, the electoral organizations and other stakeholders. The activity was also used to find out what is - or is not - being done in each country, and what possibilities for action exist for the region as a whole.

The participants constituted a basic network for disseminating and multiplying the core working document. Rather than being a national or regional diagnostic assessment, the document was intended to stimulate reflection on the overarching issues on which the debate on party strengthening could focus in the immediate future, in terms of democratization in the broad sense.

A large number of detailed accounts, findings and initiatives on institutionalization, democratization and transparency regarding the parties in the Andean region (now being processed). This input will be used to pave the way for the development of an inclusive, participatory agenda for the years ahead. This is very important not only for the stakeholders themselves, but also for international cooperation agencies. They will have input for designing policies based on the greatest needs and requirements of political parties, institutions that play such a key role in the democratic life of countries in the region.

1.3.4.7. Impact Indicators

"*Political parties more knowledgeable about the internal democratization of parties themselves*"

"*Strengthening of ties between political parties and electoral bodies*"

As planned, the active, participatory methodology used in this workshop made it possible to collect valuable information about institutionalization, democratization and transparency within the political parties. The Central American workshop provided an excellent opportunity to report on the progress made in this field in the Andean region and the status of related research on both Central America and Panama, and the specific cases of Bolivia, Chile and Dominican Republic.

As in Chile, in March 2004, the existence of a base document like *Political parties in Central America: changes and ways in which they could be strengthened* proved to be very useful for guiding and focusing the discussions in the workshops, and for sparking discussion and debate among the participants.

The group discussions (in workshops) and the plenary sessions with the different participants, from political parties and electoral bodies, yielded highly useful information that is now being systematized and will soon be published in a specific report, which is already being drafted. Valuable input specific to the region was collected on the core topics of institutionalization, democratization and transparency, how they are interrelated (both ways in which they complement and are at odds with each other), and the lessons learned and problems that will require action in the future.

Means of verification:

- List of participants (Annex 11)
- Agenda of the workshop *Agenda for Strengthening Political Parties in Central America and Dominican Republic (*Annex 12)
- Working document *Political Parties in Central America: changes and ways in which they could be strengthened* (On file at the IIHR/CAPEL)
- Final Report on the Workshop (in preparation)
- CD containing the Electoral Dictionary

    - CD containing a compilation of analyses and research on the internal democratization of political parties in Central America, Panama, Dominican Republic and the Andean Region

1.3.5. Ecuador Project

1.3.5.1. Description

This quarter saw the conclusion of the implementation of the project Technical Assistance to the Supreme Electoral Tribunal, initially designed to train polling officers nationwide (in Ecuador's 22 provinces), working closely with the 22 Provincial Electoral Tribunals (TEPs). Another component was then added, involving the training of a core group of up to 15 representatives of

each political party or movement registered to take part in the provincial elections on 17 October 2004. As mentioned in the quarterly report for July-September, this work got under way in July.

During the period under review (October-December), the IIHR-CAPEL team of specialists focused on providing follow-up to the final stage of the training implemented by the TSE's National Electoral Training Directorate, in coordination with the Provincial Electoral Tribunals and the university professors who took part in the National Training Plan activities.

To carry out the activities called for in the Work Plan, the IIHR-CAPEL sent a team of specialists who remained in the country on a more or less permanent basis from May onwards. Their first task was to conduct a wide-ranging evaluation involving the main institutional stakeholders and other groups supporting the work of the TSE-Ecuador that took part in the different stages of the implementation of the project.

The evaluation consisted of consulting (directly and indirectly) the various groups of participants involved in the activities of the advisory services project, to gather first-hand information about the implementation of the project. These inputs are vital to complement the information collected by the team of specialists throughout the project, to provide appropriate inputs for the Final Report, which is now being prepared.

Using a variety of evaluation methods (forms for individual interviews, participatory evaluations involving form filling in groups or sessions with thematic stations, with their respective ratings), the exercise involved:

- 7 members of the TSE
- 4 members of the Commission to Support the Training Commission (CACE)
- 3 National Trainers (part of the TSE's main management team)
- 7 members of the team of the National Training Directorate
- 44 presidents of TEP Training Commissions nationwide (two people from each of the 22 provinces)
- 15 members of the teams of university professors who took part in the training (5 instructors from the provincial structures and 2 educators from each of the following provinces selected by means of performance sampling: Guayas, Pichincha, Imbabura, El Oro and Napo)

1.3.5.2. Method

Data was gathered by means of forms, guided sessions and qualitative and quantitative systematization by the IIHR-CAPEL team of specialists based in Ecuador. This made it possible to cover, extensively and intensively, all the main participants throughout the process, ranging from the decision-makers (members of the TSE) to the coordinators of the work at the provincial level and those who took part in the implementation of the training activities (both for the polling officers and the representatives of the political parties).

From the outset, the premise of the political parties' component was that once the corresponding representatives had been trained, on their own initiative and following the directives of each political organization, they would organize themselves to ensure that the monitors were better equipped to perform their duties in the polling stations and places.

1.3.5.3. Background / Rationale

The main antecedent was the training program that the IIHR-CAPEL carried out in 2002, as part of the activities in the run-up to the presidential elections. The evaluation process was a very rewarding experience, although it focused mainly on the provincial structures. It yielded valuable information for the Final Report of the technical assistance project.

As in 2002, at all levels the people collaborated enthusiastically and their comments were very candid, sincere and clear, so the information collected for the Final Report is quite good. Of course, the IIHR-CAPEL was well aware of the importance of evaluating the activities implemented under the National Electoral Training Program, and especially the recommendations for consolidating the National Training Directorate and regarding future processes.

1.3.5.4. Institution(s) Responsible and Coordination

The IIHR-CAPEL and, in particular, its team of specialists based in Ecuador, working with the management of the TSE-Ecuador.

Coordination with universities in the provinces participating in National Training Plan activities (under institutional agreements with the Provincial Electoral Tribunals). This involved both facilitating the infrastructure of the educational centers and their professors' participation in the polling officer training.

The training for the party representatives was carried out in coordination with the TSE's National Training Directorate and the Provincial Electoral Tribunals.

The IIHR-CAPEL team held meetings at the appropriate times to brief the management of the area of Democratic Initiatives of USAID-Ecuador regarding both the planning and the results of this exercise.

1.3.5.5. Intermediate Steps

- Follow-up to the preparations of the technical assistance project and its schedule of activities (for the last stage of the training for polling officers and representatives of political parties)
- The IIHR-CAPEL's evaluation proposal
- Discussion of the proposal with the National Training Directorate
- Approval of the President of the Training Commission
- Preparation of forms and methodology for the participatory sessions
- Implementation of the evaluation

1.3.5.6. Results or Outputs

Aide-mémoires containing the results of the training activities implemented throughout the country, and the corresponding recommendations.

Forms used for data gathering, during the preparatory stage. Completed forms and notes for the Final Report, after the evaluation activities had been carried out.

1.3.5.7.   Impact Indicators:

"*Improvement in the quality of the Ecuadorian Electoral Body's National Electoral Training Program*"

"*Representatives of political parties better equipped to monitor the quality of the electoral process*"

Only when the results of the evaluation are available will it be possible to gauge the progress made regarding these indicators. The report is now being prepared and the results will be ready during the next quarter.

Means of verification:

- Aide-mémoires to the members of the TSE and the National Training Director on the final stage of the implementation of the electoral training
- Data collection forms (once completed, they become inputs for the Final Report, which, as has already been mentioned, is being prepared for presentation in January 2005)
- Project evaluation form (specific form for members of the TSE) (Annex 13)
- Report on the mission to observe the provincial elections on 17 October (the progress reported in some aspects of what was observed in the polling places is the result of the fact that the polling officers are better trained)

1.3.6. Honduras Project

1.3.6.1.   Description

The IIHR-CAPEL carried out two missions to advise the Supreme Electoral Tribunal of Honduras on technical matters related to the preparations for the internal elections of the different political parties (February 2005) and the presidential elections (November 2005). The missions were led by Uruguayan expert Horacio Cánepa and Jaime Márquez, the Deputy Director of Electoral Training and Education of the National Office of Electoral Processes (ONPE) of Peru (who took part in the second mission). The main objective is to advise both the electoral body and the NGO FOPRIDEH (Federation of Development Organizations of Honduras). However, in order to provide all possible assistance in the fields of civic training and education, and given the complexity of the election calendar in Honduras, the IIHR-CAPEL team is also supporting the President and other members of the TSE in various areas related to the organization and administration of the processes slated for 2005.

These missions took place in October and at the end of November/beginning of December. They involved both work with the TSE and FOPRIDEH, and close contact with USAID-Honduras.

1.3.6.2.   Method

For these *in situ* working missions, the IIHR-CAPEL team of consultants makes itself available both to the management (President and members of the TSE) and the administrative units in charge of the different areas of the electoral processes due to take place in February and November 2005 - in particular, of the area of citizen training and education.

1.3.6.3. Background / Rationale

The way was paved for these advisory services during the IIHR-CAPEL Director's mission to Honduras in September 2004. The contact with the TSE, USAID-Honduras, FOPRIDEH and ACI-Participa provided the basic outline for designing suitable work proposals for the IIHR-CAPEL team of specialists that was in Honduras during this period.

