

PROGRAM FOR MODERNIZATION OF THE CONGRESS OF COLOMBIA

(CO-0165)

EXECUTIVE SUMMARY

BORROWER:	Republic of Colombia		
EXECUTING AGENCY:	The Congress of the Republic of Colombia		
AMOUNT AND SOURCE:	IDB:	US\$ 6 million (OC)	
	Local counterpart funding:	US\$ 4 million	
	Total:	US\$10 million	
TERMS AND FINANCIAL CONDITIONS:	Amortization period:	20 years	
	Execution period:	3 years	
	Disbursement period:	42 months	
	Interest rate:	variable	
	Inspection and supervision:	1%	
	Credit fee:	0.75%	
	Currency:	US dollars from the Single-Currency Facility	
OBJECTIVES:	Overall objective: This technical cooperation will help the Congress of the Republic of Colombia to design and carry out a modernization and institution building program that will enable it to: (i) reinforce the structure and institutional capabilities of Congress in order to improve its efficiency and effectiveness through modernization of its procedures, organizational criteria and operations, and by providing suitable staffing levels and equipment; (ii) review the process by which laws are drafted to improve their quality and legal certainty; (iii) renew and strengthen the fiscal mechanisms and controls mandated for this branch of government; and (iv) improve the links between Congress and Colombian society, and raise awareness and appreciation of its works by the general public.		
DESCRIPTION:	To achieve these objectives, the program will provide funding primarily for the hiring of consultants and purchase of the equipment required to carry out the following seven components: (i) review of current parliamentary rules and procedures and assessment of the existing technical assistance,		

staffing and information systems (US\$221,000); (ii) placement in operation of the new organizational structure and implementation of Congress' new parliamentary rules and procedures (US\$336,000); (iii) establishment of a new in-house system for the provision of specialized advisory services (US\$2,018,000); (iv) reorganization and reinforcement of congressional administration (US\$1,420,000); (v) preparation of a master plan for computerization (US\$3,550,000); (vi) creation of a congressional documentation center (US\$618,000); and (vii) improvement of the links between Congress and Colombian society (US\$492,000).

This project is divided into seven components which are designed to be carried out sequentially, with two basic stages, in respect of the amendment and eventual passage of the new Law No. 5a. The program will begin with component I, which will include a thorough review of existing parliamentary rules, accompanied by an assessment of the current status of the institution's technical advisory services, support staff and information systems, all of which are essential for the development and eventual passage of new rules by the Congress. Once the new legislation has been debated and passed, the program will enter a second stage with its remaining components devoted to implementing the new law and introducing the new system of advisory services, the new administrative organization, and the congressional documentation center. It is necessary to begin the effort to improve the linkages between Congress and Colombian society immediately, since this will play a catalytic role in the reform process. Annex III-2 contains a detailed analysis of the schedule of activities, and the Logical Framework for the program is set out in Annex III-3.

A project executing units (PEU) will be set up to execute the program, ensure its continuity without political interference, and follow up on the program.

**ROLE OF THE PROJECT IN
THE BANK'S COUNTRY
AND SECTOR POLICY:**

Colombia is beset by serious internal security problems, accompanied by a complex economic situation which had led to shortages in the social sectors, inadequate active capital formation, and slowing of development. Since August 1998, the new administration has been grappling with the difficult task of achieving peace and at the same time putting the country's economy back on track towards sustained growth. Consequently, one of the main planks of the Bank's strategy

for Colombia is to support the peace process and its ongoing success, fostering dialogue and national consensus, as well as increasing the state's presence in all parts of the country. This strategy also includes among its objectives the following:

(i) poverty reduction and narrowing of the gap between rich and poor, through support for training and social programs, and access to productive assets and basic social services; (ii) consolidation of the decentralization process, strengthening of civil society and local and regional institutions based on respect for territorial laws; (iii) modernization of government services through restructuring of institutions and public finance, and strengthening of regulatory mechanisms; and (iv) promoting sustainable growth, restoration and creation of production infrastructure, and environmental protection, with the help of the private sector. The proposed program is therefore consistent with the goals of the Bank's country strategy for Colombia.

**ENVIRONMENTAL/
SOCIAL REVIEW:**

In the environmental review carried out on August 25, 1995, it was determined that this project will not affect the environment in any way. As to its social effects, it is expected that improved legislative operations will have a positive impact on Colombian society.

BENEFITS:

Modernization of the State is one of the central objectives of the Bank's strategy for Colombia. Where institutions are weak, developing a sustainable democracy becomes impossible. In order to build such a democracy, therefore, it is essential that the State be strengthened. At the same time, it is clear that revamping the legislature is a vital element in government reform programs. Without it – no matter how much the other branches of government are strengthened – there will be little progress which progress towards a democratic state, towards economic and social development in general, or towards the restoration of peace in Colombia in particular. For these reasons, modernizing Colombia's Congress is given highest priority under the Bank's strategy of encouraging government reform, and is what the present operation is designed to support. Modernization or reform of Congress is also perceived as a major national priority by most Colombians, and will be critical to improved national governance.

RISKS:

Since execution of the program could span three different sessions of Congress, the first risk to the operation is a shift away from reform as new officers are elected to in both

Chambers. To ensure continuity and reduce this risk, the Senate and Chamber of Deputies have issued a joint congressional resolution under which retiring speakers will become members of the Reform Committee for the duration of the execution period, which is expected to be three years. Thus the committee will have two additional members added each year. The technical executing unit will also maintain its independence throughout execution, regardless of changes in the two chambers of Congress.

It should be noted in connection with the above that the Reform Committee has been doing an excellent job of rallying support for the reform process and maintaining dialogue with members in both chambers. So far, members of Congress have shown remarkable political resolve, consensus and enthusiasm for the reforms put forward by the executive. Moreover, it has been agreed with the legislative authorities that the speakers will issue a joint resolution endorsing the principles for reforming each chamber's rules of procedure, as previously agreed upon with the Bank and approved by the Reform Committee of the Congress of the Republic. Finally, the design of the operation must be such that its components can be carried out in sequence, beginning with those that do not require legislative changes and then continuing with the others after the new law has been approved. In the same way, the design must include periodic evaluations which will be carried out jointly by the executing agency and the Bank in order to assess progress in modernizing Congress and, based on the results obtained, to take the necessary measures to ensure the success of the Bank's program.

**SPECIAL CONTRACTUAL
CONDITIONS:**

Before any resources can be released under this operation, the executing agency must submit the documents listed below.

Prior to the first disbursement of technical cooperation funds, the borrower, through the executing agency, must:

- a. Present the resource transfer and project execution agreement signed by the borrower and the executing agency, in which the borrower undertakes to transfer the financing resources and local counterpart to the executing agency and the executing agency undertakes to fulfill all of its obligations.

- b. Set up the PEU and present evidence that its members have been selected in accordance with the terms of reference and procedures approved by the Bank.
- c. Issue a joint resolution by the chairmen of the two Executive Committees endorsing the principles for reforming each chamber's rules of procedure, as previously agreed upon with the Bank and approved by the Reform Committee of the Congress of the Republic, including a recommendation in the text of the draft reform in Law No. 5a that the information systems of the Congress be unified to facilitate development of the computerization master plan.
- d. Present the action plan and execution timetable for the first year, which must indicate, inter alia, which components will begin prior to the approval of regulations for Law No. 5a. If necessary, the schedule for components affected by the reforms may be reviewed once the legislative rules have been approved.

The provisions set out in the following paragraphs are also included as special conditions: paragraph 3.73 (semi-annual meetings), 3.77 (hiring of consultants), and 5.2 (final evaluation).

**POVERTY-TARGETING
AND SOCIAL
CLASSIFICATION:**

Not applicable.