1.3.6.4. Institution(s) Responsible and Coordination

The IIHR-CAPEL, in close coordination with the President and members of the TSE-Honduras and representatives of USAID-Honduras.

Coordination with FOPRIDEH (Federation of Development Organizations of Honduras), an organization with experience in civic training and education.

1.3.6.5. Intermediate Steps

- Consultations with the President of the TSE-Honduras on the desirability of carrying out the missions
- Consultations with USAID-Honduras on the desirability of carrying out the missions
- Coordination with the consultants
- Implementation of the *in situ* missions

1.3.6.6. Results or Outputs

- National Voter Education Plan, taking into account the changes to the system introduced by the electoral reform
- Detailed electoral schedule, as a guide to the implementation of the electoral process
- Reports on visits and meetings

1.3.6.7. Impact Indicators:

"***Strengthening of the NGO FOPRIDEH's capabilities for implementing the National Voter Education Plan, in close coordination with the TSE-Honduras***"

"***Updating training for TSE-Honduras staff in the field of electoral training and regarding the schedule of activities, as a guide to the electoral process***"

Undertaking technical missions was an important way of developing a system of coordination that, while based on the area of electoral training, not only involved the IIHR-CAPEL's bilateral relationship with the TSE or coordination with specialized organizations like FOPRIDEH and ACI-Participa, but also helped systematize various international initiatives in support of the TSE operating in tandem in the country, to ensure they were consistent and coordinated. This is particularly true of the contact and coordination with the OAS (with whose representatives considerable progress was made in determining to which aspects each organization contributes, to avoid the duplication and diffusion of efforts).

The IIHR-CAPEL team of specialists has been working with the unit in charge of the citizen training and education to prepare a work schedule covering the main activities (especially the

processes in February and November 2005) and the training primer and other key materials in this area.

Another extremely important factor is the increasingly close working relationship between consultant Horacio Cánepa and the President of the TSE, Jacobo Hernández. They constantly consult each other about the overall electoral administration and logistics, and the implementation of these complex electoral processes in February and November 2005.

Means of verification:

- Report by consultant Horacio Cánepa to the TSE-Honduras (12-15 October), sent to the TSE-Honduras and USAID-Honduras (Annex 14)
- Report by consultants Horacio Cánepa and Jaime Márquez to the TSE-Honduras (28 November-8 December), sent to the TSE-Honduras and USAID-Honduras (Annex 15)

1.4. LESSONS LEARNED

This quarter has been a period of intense and challenging activity. The IIHR-CAPEL had to diversify its activities, incorporating two technical assistance projects, one in Ecuador and another in Honduras. Substantial progress was made with the strategy for strengthening political parties, without neglecting the electoral network and the electoral bodies. The IIHR-CAPEL has had to combine continuity with innovation, demonstrating in these three months that such a balance is possible but requires careful planning and a detailed study of the resources needed for each step.

The electoral network was extremely busy during the reporting period, with electoral processes being held in Bolivia, Chile, Ecuador, Nicaragua and Uruguay. Since the elections in Chile and Uruguay took place at the same time, the IIHR-CAPEL team had to divide its efforts to ensure an expert presence in each case. The electoral processes continue to yield interesting lessons for horizontal cooperation, as can be seen in the respective reports, from the development of the electoral roll to the possible implementation of electronic voting. The wide range of activities in this quarter permitted the IIHR-CAPEL to review the main electoral issues and problems facing the Americas at this time. In particular, supporting Uruguay's electoral authorities proved to be a very useful exercise; the IIHR-CAPEL was able to observe the preferential voting system used in that country and reassess the possible undesired effects these systems can have on the dynamic of the political parties, and the technical difficulties involved in counting and transmitting results. This was also the case in Ecuador, albeit it to a lesser degree. It is important to bear these lessons in mind as preferential voting systems are envisaged under the new electoral legislation enacted in Honduras.

One of the horizontal cooperation missions was also used to give continuity to the Electoral Network's on-site activities, with a Special Meeting of the Quito Protocol being held in Ecuador at almost no cost to the project. Taking advantage of the presence of representatives of almost all the South American electoral bodies, the meeting provided an important opportunity to discuss and update the work of the Executive Secretariat.

With regard to technical assistance, the projects in Ecuador and Honduras have made significant progress and have become more complex (they now have two components each), although this growing complexity has not had a negative impact on the timely implementation of the activities. In both countries, the IIHR-CAPEL's efforts have been well timed and appreciated

by the electoral organizations. However, there is also concern at the political situation in both countries, which will have to be taken into account for future activities.

In the case of Ecuador, the team wish to highlight the importance, sincerity and readiness to cooperate of the sectors consulted for the evaluation of the project (of the two components, for polling officers and representatives of political parties), and the better quality (wider coverage) of the 2004 Training Program thanks to the incorporation of university professors. The political parties are also keen to see their representatives trained, but this matter will have to be addressed gradually. The contribution of the National Training Directorate has been important, and the fact that this unit is sustainable within the structure of the TSE.

In the case of Honduras, the technical assistance was urgently needed and very timely. The TSE unit in charge of the training was very open to our advice and assistance. The fact that our consultants got on very well with the President of the TSE and the other judges was a big plus; they are now being consulted about many topics not covered by the training (administration and logistics). Finally, given the presence of other organizations - particularly the OAS - that provide advisory services in the same area (citizen training and education), the IIHR-CAPEL has had to define its tasks and responsibilities well in order to avoid inconsistencies or duplication.

One of the most important developments during the quarter was undoubtedly the progress made with the IIHR-CAPEL's strategy for strengthening political parties, incorporating new results from research carried out with funding from other sources and the implementation of a new subregional workshop to determine priorities for future action, in this case in Central America and Dominican Republic. This made it possible to revise the IIHR-CAPEL's work program and methodology, which will be applied in Mexico and the Southern Cone in 2005. This is a fortunate link with the Equal Representation and Party Reform Project.

Perhaps the clearest link between the strategy for strengthening electoral bodies and the one for political parties was made evident at the Eighteenth Conference of the Tikal Protocol, whose theme was the democratization of political parties. Through these joint efforts, progress is being made toward the proposed objectives in the two fields of action.

1.5.   Updated Schedule for 2004

The updated schedule through December 2004 is attached, reflecting the changes made in the implementation of the project over the course of the year.

SCHEDULE FOR 2004-PROJECT: STRENGTHENING ELECTORAL INSTITUTIONS
Updated December 2004

ACTIVITIES	COUNTRIES	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
18th Tikal Protocol	Panama									■			
11th Quito Protocol (rescheduled for 2005)	Paraguay												
Extraordinary Meeting 11th Quito Protocol	Ecuador										■		
7th Conference UNIORE	Panama			■									
UNIORE Newsletter	Costa Rica	■	■	■	■	■	■	■	■	■	■	■	■
Electoral Network of the Americas	Costa Rica	■	■	■	■	■	■	■	■	■	■	■	■
Electronic Forum on Control of Electoral Spending (rescheduled for 2005)	Costa Rica												
Electronic Forum on Democratization Parties	Costa Rica				■	■	■	■					
Horizontal Cooperation Missions	El Salvador			■									
Horizontal Cooperation Missions	Panama					■							
Horizontal Cooperation Missions	Dominican Repúblic					■							
Horizontal Cooperation Missions	Uruguay										■	■	
Horizontal Cooperation Missions	Nicaragua											■	
Horizontal Cooperation Missions	Ecuador										■		■
Horizontal Cooperation Missions	Chile										■		
Horizontal Cooperation Missions	Bolivia		■										
Exploratory Missions	Bolivia		■										
Technical Assistance misión	Honduras										■	■	■
Workshop on Democratization of Political Parties	Costa Rica											■	
Workshop on Political Parties	Chile			■									

2. PROJECT: EQUAL REPRESENTATION AND POLITICAL PARTY REFORM

2.1. GENERAL FRAMEWORK

During this period, from October to December, 2004, the project held three "information delivery" workshops with the main political parties of the countries where the applied research on internal party democratization took place in 2003 and 2004, which were: Bolivia, Chile and the Dominican Republic. This required not only a substantial effort to systematically organize information and to make good use of the inputs, but also a reiteration of the importance of activation and linkage of the contacts developed since execution of the study commenced. The participants –parties, electoral bodies, cooperation agencies and scholars from those countries (see annexes 2, 3 and 4)– showed great interest in the findings and reiterated their interest in closely following up on future progress of the Project, in the process of preparing –during the first months of 2005- a Final Report on this set of activities.

These activities, scheduled for execution before the end of 2004 (according to the proposed changes to the 2004 Annual Plan, as shown in Annex 1, which was approved at the appropriate moment band USAID-Washington), are part of the strategy to maintain contact with the main political actors in the three countries included in the sample, which was also valuable as a means of validation of the findings and to fine-tune the criteria that will guide preparation of the Final Report for this Project.

Two new national challenges arose during this period (October-December 2004), in addition to the activities scheduled by the project for 2004. These derived from the modification to the IIHR-USAID-Washington Cooperation Agreement (According to the proposed changes to the 2004 Annual Plan, as shown in Annex 1, approved at the appropriate moment by USAID-Washington).