**EXCEPTIONS TO BANK
POLICY:**

None

**PROCUREMENT OF GOODS
AND SERVICES:**

It is recommended that international competitive bidding be used for the procurement of goods and services valued at the equivalent of US\$350,000 or more, and for consulting services valued at US\$200,000 or more. Procurement in amounts below these thresholds will be subject to the laws of Colombia (see Annexes B and C of the Loan Contract).

I. FRAME OF REFERENCE

A. Background

1. The 1995 project

- 1.1 In 1995, the Bank and the officers of both chambers of Congress agreed to begin processing a reimbursable technical cooperation operation aimed at developing a program to support the modernization of Colombia's Congress. Agreement in principle was reached on a program consisting of five basic components: (i) administrative strengthening and reform; (ii) technical assistance with legislation; (iii) computerization master plan; (iv) modernization of library services; and (v) raising public awareness of the work done by the legislature. Congressional authorities and the Bank also agreed that to facilitate changes in their operations, the legislative chambers would have to pass new rules of procedure (Law No. 5a) prior to approval of the program by the Bank's Board of Executive Directors. The Bank hired a consultant to assist the Ad Hoc Reform Committee in drafting the new rules of procedure.
- 1.2 The Bank began processing the proposal, which has now been approved by its Loan Committee. However, although the preparation of the new rules of procedure was completed, a series of circumstances arose which prevented Congress from debating the bill. As a result, the act was not approved and the program has been postponed indefinitely.

2. The new operation

- 1.3 In October 1998, the Speaker of the Chamber of Representatives visited Washington to underscore the interest of Colombia's Congress in the operation, and to reopen dialogue with the Bank aimed at restarting the approval process. Subsequently, the President of the Senate likewise reaffirmed the priority attached to the operation. In October and November 1998, the Bank carried out two missions for the purpose of renewing the project preparation process.
- 1.4 Just as they had done in 1995, the officers of Colombia's Senate and Chamber of Representatives in November 1998 created a Committee for Modernization and Institutional Strengthening of the National Congress, made up of members from both houses. This committee began immediately to study the main needs of Congress and to review the rules of procedures and proposals drawn up in 1995 to determine which were still relevant.
- 1.5 As a result of the abovementioned missions and re-examination, and except for a few incidental changes and additions, the five components developed in 1995 were maintained as originally proposed. It was also decided that in order to modify the

existing rules of procedure and assimilate the proposed changes, the strategy and methods for achieving this objective would have to be revised.

- 1.6 Under the new strategy, the following have been incorporated into the program: (i) direct support for the review and debate of the integrated reforms proposed for the rules of procedures in the Senate and Chamber of Representatives; and (ii) day-to-day support during the transition period including technical assistance for the examination and implementation of the new rules and procedures within the various bodies of the Congress. These changes in strategy and methods are deemed essential to the passage of Law No. 5a and adoption of the new rules, since they will permit the legislators to "take ownership" of the reform process and avoid the appearance of its being imposed from the outside.
- 1.7 With respect to the original components of the program, it is proposed that specialized technical assistance be extended beyond the Committees for Modernization, to include all of the bodies in both houses (Speaker's Office, working committees, plenary, etc.). The component for raising public awareness has also been recast to focus on the linkages between Congress and Colombian society, seeking to explain the reform process to the public and invite the most representative groups to become involved in the task of modernizing the country's legislature.
- 1.8 Meanwhile, in order to help advance preparations for the project, the Bank approved nonreimbursable Technical Cooperation ATN/SI-6367-CO in January 1999, with a mandate to help the officers and Ad Hoc Reform Committees in the Chamber of Representatives and Senate design and implement a process to modernize Congress as the basis for this operation.
- 1.9 In February 1999, a seminar-workshop on the modernization of Colombia's Congress was held under the sponsorship of the Bank and USAID. Its purpose was to present the broad outlines of the modernization program to members of Congress, instill a greater sense of commitment and political will to carry through on the reforms, and make the members aware of the characteristics and challenges facing contemporary parliamentary bodies. The seminar included presentations by experts from Europe, Latin America and North America, and was attended by over 200 individuals, most of whom were parliamentarians. The seminar succeeded in strengthening political commitment, developing a consensus between the two chambers, and convincing a large number of Colombia's legislators to support a "cultural" change in the conception and modus operandi of Congress.

B. Present constraints on Congress

- 1.10 One of the aims of the Political Constitution enacted in Colombia 1991 is to restore the balance of power between branches of government, which had traditionally been heavily weighted in favor of a strong executive branch. However, only modest efforts have been made since that time to bring Congress up to the level of its new

responsibilities, primarily because it lacks the necessary institutional capabilities to cope with current challenges.

- 1.11 Public confidence in Colombia's Congress has eroded in recent years. According to a recent survey on how Colombians perceive government institutions,^{1/} only 25% of the respondents believed that Congress was doing a good job – well below the President's 42% approval rating. Another study carried out by the University of the Andes' CEDE in 1996 concluded that "legal provisions in Colombia generate more conflicts than they resolve," reinforcing the finding released by the Ministry of Justice in 1994 that in Colombia the volume of regulations doubles every eight years, and that this legislative "explosion" lowered the value of laws in general and rendered them unenforceable.
- 1.12 There is widespread agreement that the quality of Colombia's legislative process and resulting laws could be strengthened by a simultaneous attack on the various obstacles which hamper the performance of its lawmakers. The most important problems facing Congress are: a severe lack of internal organization and the elements necessary to strengthen its institutional capacity; obsolescence of its overall organizational structure, and its parliamentary procedures and operations; an administrative structure that lacks clear lines of authority and well-defined limits on the duties and responsibilities of members; absence of an internal support system to provide professional assistance with the drafting of legislation; lack of adequate information systems; the need for modern library services; and the absence of effective communications with the public at large.
- 1.13 In addition to the broad-perspective need to change the "culture" of its members, and modernize its rules and procedures, Colombia's legislative branch faces a number of specific problems already described in the foregoing paragraph, foremost of which is the weakness of its administrative capacity. This is primarily the result of an organizational structure whose operational functions are largely ineffective and inefficient; the lack of clear and transparent procedures for the procurement of goods and services; and the persistent use of criteria other than performance for the recruitment and promotion of personnel.
- 1.14 Secondly, the present sources of technical support for legislative tasks are uneven in quality. Members of Congress must use ad hoc mechanisms to seek professional support services outside the institution itself. In addition, the lack of in-house technical support weakens Congress vis-à-vis the executive branch.
- 1.15 Thirdly, in the area of information processing there are incompatibility problems affecting the few computer systems in operation. The Senate's Systems Planning Division and the Office of Planning and Systems of the Chamber of Representatives

^{1/} See Napoleón Franco, 1999.

are understaffed and lack the institutional authority and appropriate means for coordination and cooperation.

- 1.16 Fourth, the backlog and delays in Congress's library services (including its periodicals and newspaper collection, gazettes, legislative archives and general holdings) are substantial. The needs in this area go beyond computerization of services, however, and include placing administration of the library under a single administration to raise the quality of its services and information activities in order to turn it into a cornerstone of the legislative process.
- 1.17 Fifth, the information and press offices have serious problems requiring immediate and effective action. On the one hand, they are in need of reorganization and competent staff. And on the other hand, the journalists running these offices are not career employees and can be replaced at the whim of the authorities in each chamber, frustrating any serious effort to upgrade their functions. In short, Congress has become disconnected from the public who have no appreciation of the work of lawmakers.