This refers specifically to the final stage of the **"Project to Identify Possible Collaboration to Improve Participation, Transparency, and Accountability in the Salvadoran Political Party System,"** carried out for USAID-El Salvador, specifically –for reasons pertaining to the period covered by the report- follow-up of preparation and sending of the Final Report of the consultantship (both in Spanish and in English).

Likewise, during this period (October-December 2004), the project prepared the Technical Report on the activity that was coordinated with the Chilean organization PARTICIPA, called **"Monitoring Electoral Campaign Expenses in the framework of the New Law on Political Financing."**

Since these activities were approved in the modification to the IIHR-USAID Cooperation Agreement (according to the proposed changes to the 2004 Annual Plan, as reflected in Annex 1), as activities different from those originally scheduled (2004 Plan), they are included in this report as independent projects.

The new projects in this component (PARTICIPA-Chile and USAID-El Salvador) are types of experiences located more in the national sphere. In this regard, they differ from the essentially academic, sample-based studies in Chile, Bolivia and the Dominican Republic, which were in connection with various sub-regions of the hemisphere, to identify trends regarding experiences of party democratization and to undertake a practical reflection on this basis, making them a type of "applied research". While their nature and scope are very different, they both corroborate that the orientation that the IIHR-CAPEL is giving to the work on political party democratization

is an appropriate one, and that it is feasible to develop approach formats that, simultaneously deployed, address various geographical contexts –from the regional and sub-regional to the national levels. This entails various types of involvement of the countries of the hemisphere, and its contents vary from a more or less academic profile to a rather practical one, linked to citizen control (as in the PARTICIPA-Chile Project) or to institutional policy formulation (as in the USAID-El Salvador case).

As shown in Annex 1, the work meeting with experts was rescheduled for March 2005. In this regard, the printed, CD Rom and electronic format summary document will be issued after the meeting in March, since the inputs therefrom will be included in this document.

2.2. ANNUAL GOALS

The project Equal Representation and Political Party Reform set forth the following annual goal:

Validation of the findings and proposals on political party democratization, translated into functional models or practices and their dissemination.

2.3. PROJECT EXECUTION

2.3.1. Specific proposals to foster internal democratization of the political parties and its dissemination (Chile, Bolivia and the Dominican Republic)

2.3.1.1. Description

It consists of specific missions to the 3 countries included in the sample, to present the main findings of the research study on democratization of political parties. In all cases, it coordinated as appropriate with the Electoral Body and with citizen organizations (in Chile and in the Dominican Republic) or with the academic institution (in Bolivia) that collaborated with said study.

The meetings were held in December 2004 and in addition to the Director and one or more members of the IIHR-CAPEL technical team, these activities brought together about thirty individuals in the three countries. As foreseen, participants in the meetings included representatives of political parties, scholars, members of Electoral Bodies, civil society organizations, and representatives of international cooperation agencies in the countries (with the exception of Chile).

These meetings also sought to validate certain conclusions of the study, subdivided into the following analytical spheres: a) existence of provision matrixes, b) doctrinal and bibliographic reference matrixes, and c) systematic presentation of the questionnaires applied to party leaders during the last quarter of 2003 and the first quarter of 2004. They also addressed various topics such as the timeliness and need for the results to be published soon, the significance of the subject matter for international cooperation, and issues regarding certain theoretical foundations of the study, among others.

The meeting was held in Bolivia on December 2, 2004, in Chile on December 6, 2004, and in the Dominican Republic on December 15, 2004.

2.3.1.2.   Method

The summons was made by means of direct invitations –especially to people who in the past had collaborated or been associated with execution of the fieldwork- to a limited number of individuals, with the aim of motivating a rich and fruitful dialogue.

The meetings were held at the seat of the Electoral Body (Chile) or in downtown area hotels (Bolivia and the Dominican Republic). The format of the meetings was very similar, with an introduction and a one-hour presentation, followed by another hour of discussion on the findings and other pertinent aspects regarding the topic.

The "Power Point" presentation was subsequently distributed via e-mail to the participants. Its contents were as follows:

- Internal democratization of the political parties in (country)
- Introduction
- Counterparts
- Counterparts in (country)
- Conceptual and methodological aspects
- Summary
- Some general findings: existence of provisions
- Some significant findings (country)
- Some general findings: doctrinal reference
- Some significant findings (country)
- Some general findings: questionnaires
- Some significant findings (country)
- Conclusions: purpose of the "delivery" meeting

The following support material was handed out to participants at all the meetings:

- Documents of the Workshop *"Agenda para el Fortalecimiento de los Partidos Políticos en la Región de Centroamérica y la República Dominicana"*, in CD format. Specifically:

  - Freidenberg, Flavia: *"Democracia interna: reto ineludible de los partidos políticos"*

  - Conclusions of the Workshop: *"Agenda para el Fortalecimiento de los Partidos Políticos en la Región Andina"* (Chile, March 2004)

  - Printed selection of documents of the Workshop *"Agenda para el Fortalecimiento de los Partidos Políticos en la Región de Centroamérica y la República Dominicana"*. Specifically:

  - Sánchez Fernando: *"Partidos políticos en América Central: transformaciones y líneas para su fortalecimiento"*.

  - Freidenberg, Flavia: *"Democracia interna: reto ineludible de los partidos políticos"*

- Conclusions of the Workshop: *"Agenda para el Fortalecimiento de los Partidos Políticos en la Región Andina"* (Chile, March 2004)

- Book: IIHR-CAPEL. *"Democratización interna de partidos políticos en Centroamérica: avances y tareas pendientes"* (with support from the Danish cooperation program for Central America PRODECA), in CD format

- IIHR-CAPEL electoral dictionary, in CD format

- Message of the Director of the IIHR, upon completion of the first work cycle of the IIHR-CAPEL with political parties of the Americas

- Historical overview of IIHR/CAPEL's work with political parties

- Matrix of existence of provisions (for each country), in diskette format

- Matrix of doctrinal references (for each country), in diskette format

2.3.1.3.   Background / Justification

These meetings are a scheduled step regarding this component in the Work Plan, and a very important activity to "deliver" certain systematically organized findings of the research study, after completion of the fieldwork (gathering the information, both on provisions and on doctrine, and that obtained from key informants) and to validate the preliminary conclusions and actions.

The information on 13 parties in the 3 countries was gathered from 40 national leaders who completed 36 questionnaires (one of them in part).

2.3.1.4.   Officers in Charge and Coordination

The IIHR-CAPEL Technical Team, with support from the Bolivian Corte Nacional Electoral, the Chilean Servicio Electoral, and the Junta Central Electoral of the Dominican Republic.

There was another line of coordination with the local USAID agencies in Bolivia and in the Dominican Republic (in the former country the project also coordinated with the Swedish cooperation agency), and with the political parties that cooperated with the study and with citizen organizations or academic institutions that supported this work within each of the three countries.

2.3.1.5.   Intermediate Steps

- Preparation of the presentations.
- Coordination with the national counterparts to establish a suitable date and time for the meetings.
- Summoning of the persons invited.
- Follow-up on the invitations.
- Organization of the event.
- Making the presentation and moderating the debate.

- Sending of the presentation to the participants (e-mail)

2.3.1.6. Results or Products

Approximately 10 individuals attended each of the workshops. The lists of participants are attached.

Complete presentations for each country (Bolivia, Chile and the Dominican Republic), with specific lists of findings regarding existence of provisions, doctrinal references, and systematic presentation of the information obtained from the questionnaires, as specified below.

BOLIVIA

- Existence of provisions:

    - Aspects that are reflected in the internal provisions of ALL the parties:

        - Existence of Bylaws.
        - Ideological Charter or Statement of Principles.
        - Duties and rights of members.
        - Highest authority ("Congress"), as well as authority/powers, summons and meetings.
        - Authority of the intermediate bodies (regional/departmental/provincial).
        - Proportional representation of groups or sectors in positions in the various party organs. Also, auxiliary organizations representing those sectors (especially women, youths; in some cases, ethnic groups).
        - Party policy formulation and definition of officers in charge and procedures.
        - Party quotas (women, 30%).
        - Party organs.
        - Organs in charge of overseeing internal discipline; procedure and requirements for appointments of their members.
        - Identification of political and electoral education and training as a function of the party.
        - Set of rights of party members. Note: only two parties established the "Militants' Advocate" ["Defensor del Militante"] in their regulations (MNR and MIR).

    - Aspects that are not included in the text of ANY provisions of the parties studied:

        - Procedures for adoption of the Bylaws.
        - Internal consultation mechanisms (referenda, plebiscites) and procedures to summon them, quorum, etc.
        - Special or differentiated requirements for selection of "new members" in the party organs and authorities.
        - Procedures for selection of the members of "highest national assembly" type bodies.
        - Obligation of members and authorities to comply with official party statements.
        - Procedures to review or revoke political positions decided by the party.
        - Party quotas for youths, persons with disabilities or ethnic groups (party organs).
        - Quotas to facilitate participation of youths, persons with disabilities or ethnic groups as candidates to public office.
        - Rules on internal movements and factions .