C. The government's response

1. The Congress of the Republic

- 1.18 Given these constraints, the previous legislative authorities set as one of their top priorities the need to improve the effectiveness of Congress in its lawmaking, oversight and representative capacities. Recognizing that meeting these challenges would require the investment of large-scale human and material resources, the legislative authorities took the initiative of requesting the Bank's support for this endeavor. In 1999 the new leaders of the legislature reaffirmed this need, expanding the request for Bank assistance to include support for a major review of congressional rules of procedure, technical assistance in bringing about a cultural shift in parliamentary education, and help in developing the mechanisms for creating closer ties with Colombian society.
- 1.19 Colombia's Congress has already begun the process of modernization, for which it has created various reform committees (in both the Senate and the Chamber of Representatives) that have been assessing the principal needs of Congress and – by means of internal debates – drawing up the basic principles that will govern the new rules of procedure reflected in what will eventually become the new Law No. 5a. The success of this initiative will not only provide more and better resources for meeting public needs, but at the same time help Congress to act as a check on the other branches of government and to better represent the country's citizens.

2. The executive branch

- 1.20 The new administration that took office in August 1998 has indicated that one of the prime objectives of its policy will be to improve the ability of the State to command

the respect of its citizens. One of the actions already taken in pursuit of this objective has been to initiate a process of negotiations with rebel groups in order to seek a negotiated end to armed conflict.

- 1.21 In addition, the government has submitted a constitutional reform package to Congress, some of the most important points of which include reforming the electoral system and political parties, and the general rules and procedures of Congress. There is widespread consensus that the weakness of Colombia's political party system, together with its fragmented nature, is having a major impact on the State's legitimacy.
- 1.22 Governance of the country is being undermined by the perception that these parties are nothing more than symbolic banners for artificial highly fragmented groupings representing the interests of small groups and not those of the electorate as a whole. All of this results in a lack of the political leadership necessary to push through the most important programs needed by the country. This, in turn, has caused the public to lose confidence in the effectiveness of Congress in general, and in the capacity of their elected representatives to reach consensus on major issues, in particular.
- 1.23 Faced with this situation, the government has set itself the task of improving the country's governance by reforming its political parties and electoral systems, which will lead to greater efficiency and effectiveness within Congress, give the various groups a greater say in decisions, improve the quality and orderliness of debate, enhance the ability to reach consensus, and in future remove the incentives which have led some segments of the population to use violence in pressing their political claims.
- 1.24 Specifically, the government intends to reform: (i) the electoral system; (ii) campaign financing; and (iii) the statutory rules governing political parties, strengthening and consolidating their internal organization to promote the creation of political caucuses as a means of improving party discipline. With these reforms, the government will have made significant progress toward strengthening the independence of Congress and enhancing its technical capacity so as to improve the quality of the nation's laws and make Congress more efficient in exercising the political control entrusted to it.
- 1.25 While the modernization effort begun by Congress at its own initiative is closely related to, consistent with, and supportive of the reforms being introduced in the executive branch, its implementation is not dependent upon approval of the reforms planned for that branch, which have already passed first reading, with the second and final reading expected to take place in June 1999 during the present legislature.

D. The Bank's experience in the sector

- 1.26 Since the Eighth Replenishment, modernization of the State has been one of the central objectives of the Bank's strategy for the region. The Bank has financed

programs for modernization in the executive, judicial and legislative branches. To date, the Bank has funded over 15 operations to modernize parliamentary bodies in the region. This provides a wealth of experience which has been put to good use in the design of the present operation.

- 1.27 Throughout the preparations for this operation, the Bank has been working in close coordination with USAID, which also possesses a great deal of experience in the area and is currently considering a proposed program for Colombia's Congress that will reinforce the Bank's activities.