- ➢ Specific training instances to hold elected offices or posts.
- ➢ Financial quota contributions to fund electoral campaigns.
- ➢ Percentages of party incomes to fund local bodies. Not found for group or sector representation instances either.
- ➢ It is not mandatory for the intermediate or local bodies to transfer their funds to central party organs (financial director)
- ➢ Differentiated body to oversee respect for party legality (comptrollership, tribunal, committee).

- Doctrine:

  - ▪ Much of the information gathered comes from press reports (it enhances the information on doctrinal approaches)
  - ▪ There is significant information on "internal democracy" in the parties, specifically, election of party authorities and election of candidates to public office.
  - ▪ The issue of "distancing" and "loss of legitimacy" of the parties as means of representation and social mediation is widely addressed.
  - ▪ Information on inclusion of women and, especially, of ethnic groups is highlighted.
  - ▪ With regard to institutionalization, most refer to decision-making instances and to formal rules.
  - ▪ Internal documents (training booklets, newsletters, documents from the education or training secretariats) address various pertinent aspects such as: training, dissemination of the party's ideas, gender equity, decentralization, public opinion and communication.
  - ▪ The issues regarding internal movements and factions in the parties are analyzed primarily by means of press sources, rather than party documents, scholars' reflections or NGOs.
  - ▪ Issues pertaining to financial control and accountability are present in reflections by the parties, public opinion and NGOs or inter-governmental bodies.
  - ▪ Very little information was gathered on membership and militants or recruitment of new members, as well as regarding internal legality and protection of the rights of militants.

- Questionnaires:

  - ▪ "Supporters" play an important role in party life.
  - ▪ Intermediate party organs have important powers in their sphere of action.
  - ▪ Application of sanctions is gradual: admonition, reprimand, separation or expulsion (only for very grave offenses).
  - ▪ Bolivian political parties constantly issue statements on electoral or political issues, whether or not electoral processes are underway.
  - ▪ Ethnic groups most represented: quechuas and aymaras.
  - ▪ "Party line" is almost always respected.
  - ▪ In those parties that have a "Militants' Advocate," interviewees consider this function to be important. Militants' advocates have broad authority in party life.
  - ▪ There is due process before specialized party organs regarding disciplinary accusations.
  - ▪ Participation of youths as legislative candidates is very low.
  - ▪ Interviewees' replies differ regarding the importance or specific weight of financial contributions of militants in the electoral campaigns and in the regular functioning of the party.
  - ▪ In NFR, MIR: any citizen can submit his or her name for electoral office. One interviewee stated that in the MIR only certain militants can do so.
  - ▪ MAS emphasizes the importance of representation of social sectors in its structure.

- For MAS, there is a formal legality that must be respected to be in legally in order (e.g. Bylaws, disciplinary bodies), but there is also a "real" institutional practice that does not always coincide with the former.
- For MAS there must be a balance between representative democracy and participatory democracy.
- For MAS, party line must be rigidly respected.
- In April 2003 the MNR's main headquarters were set on fire.
- In MIR/NM and NFR, the leader/founder plays a very significant role.
- In MIR there are institutional mechanisms to request a review of party policy adoption, but they are very restricted.
- In NFR, MIR: exceptionally, party decisions have been challenged before the CNE. In MNR, never.
- In NFR: there are no means of dissemination to allow internal movements to make their ideas known. In MIR they exist in principle, but not in actual practice.
- In NFR, MIR: important leaders have been expelled more than once in the last 5 years.
- In NFR, MNR, MIR: there have been dissident positions in the last 5 years, but not often. Said dissidence has not led to sanctions.

CHILE

- Existence of provisions:

  - Aspects that are reflected in the internal provisions of ALL the parties:

    - Existence of Bylaws.
    - Ideological Charter or Statement of Principles (some, quite broad).
    - Formal mechanisms to become members and procedures to do so.
    - Duties and rights of members.
    - Updated records.
    - Highest authority ("Congress"), as well as authority/power, meetings and frequency.
    - Existence and authority of the intermediate bodies (regional / departmental / provincial) and grass-roots bodies.
    - There is no difference between longstanding and recent members' rights or duties.
    - Procedures to select the superior executive organ.
    - Internal electoral tribunal, provisions, powers, and procedures for appointment of its members.
    - Procedures to select candidates to local/municipal governments.
    - Sanctions for disregarding internal provisions and rules.
    - Types of sanctions differentiated by type of offense.
    - Procedures and organs in charge of overseeing internal discipline.
    - Procedures and requirements to select members of disciplinary tribunals.
    - Due process guarantees.
    - Definition of a body of rights of members.

  - Aspects that are not included in the text of ANY provisions of the parties studied:

    - Procedures for adoption of the Bylaws.
    - Existence of other internal rules or regulations.
    - Internal consultation mechanisms (referenda, plebiscites) and procedures to summon them, quorum, etc.

- ➢ Programs or actions for recruitment of new members.
- ➢ Special or differentiated requirements for selection of "new members" in the party organs and authorities.
- ➢ Procedures for selection of the members of organs representing groups or sectors.
- ➢ Eligibility criteria for selection of presidential candidates or candidates to local public office.
- ➢ Consultation mechanisms to make a public statement σ strategic position of the party official.
- ➢ Party quotas for youths, persons with disabilities (party organs).
- ➢ Procedure and requirements for membership in the party sectors or groups and their authority.
- ➢ Authority of these groups or sectors to define their policies and activities and to promote them.
- ➢ The complete chapter on internal movements and factions (9 variables)
- ➢ Quota contributions by members to fund campaigns.
- ➢ Percentage of party budgets to fund the executive, leadership or grass-roots organs.
- ➢ Transfer of funds to the executive bodies (e.g. Financial Director).
- ➢ Specific bodies to oversee party legality (comptrollership, tribunal or committee).
- ➢ Cases and procedures to challenge decisions of national party organs.

- For the Chilean case:

  - Everything is influenced to a large extent by the system of "grand coalitions."
  - Significant findings:

    - ➢ <u>Institutionalization</u>: greater degree of agreement among existence of provisions in all the parties.

    - ➢ <u>Democratization</u>: parity (existence – non existence).

    - ➢ <u>Transparency</u>: greater degree of agreement regarding non-existence of provisions in all the parties.

  - 5/6 parties concur regarding many themes.

  - There are few variables with respect to which there are extreme differences regarding the existence of provisions (3 pp vs. 3 pp):

    - ➢ Existence of proportional representation of groups or sectors in the various party organs.
    - ➢ Definition of strategic positions, officers in charge, and procedures for their development.
    - ➢ Percentage of female representation in high executive organs of the party.
    - ➢ Affirmative actions to support women's representation as candidates for public office.

  - DC is the only party with a Militants' Advocate.

- Doctrine:

  - Available information is mainly theoretical doctrinal and public opinion information.

- Information from press reports enhances the "doctrinal" approach and provides greater coverage of various topics.
- There is significant information on "internal democracy" in the parties, specifically regarding election of party authorities and election of candidates to public office.
- Information on inclusion of women, and also of ethnic groups, stands out.
- The issue of party discipline is addressed in a significant manner.
- In the area of Transparency, the issues of party funding and accountability stand out (all sources address the topic and do so at length).
- "No information was gathered" on several topics:

  ➤ Bylaws, principles, and formal rules of organization.
  ➤ Recruitment of new members.
  ➤ Training, opportunities for debate or deliberation.
  ➤ Internal legality, protection of the rights of members, and mechanisms to appeal regarding non-compliance.

- Other significant topics:

  ➤ Importance of substantial participation of militants and concerns regarding loss of membership (little information).
  ➤ Reference to the system of "coalitions" under the variable regarding election of candidates to public office.
  ➤ Greater coverage among academic sectors, public opinion and NGOs or inter-governmental bodies.
  ➤ In some cases there are reflections on the issue of primary elections.

- Very little available information on party policy formulation.

- Internal documents (training booklets, newsletters, documents issued by the training or education secretariats) address various relevant issues such as: inclusion of women – especially quotas- and indigenous groups and party funding.

- Questionnaires:

- The existence of statutory provisions and ideological charters or statements of principles is highlighted. Longstanding parties, in general, have undergone several broad-ranging reforms (PS, DC, UDI and RN regarding their Bylaws, but not the ideological charter).

- There is a set of rights of members of the party (they all agree on this).

- DC interviewees highlight the role of the Militants' Advocate.

- Interviewees recognize that the parties have updated records, but their replies are not uniform when asked if there have been recent efforts to increase the number of active members of the party (some of them in a continuous and successful manner, others sporadically or not very successfully).

- Intermediate party organs are significant, but replies differ regarding breadth of their authority.

- Application of sanctions is gradual: admonition, reprimand, separation or expulsion (only for very grave offenses).

- Most interviewees underline that referenda or internal plebiscites exist and are applied in their parties. References to percentages of participation vary (the more optimistic ones: 25% or higher; pessimists: less than 10%).

- Those accused of lack of discipline enjoy due process.

- There are organs in charge of deciding on disciplinary issues, but the replies differ regarding frequency of sanctions.

- Replies are not uniform, either, regarding the frequency with which party line is enforced. There is greater agreement among the interviewees about the statement that, during the last 5 years, there has been significant public dissidence regarding political positions or decisions (though not often) and that this led to few sanctions (PS, DC, PRSD, PPD, RN) or none at all (UDI).

- High party leaders have been expelled during the period in some parties, although this has been done exceptionally (DC, PRSD), while in others it has not occurred (PS, UDI, RN: one RN interviewee said "they leave on their own," there is no need to expel them).

- Chilean parties constantly issue public statements on government plans or legislative initiatives, whether or not electoral processes are underway (PS, DC). Others do so only during electoral processes (UDI, PPD).

- Groups that have major quotas of representation in party organs: <u>women and youths</u>. Affirmative action is actually implemented. In the case of UDI, it is especially important regarding youths.

- Ethnic groups mostly represented: mapuches and aymaras.

- There is no specific representation of persons with disabilities.

- Percentages of representation decline with respect to legislative or local public office. In Congress: less than 5% indigenous and under 30 years (due to minimum age required by law).

- Those accused of lack of discipline enjoy due process before specialized party organs.

- Mechanisms for members to object or request a review of policies by the party authorities are ample and easy to use (PS, DC). In the RN, they are restricted.

- Interviewees' replies differ regarding the significance or specific weight of financial contributions of the militants during electoral campaigns and for the regular functioning of the party. Replies vary from "significant" to "insignificant".

- Funds gathered by grass-roots militants are not sent to a central party directorate (Financial Director)

- Party members challenge decisions of the party organs before national jurisdictional bodies only exceptionally or infrequently (DC, PS, PPD). Some say "never" (RN).

- For some, the existence of internal groups or factions is more a "practice" than something that is regulated by formal rules. One UDI interviewee stated that "the Bylaws do not impede them."

- Chilean parties do not have media or means of dissemination in which the internal movements can make their opinions known. One DC interviewee said they do.

THE DOMINICAN REPUBLIC

- Existence of provisions:

  - Aspects that are reflected in the internal provisions of ALL the parties:

    - Existence of Bylaws (however: does not coincide with other associated variables).
    - Ideological Charter or Statement of Principles.
    - Formal mechanisms for membership and procedures to become a member.
    - Duties and rights of members (breadth).
    - Highest authority ("Congress"), as well as authority/powers, summons, meetings, and frequency.
    - Existence of intermediate organs- regional/departmental/provincial- and grass-roots organs. Their powers are not uniform.
    - Procedures for selection of the highest executive organ.
    - Provisions to challenge decisions of internal party organs.
    - Procedures to select presidential candidates.
    - Auxiliary organizations for representation of groups or sectors (gender, age).
    - Sanctions for disregarding internal rules and decisions.
    - Type of sanctions differentiated according to type of offense.
    - Procedures and bodies in charge of overseeing internal discipline.
    - Procedure and requirements to select members of disciplinary tribunals.
    - Due process guarantees.
    - Party mechanisms and instances for study, political reflection, and ideological education.
    - Set of rights for party members.

  - Aspects that are not included in the text of ANY provisions of the parties studied:

    - Procedures for adoption of the Bylaws.
    - Existence of other internal rules or regulations.
    - Procedures for summoning, quorum, etc., for internal consultations (referenda, plebiscite): only PLD.
    - Procedures for selection of members of bodies representing groups or sectors, strict statutory sense (refers to regulations).
    - "Internal electoral tribunal" type organs and their authority.
    - Consultation mechanisms to make a public statement or a strategic position of the party official.
    - Party quotas or affirmative actions for ethnic groups, persons with disabilities (high party organs).

- ➢ Procedure and requirements for membership in party sectors or groups. There is no provision for them to enjoy financial autonomy either.
  - ➢ Party quotas or affirmative actions for ethnic groups, persons with disabilities (public office).
  - ➢ Almost all the chapter on internal movements and factions (8 of the 9 variables).
  - ➢ Percentage of party budgets for funding of the executive, intermediate leadership, or grass-roots organs.
  - ➢ Procedure and requirements to select the specific bodies entrusted with overseeing respect for members' rights (only PRSC: Comptrollership).
  - ➢ Procedure and requirements to appoint the specific bodies entrusted with overseeing party legality.

- For the Dominican Republic:

  - Other significant findings:

    - ➢ <u>Institutionalization</u>: greater agreement regarding **Existence of provisions** in <u>all</u> the parties.

    - ➢ <u>Democratization</u>: **balance** (existence – non existence).

    - ➢ <u>Transparency</u>: greater agreement regarding **Non-existence** or provisions in <u>all</u> the parties.

- Doctrine:

  - Available information is mostly theoretical-doctrinal.

  - Deficit in the Dominican case: the information in press reports enriches the "doctrinal" approaches and usually has greater coverage regarding diverse topics.

  - There is little information on "institutionalization;" however, decision-making and formal rules stand out.

  - There is more information on "internal democratization" than on the other two areas.

  - There is significant information on "internal democracy" in the political parties, specifically on election of party authorities and election of candidates to public office.

  - Information on inclusion of youths stands out.

  - In the area of Transparency (less variables, less information), the issue of party funding and that of accountability stand out (all sources address the latter topic and do so at length)

  - "No information was gathered" on several topics.

    - ➢ Recruiting of new members (strictly speaking)
    - ➢ Party discipline (strictly speaking)

  - Other significant topics:

- ➢ Importance of substantial participation and records of militants.
- ➢ Significant involvement of Dominican citizens in party registration (Demos 2001).
- ➢ Organic structure, decision-making instances and functioning of party organs (many sources and treated at length): reorganization, Party Law, enhancing flexibility of structures, decentralization, role of historical leaders, centralism, authoritarianism.
- ➢ Election of party authorities (sensitive in PRD and PRSC): "a problem", role of grass-roots, political bossism.
- ➢ Election of candidates: in some cases there were reflections on the issue or primary elections. Real possibilities of party splits due to internal strife (significant breadth).
- ➢ Inclusion of women and youths. Female quotas; participation of women and their qualitative influence on political participation patterns in the country.
- ➢ Training of party members (PRD, COPRYME).

- ▪ VERY LITTLE available information on key topics such as Bylaws and formal organization rules; Membership-militancy; Pluralism, movements and factions; Financial control and accountability; internal legality and protection of rights against abridgments.

- ▪ Internal documents of the 3 parties (training booklets, newsletters, documents of the education or training secretariats) address several pertinent aspects such as: political rights (elected and being elected); public funding and allocation of a percentage to political education (an initiative); internal election of authorities; disciplinary tribunal; organization of the youth front.

- • Questionnaires:

  - ▪ There is an emphasis on and substantial value is attached to the existence of bylaws and ideological charters or statements of principles. The informants are not consistent with respect to the regularity and breadth of the amendments to those instruments.

  - ▪ There are formal mechanisms to obtain membership and updated records of party members. However, there is no consistency among the respondents regarding regularity and success of campaigns to expand the number of members. In the PRSC the analysis is more self-critical ("sporadic and not very successful") PLD: continuous and successful.

  - ▪ Intermediate party organs (Regional/Provincial Directorates and Assemblies) are significant, but respondents do not agree on the breadth of their authority.

  - ▪ Respondents do not agree on existence of consultation mechanisms such as referenda or plebiscites (interviewees in the same party).

  - ▪ There is a set of rights of party members (all agree on this).

  - ▪ Sanctions are applied gradually: admonition, reprimand, separation or expulsion (only for very grave offenses).

  - ▪ Those accused of lack of discipline enjoy due process before specialized party organs. Assessment of respect for rulings is not uniform: "always" PLD); "hardly ever" (PRD); "usually" (PRSC).

- According to the interviewees, there are bodies in charge of deciding on disciplinary matters, but their replies vary regarding the frequency of sanctions. PRSC: "exceptionally". PLD: a new body, its performance cannot be assessed.

- Replies are not uniform, either, regarding the frequency of party line application. Interviewees concur to a greater extent regarding the statement that during the last 5 years there has been significant public dissidence regarding political positions or decisions (though not often) and this led to few sanctions.

- High party leaders have been expelled during the period from some parties, although exceptionally (PLD), while in others that has not happened during the period ("before yes," said two PRSC respondents).

- A PRSC interviewee highlights the role of the comptrollership as the organ in charge of overseeing respect for the rights of party members, although he acknowledge that its authority is restricted to marginal areas of party life.

- Dominican parties constantly issue statements on government plans or legislative initiatives, whether or not there are ongoing electoral processes. Others state that this is done only during electoral processes.

- Groups with greater quotas of representation in party organs: <u>women and youths</u>. Affirmative action is actually implemented.

- Percentages of representation are lower in congressional positions or local public office (women). En Congress: none under 30 (due to minimum age according to the law).

- The issue of representation of ethnic groups does not exist on the "radar" of Dominican partisan political activity. A PRD informant emphasizes that they had a "black" candidate and a PLD respondent highlights that they had a "mulatto" or "moreno" candidate.

- There is no specific representation of persons with disabilities. Only one interviewee said that they do.

- Respondents do not agree on whether the mechanisms for members to object to or request a review of a policy by the party authorities are broad and easy to use, or whether instead they exist but are difficult to use and of limited effectiveness (restricted). Most feel closer to the latter statement.

- Interviewees' replies differ regarding the significance or specific weight of financial contributions of the militants to the electoral campaigns and to the regular functioning of the party. Replies vary from "not very significant" to "almost none".

- For most, the funds gathered by grass-roots militants are not sent to a central party directorate (Financial Director). Some respondents said that they are.

- For the PRSC interviewees, party members "often" challenge decisions of party bodies before national jurisdictional bodies, while for one PLD respondent its militants do so "exceptionally."

- For some, the existence of internal groups or factions is more "practical" than regulated by formal rules.

- Some Dominican parties have means of communication or dissemination through which internal movements can make their opinions known (PLD, PRD). Others do not (PRSC).

2.3.1.7. Impact Indicators

"A validated strategy for the strengthening of political parties and their institutional democratization"

"A greater number of proposals to foster the strengthening of internal democracy in political parties"

Conducting these three workshops clearly points toward attainment of the impact indicators. In and of themselves, these are very significant activities, but ultimately they are intermediate resources for preparation of a Final Report that provides greater clarity in guidance toward the indicators' strategic and quantitative vision.

Each of the workshops interested and involved both the main political actors and renowned analysts and researchers on the subject, who found the initiative significant and appreciated the academic rigor with which the IIHR-CAPEL has addressed this theme in their countries, from the standpoint of future work. Furthermore, combining various participants not only added wealth in terms of the approaches, but also demonstrated that some tensions cannot be set aside (for example, levels of resistance of political parties against civil society organizations that influence political and electoral processes).

Means of verification

-Lists of participants in Workshops in Bolivia, Chile and the Dominican Republic (Annexes 2, 3 and 4).

- "Power Point" presentations at the three workshops.

-Support materials: CD, diskette, printed material and book.

- Reference in UNIORE Newsletter No. 45.

2.3.2. Chile Project (PARTICIPA)

2.3.2.1. Description

In 2004, the project followed political propaganda in the media, to monitor effective application of the system set forth in the new law on political funding and to verify whether some of the instruments contained in the law are valid. For this, it consulted the political actors to hear their opinion on the results of effectiveness of the system to control spending set forth in the legislation.

This consultation will serve as an input for a workshop to be held in 2005, with the aim of assessing the weaknesses and strengths of the system set forth in the law, for its possible amendment or strengthening.

Spending in the Electoral Campaigns was monitored between September 30, 2004 and October 29, 2004 on 6 radio stations and in 8 daily newspapers, with national coverage, and in the main public streets in 24 municipalities of the city of Santiago.

The **general objective** of the monitoring was: To foster awareness of the Law among citizens and candidates to public office in the 2004 municipal elections, placing the issue of electoral spending on the public agenda, and monitoring part of the electoral spending of candidates to the position of Mayor in 24 municipalities in Greater Santiago; and the **specific objectives** were:

- To design and conduct a campaign to foster transparency in electoral spending.

- To contribute to informed voting by citizens, providing information on how much the parties and candidates have spent before the election, in the sample that was monitored.

- To motivate the candidates' commitment to comply with the spending limits set forth in the law.

- To widely and regularly disseminate the data obtained.

- To request copies of the information provided by the candidates and the parties to the Servicio Electoral, to subsequently compare it with the data obtained by PARTICIPA with respect to those candidates who were monitored.

2.3.2.2 Method

Characteristics of the Monitoring

Before reviewing the methodology applied, we must specify certain characteristics of the monitoring, as a basis for a better understanding of how it was done and how spending was quantified. Electoral spending was monitored for 30 days, with an extensive review of the printed media and the radio, and visiting the selected blocks in each municipality six times:

a) Quantitative nature

The monitoring was basically quantitative, in other words, we only analyzed measurable and objective variables, such as the number and size of the ads in the newspapers or the frequency and duration of the publicity on the radio, and the size and characteristics of the posters, billboards, mobile elements, large graphic displays ["gigantografías"], murals, and canvases. We did not analyze the type of message in the propaganda. We made no distinction between legal or illegal propaganda quantified on the streets (hanging from electrical or public lighting posts); therefore, all propaganda that was visible on the streets was taken into account.

b) Duration

Monitoring was conducted during the Electoral Campaigns month authorized by the Law. It began on September 30, 2004, and ended on October 29, 2004. The radio stations and newspapers were monitored every day; the streets were monitored six times during the month, as well as twice as a practice.

c) Constructive nature.

This monitoring was constructive. First of all, we sought to inform and educate citizens regarding the law on electoral funding and spending, through the campaign: "Vota por la Transparencia" ["Vote for Transparency"], so that in addition to being aware of the new law, they take into account what each candidate spent, when they vote. The candidates were invited together to a conference of all the municipalities of Santiago to involve them in the campaign and for them to undertake a commitment to respect the Law by keeping their expenses under the threshold set forth in the Law. Approximately 10 young candidates of the various coalitions attended the conference, together with better known candidates, although with low-spending campaigns, such as Carolina Rosseti (PS) and Claudina Nuñez (PC).

Criteria for Selection of the Media to be Monitored

a) Municipalities (Public streets).

There were primarily three criteria to select the Municipalities that would be monitored:

- Emblematic municipalities or those with a greater presence in the Metropolitan Region.
- Municipalities crossed by the two main axes of Santiago's street system: the Americo Vespuccio circumvallation and the axis formed by Alameda, Providencia, Apoquindo, Las Condes. In response to a specific request by the Ministry of the Interior, we added the municipality of San Bernardo, which was not originally included in the set of municipalities.

Monitoring took place in the following Municipalities:

	Municipality	Registered voters*2
1	Cerrillos	42,813
2	Cerro Navia	75,669
3	Estación Central	82,367
4	Huechuraba	32,368
5	Independencia	46,734
6	La Cisterna	59,289
7	La Florida	165,256
8	La Granja	63,689

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2 *Information as of 31.03.2004 / Source: Servicio Electoral Chileno: www.servicioelectoral.cl

9	La Reina	59,894
10	Las Condes	137,98
11	Lo Barnechea	29,272
12	Lo Espejo	64,79
13	Macul	67,681
14	Maipú	143,482
15	Ñuñoa	118,323
16	Peñalolén	93,842
17	Providencia	90,563
18	Pudahuel	70,248
19	Quilicura	36,305
20	Recoleta	91,213
21	San Bernardo	109,865
22	San Ramón	56,181
23	Santiago	140,425
24	Vitacura	53,544

Streets chosen within each municipality were those that:: had no prohibition regarding electoral propaganda; had greater flows of pedestrians and vehicles, according to the information supplied by the traffic directorates in each municipality. The following map shows Greater Santiago, identifying the 2 main street system axes and the municipalities that were monitored.
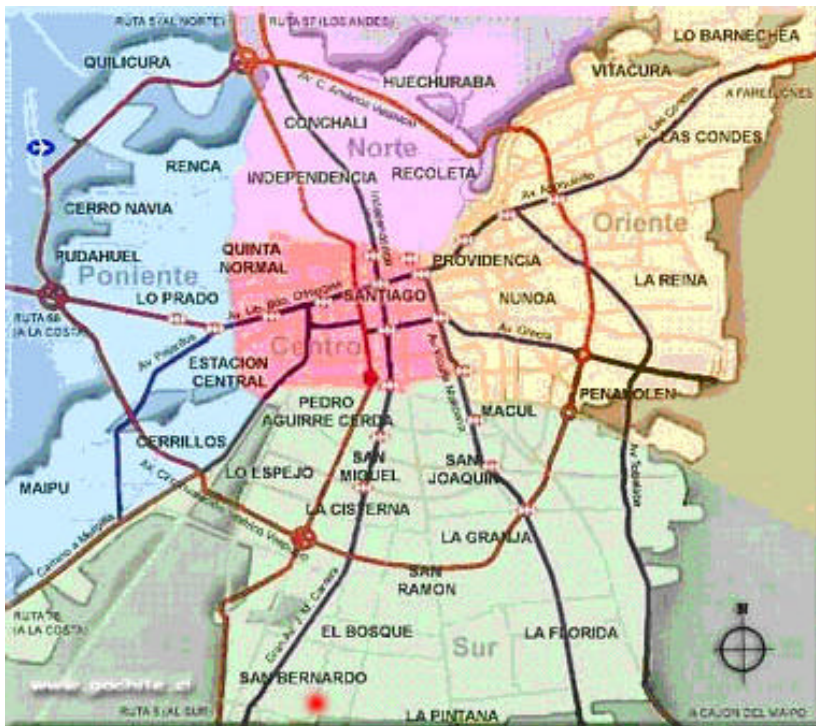
b)   Radio stations

Based on the assumption that electoral propaganda seeks to reach the greatest possible number of voters and, in addition, a public that is interested in the electoral process, we decided to choose the radio stations based on the number of radio listeners and the characteristics of their radio programs.   We used the radio listening survey, which lists the radio stations according to their number of listeners, and we also chose radio stations with a basically informative profile, such as Radio Agricultura, Radio Cooperativa, and Radio Chilena. The radio stations chosen were:

- Cooperativa
- Pudahuel
- Bío Bío
- FMDOS
- Agricultura
- Chilena

c)   Newspapers

The eight newspapers currently distributed in the city of Santiago were selected, including 2 that are distributed free of cost. The dailies monitored were:

- El Mercurio
- La Tercera
- La Nación
- La Segunda
- Las Últimas Noticias
- La Cuarta
- Publimetro
- La Hora

Methodology to monitor campaign spending

The methodological design took into account prior experiences in monitoring conducted in Latin America and the Caribbean, and in Eastern Europe, adapting some of its characteristics to the Chilean case. Once the methodology had been defined and reviewed, the media and places chosen were constantly and thoroughly monitored. This was done by a group of monitors who:

a)   On public streets they walked the 15 blocks chosen in each municipality under the supervision of professional experts in several areas: methodologists, communication media analysts, attorneys, and experts in issues regarding corruption and citizen participation.   In the process, they recorded on a form the number, size and characteristics of the canvases, posters, billboards, mobile elements, large graphic displays, and murals placed on the streets for propaganda purposes.   They also

photographed examples of the elements recorded on each block, as well as panoramic views of the places monitored.

b)   <u>On the radio</u> they constantly listened to the 6 radio stations selected, identifying the electoral propaganda and recording its duration, time of transmission, and specific radio station.

c)   <u>In the daily press</u> they thoroughly checked each page of the newspaper looking for electoral propaganda.

The information gathered by each monitor was subsequently entered into a spreadsheet, where several formulae and equations translated the spending data for each candidate.

In the case of the public streets, price quotations were obtained for each of the elements that would be monitored, and formulae were developed to calculate the price that each candidate would spend, taking into account the amount of propaganda placed on the blocks that were monitored. To avoid overestimating the spending, we decided not to add the figures from the field counts, but rather added to the total the additional publicity found on the streets. This way, we avoided recounting a billboard, poster, or mobile element, for example, which had already been taken into account before.

The following table shows the average price, standard deviation, and estimated unit cost for the propaganda elements.

	Expense incurred / Media		Unit cost
Media	$ Average	Standard D	$/m2
Canvasses	74,618	32,350	14,734
Billboards	6,357	1,058	5,797
Posters	1,944	1,900	3,487
Mobile elements	13,558	21,993	4,907
Large graphic displays	533,860	54,497	22,644
Murals	7,036	1,541	907

In the case of the radio stations, monitoring involved an estimate of the propaganda spending in the station's broadcasts. Taking into account that most radio publicity lasts on average 30 seconds, an average price per ad was estimated, in distributed scheduling time per second.

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Radio stations
Average duration (30 seconds)
Distributed schedule
Seconds / $
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Regarding the newspapers, we obtained quotes for the price of publicity where it was found and the characteristics of the electoral propaganda. This way, we obtained the direct figure of how much it cost to publish an ad for each candidate.

Space monitored:

Communication space	Media	Specifications
Radio stations	• Cooperativa • Pudahuel • Bío Bío • FMDOS • Agricultura • Chilena	From 6 to 22 hrs, 7 days a week
Newspapers	• El Mercurio • La Tercera • La Nación • La Segunda • Las Últimas Noticias • La Cuarta • Publimetro • La Hora	All sections of the newspapers checked, including supplements and inse
Public streets	Every municipality that included or was contiguous with the Americo Vespuccio circumvallation or the Las Condes – Apoquindo - Providencia – Alameda axis, in addition to the municipality of San Bernardo.	We chose the 15 most "important" blocks in the municipality, based on the flow of vehicles and pedestrians, according to the data provided by the municipalities themselves.

Variables monitored and assessment:

Regarding radio stations:

1. Duration of each item of publicity
2. Date and time of each ad

Regarding the newspapers:

1. Date of publication of the ad
2. Size of each ad
3. Location of the propaganda: identification of the page number and the side (left hand or right hand page)
4. Technical resources used: black and white or color photography, 2 or 4 colors.

Regarding public streets:

1. Date
2. Number and size of the posters
3. Type of material: paper, cloth, cardboard.

2.3.2.3. Background / Justification

There is a law on campaign funding that was applied for the first time in the October 31, 2004 municipal elections, and will subsequently be applied in the December 2005 presidential elections. The assessment of its application in the 2004 municipal elections was a trial or test for the 2005 elections.

In 2004, through the technical team and directors of the Chilean NGO PARTICIPA, the IIHR-CAPEL supported a project to monitor electoral spending, with a contribution from the Ministry of the Interior (which in this country has electoral functions). PARTICIPA-Chile has accrued experience in monitoring the media in electoral campaigns since 2001.

2.3.2.4. Officers in Charge and Coordination

The IIHR-CAPEL team in coordination with the Chilean NGO PARTICIPA and Chile's Ministry of the Interior.

The project also consulted and coordinated with the Chile's Servicio Electoral.

2.3.2.5. Intermediate Steps

-Negotiation with and hiring of the NGO PARTICIPA-Chile

-Coordination and follow-up visits to Chile

- Involvement of Ricardo Valverde, representing IIHR-CAPEL, in the Project's Advisory Board

- Fieldwork

- Press Conference to announce preliminary results of the Project (Ricardo Valverde, IIHR-CAPEL and Andrea Sanhueza, Executive Director of PARTICIPA-Chile).

- Final Report of the Project

2.3.2.6.   Results or Products

-Evaluation of the funding rules in force.

-Set of recommendations on their strengthening or amendment.

2.3.2.7.   Impact Indicators

"Increased knowledge and capacity for political control, by the citizenry, with respect to electoral spending."

This monitoring Project, while limited in terms of space and the type of electoral spending, is a good demonstration that citizen oversight and measurement are possible, desirable, and make a good contribution to identify problems or gaps in the law.

"Application of recommendations for the strengthening or amendment of the political funding rules"

Said Law on electoral spending regulates funding, limits and controls electoral expenses, establishing how individuals and firms can contribute resources of any type to candidates to public office, to political parties, and to political training institutes.

Thus, in the recent elections, the project corroborated that the maximum limit of electoral spending for Mayors was equivalent to 120 UF plus 3% of a UF for each of those registered in the voter lists of each municipality. In practice, this meant that the maximum amount varied from approximately $ 2,200,000 (Tortel) to $ 90,000,000 (Valparaíso, Viña del Mar).

Through the results obtained by monitoring, PARTICIPA-Chile was able to clearly establish that the disparity in electoral spending among the candidates is enormous. In the case with the greatest disparity, in the municipality of Providencia, the difference was approximately 75 times between the candidate who spent the most and the following one. In the other cases with major disparity (Santiago, Macul, Las Condes and Cerrillos), the difference in spending was 4 or 5 times. The second important finding is that electoral spending of the candidates of the major political coalitions in the country is disproportionate with respect to the candidates of the other parties and the independent candidates. Finally, based on the sample, the UDI and DC candidates' electoral spending was the highest.

Despite the findings mentioned above, after monitoring electoral spending we can assert that measurement of this spending is a task that cannot be carried out extensively. There are multiple expenses that cannot be measured or controlled by a body other than the political party or the candidate. This includes, for example, the following expenses: advisory services regarding communications, marketing, door to door, gifts, leaflets, stationery, mailing. These expenses will be declared by the political parties or candidates only if it is convenient for them or

they are interested in doing so, but they might be left out and nobody would be aware of this. In other words, no one could prove that the expense in fact occurred.

Other expenses are very difficult to measure but if there were a body with oversight functions and with sufficient resources, they would be measurable, such as surveys or phone campaigns. On the other hand, we must also underline that it is very difficult and costly to infer from the monitoring the exact expenses that the candidates and the parties may have incurred regarding publicity on the public streets, since for this it would be necessary to monitor all streets every day.

Means of Verification

-Final Report of the Project to Monitor Electoral Campaign Spending in the Framework of the New law on Political Funding (Annex 5)

2.3.3. El Salvador: Project to Identify Possible Collaboration to Improve Participation, Transparency and Accountability in the Salvadoran Political Party System

2.3.3.1.   Description

Given the short time available to develop this project, we took into account a set of academic inputs with processed information and field corroboration through a visit by IIHR-CAPEL consultants, between September 12 and 25, 2004, to El Salvador, to talk directly with political, social, and academic actors, with the aim of learning about their specific concerns, comments, and possible solutions regarding democratization and opportunities to strengthen the parties.

The group of consultants (which included political scientists Álvaro Artiga, a Salvadoran, and Andrés Araya, a Costa Rican; subsequently reinforced by Cathy Niarchos from USAID-Washington), in coordination with the Director and the IIHR-CAPEL technical team, systematically organized the results of the study based on the inputs obtained and systematically processed, seeking to interpret in a concise manner the diagnosis, the specific proposals, the conclusions, and the recommendations obtained regarding potential future actions in connection with real possibilities to develop in this field.

2.3.3.2 Method

The **"Project to Identify Possible Collaboration to Improve Participation, Transparency, and Accountability in the Salvadoran Political Party System"** was developed by means of interviews to 36 various actors involved in the issue of the Salvadoran political system, from diverse sectors: entrepreneurial, social, academic, the media, members of the Tribunal Supremo Electoral, the Supreme Court of Justice, analysts, and politicians with various ideological orientations.

The interviews were structured by means of a questionnaire based on four questions, with three guiding themes, which was improved and expanded in the course of the interview and in accordance with the possibilities, time, knowledge and availability of each interviewee, to adjust it to their interests.

The guiding themes on which this structured interview was based were the following:

- ➢ Importance of political parties for democracy
- ➢ Crisis of political parties
- ➢ ***Strengthening of political parties***

2.3.3.3.   Background / Justification

El Salvador has a partisan political system in which democratic participation within the parties and by the citizenry is weak, and there is a lack of transparency and responsibility. Various sectors within El Salvador have expressed their growing concerns and seek to comprehend the original causes and possible alternative solutions to this phenomenon, through approaches that strive to understand and, if possible, correct the situation in coming years.

As part of this concern, USAID-El Salvador entrusted IIHR-CAPEL, through a group of consultants, to collaborate in development of a *Project to Identify Possible Collaboration to Improve Participation, Transparency, and Accountability in the Salvadoran Political Party System*, seeking to justify a greater presence in and support for this area.

2.3.3.4.   Officers in Charge and Coordination

The IIHR-CAPEL technical team, in coordination with specialized consultants, with support from the USAID-El Salvador local office.

Participation of Cathy Niarchos from USAID-Washington was significant for the fieldwork stage.

2.3.3.5.   Intermediate Steps

- -   Sending of the proposal by USAID-EL Salvador (terms of reference) to IIHR-CAPEL.

- -   Coordination mission with a member of the IIHR-CAPEL technical team to El Salvador to review and specify certain aspects of the terms of reference.

- -   Identification of consultants.

- -   Execution of the consultantship.

- -   Preparation of the Final Report of the consultantship.

2.3.3.6.   Results or Products

-Report of the *Project to Identify Possible Collaboration to Improve Participation, Transparency, and Accountability in the Salvadoran Political Party System* (Annex 6), sent to USAID-El Salvador in the original Spanish version and the English translation.

2.3.3.7. Impact Indicators

"Strengthening of the Salvadoran political system, in aspects pertaining to democratization, transparency, and accountability of the political actors"

Perceptions of the interviewees, and therefore the findings, expressed a great variety of approaches; nevertheless, they clearly agreed that it is timely and positive to address certain specific topics and there is a need to create a favorable environment, to generate public opinion and to develop proposals geared toward strengthening the political system, specifically regarding aspects that pertain to democratization, transparency, and accountability of the political actors, in the sphere of the institutions and the political parties.

The main conclusions include:

a) 18 factors were identified for this study that influence strengthening of political parties in terms of democratization, transparency, and accountability. Not all these factors are perceived as being equally important; those pertaining to transparency and accountability stand out.

b) The factors may be classified in terms of "improvement of procedures or institutional development" and "education of the citizenry or enhancement of awareness."

c) Implementation of actions along any of these axes, to strengthen internal democracy in the parties, transparency, and accountability, will face situations of reinforcement and resistance.

d) Reinforcement and resistance may be institutional or by individuals and groups.

e) Interventions regarding the factors where the reinforcements are institutional and by individuals or groups have a greater probability of success.

f) Interventions in factors to which resistance is more by individuals or groups, including those that are cultural in nature, will have a lower probability of success.

g) Intervention strategies must take into account that some actions will have short- and medium-term effects, while others will only have long-term effects. This applies especially to actions where the resistance is more "by individuals or groups" than institutional, and those that seek to attain a cultural impact.

h) Since strengthening the parties seems to be socially accepted, the intervention strategy must take into account what other national and international actors are already doing.

Means of Verification

- Report of the *Project to Identify Possible Collaboration to Improve Participation, Transparency, and Accountability in the Salvadoran Political Party System* (Annex 6).

2.4. LESSONS LEARNED

The first major lesson is that the strategy defined to address the various aspects associated with internal democratization of the political parties has been correct and successful. This observation is valid regarding both quantitative and qualitative aspects, as –in a manner that is consistent with what was reported for this period (October-December 2004) in the component on Strengthening of Electoral Institutions (specifically, development of the workshop "Agenda para el fortalecimiento de los partidos políticos en la Región de Centroamérica y la República Dominicana") – not only was it possible to go beyond an academic approach, by means of this

applied research project, focusing on Bolivia, Chile and the Dominican Republic, and the investigation carried out the IIHR-CAPEL and funded by the Danish cooperation agency for Central America and Panama (*"Democratización interna de partidos políticos en Centroamérica. Avances y tareas pendientes"*), but it was also possible to develop two national experiences of concrete application in Chile and El Salvador.

In the latter case, we must reiterate that for the IIHR-CAPEL, academic studies and diagnoses are not merely reflexive in nature or exclusively focused on doctrine; instead -whether or not they were generated by the same donor- they have a fundamental practical vocation. The best demonstration of this is the great instrumental usefulness and strategic orientation value for the report on El Salvador of the research sponsored by the Danish cooperation program (PRODECA) for Central America and Panama.

Thus, we move from a primarily academic area (which combined *desk work* and *application of instruments by specialized consultation)* to one involving perspectives regarding regional and sub-regional approaches, subsequently complemented by national experiences: in Chile the monitoring of electoral spending, an essential expression of transparency, together with a specialized and widely recognized NGO such as PARTICIPA-Chile; and in El Salvador, seeking to specify the possible outline of a short- and medium-term strategy, for the USAID local agency to define its direction and priorities regarding support for political parties in that country.

This quarter (October-December 2004) has demonstrated that this broad range is possible and feasible; that this can be linked through the direction of the IIHR-CAPEL, its technical team or its group of consultants, or by activating various academic, electoral, or citizen organization networks that influence political processes.

The study to monitor electoral spending in Chile shows that the alliances of the IIHR-CAPEL with prestigious civil society organizations, such as PARTICIPA-Chile, have a positive impact on issues that are core concerns (such as funding and control of electoral spending, all the more so because October 31, 2004 was the inauguration of recently enacted legislation to address this matter). They are also very feasible and interesting in terms of the media, and they enable the Electoral Body and the political actors to receive observations first-hand, leading to possible adjustments or to a more effective enforcement of the existing provisions.

Based on the lessons learned in the Chilean electoral process, the law should be amended at least regarding the following aspects:

- Public contributions must be established in such a way that there is certain equity in campaign spending. The results of the monitoring show that the difference in spending is enormous and that the minor candidates are unable to make themselves known to the citizens. Current provisions do not enable progress regarding this aspect.
- Rates of service suppliers must be public. This is the only way to establish with some degree of certainty the amount that candidates and parties have spent on inputs for electoral spending.
- Enhancement of the oversight powers of the Servicio Electoral. It is well known that the law is effective insofar as there are truly significant sanctions to dissuade non-compliance. On the other hand, there is a need for an independent body that can oversee compliance with the law. The current wording of the law does not give the Servicio Electoral explicitly established oversight authority throughout the whole period of electoral spending, which is

precisely when it is possible to monitor or oversee spending. On the other hand, it cannot act upon its own initiative to file charges regarding non-compliance with the legislation, but rather must act on the basis of a complaint filed by a candidate or a political party.

- With respect to the above, it is also necessary for the law to establish public complaints, in other words, for any person to be able to file a complaint regarding non-compliance with the law, especially in a matter of public interest.

- Sanctions under the current law are not an incentive to comply with it. Currently, fines are two, three or five times the excess, which in the case of the candidates with financial resources will be included in their spending plan. It should be taken into account that there are countries where the penalty in case of disregard for the law is loss of the position.

- Regarding transparency of private contributions and in face of the enormous inequality in spending among the various candidates and parties, the position of an important part of civil society during the discussion of the current law seems to be significant: there must be information and transparency regarding the origin of the funds. The current legislation established the system of anonymous, reserved, and public contributions. Only those classified as public contributions –those in excess of 600 UF for a candidate or 3,000 UF for a political party- can be disclosed. The law creates an incentive for most contributions to be anonymous or reserved. The former (under 20 UF) enable subdividing contributions into amounts smaller than 20 UF.

Finally, the support requested by and provided to USAID-El Salvador for such a delicate task as its strategic definition, setting priorities and identifying challenges and possible obstacles (generated through a very rigorous methodology based on gathering, systematically organizing and presenting information provided by the institutional and political actors themselves), not only shows its feasibility and trust in the past work of an institution such as the IIHR-CAPEL, but also provides concrete content for the strategy in which institutional support received from USAID-Washington to implement agreed-upon components of the Cooperation Agreement, can be complemented by addressing concrete needs of local USAID agencies in the various countries of the Americas. All the better if this is a clear expression that democratization of political parties may, at the same time, manifest itself, in a parallel and multiple manner, in the regional, sub-regional, and national spheres.

2.5.   Updated 2004 Timetable

To record the changes in project execution during 2004, we are attaching the timetable updated to December 2004.

SCHEDULE FOR 2004-PROJECT: EQUAL REPRESENTATION AND POLITICALPARTY REFORM
Updated December 2004

ACTIVITIES	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
Systematization of practices translated into models and recommendations	■	■	■	■	■	■	■	■				
Identification of multiplies agents in countries selected										■	■	
Mission and local forum Bolivia												■
Mission and local forum Dominican Republic												■
Mission and local forum Chile												■
Project: Chile Participa									■	■	■	■
Project: El Salvador									■	■	■	■