E. Program rationale

- 1.28 A modernization program of the sort proposed here, which seeks to support an integrated package of reforms for Colombia's Congress, poses important methodological requirements. Since it calls for structural changes, the program will first of all require the highest possible level of consensus among leaders and representative forces. In essence, the operation will need a concerted national effort from the country's leading social and political players. Secondly, since the program requires Colombia's political leaders to approve rules of procedure governing their own conduct, which will come under intense pressure from exponents of traditional parliamentary operations, it will be necessary to prepare the ground beforehand by inculcating the values and beliefs that underlie the proposed changes. The consultation process must therefore be rigorous and complete, and the "cultural" and political commitment to carry it out must be unstinting.
- 1.29 Finally, the program must also take account of the need to adapt the new criteria to those which constitute the essential core of the institution and must therefore be maintained. In short, what is required is an internally consistent package of reforms.
- 1.30 For these reasons, the project has been designed to take a twin-track approach in supporting the process of legislative change, providing both technical assistance for legislators on the contents of the rules themselves, and cooperation in explaining the underlying rationale of the changes to all levels of society. As seen below, these constitute two major components of the program.
- 1.31 The design of the operation calls for its components to be carried out sequentially in two basic stages related to the passage of Law No. 5a. In its first state, the program will begin with a thorough review of existing legislation, accompanied by an assessment of the current status of the institution's technical advisory services, support staff and information systems, all of which are essential for the passage of new regulations by the Congress. Once the new law has been debated and passed, the program will enter a second stage consisting of components devoted to implementing the new law and introducing the new system of advisory services, the new administrative organization, and the congressional documentation center. It is necessary to begin the effort to improve the links with Colombian society immediately, since this will play a catalytic role in the reform process.

- 1.32 In order to carry out the program and ensure its continuity without political interference, a Project Executing Unit (PEU) will be created with a mandate to oversee the program.
- 1.33 The Bank's strategy for Colombia includes as one of its main objectives to support the peace process and its ongoing success, fostering dialogue and national consensus, as well as increasing the state's presence in all parts of the country. Another of its goals is to support modernization of government services by restructuring institutions and public finance, the judicial system and the legislative branch, and through the strengthening of regulatory mechanisms. The proposed program is therefore consistent with the goals of the Bank's country strategy for Colombia.

II. OBJECTIVES

- 2.1 **Overall objectives.** This operation will help the Congress of the Republic of Colombia design and carry out a modernization and institution building program that will enable it to: (i) reinforce the structure and institutional capabilities of Congress in order to improve efficiency and effectiveness through modernization of its procedures, organizational criteria and operations, and by providing suitable staffing levels and equipment; (ii) review the process by which laws are drafted in order to improve their quality and legal certainty; (iii) revalidate and strengthen the fiscal mechanisms and controls mandated for this branch of government; and (iv) improve the linkage between Congress and Colombian society, and raise awareness and appreciation of its works by the general public.
- 2.2 The **specific objectives** of the program are to:
- a. Conduct a thorough review of parliamentary rules and procedures (Law No. 5a) as a prelude to modernizing the organization and operations of Congress.
 - b. Implement the new organizational structure, assist in the day-to-day application of the new legislative rules, procedures, and controls, describe the operational steps to be followed and how written works should be combined with debate on the floor, and promote the development of instruments for scheduling and planning activities and a model for debate that will improve the contents of the proposals considered.
 - c. Establish a system for specialized in-house technical assistance for the organs of both houses, and in particular for the legislative committees.
 - d. Organize the administrative machinery and staff classification system, showing lines of authority for reporting to the executive bodies of the houses of Congress, with a breakdown to indicate professional qualifications, political neutrality, specialized training and the duties of each position.
 - e. Provide both houses and their members with the material means for achieving the above objectives, drawing on advances in technology and modern computerization combined with efficiently organized and managed traditional library and archival documentation systems operated by trained personnel with access to the relevant computerized information systems.
 - f. Formulate and execute a strategy for raising public awareness of the work done by the legislature to make its relationship with civil society more transparent and improve its image among the public in general.

III. DESCRIPTION OF THE PROJECT

A. Activities

- 3.1 To achieve these objectives, the program will primarily provide funding for the procurement of consulting services and equipment required to carry out the following seven components: (i) review of the current rules and procedures used by Congress; (ii) placement in operation of the new organizational structure and implementation of Congress's new parliamentary rules and procedures; (iii) establishment of a new in-house system for provision of specialized advisory services; (iv) reorganization and reinforcement of congressional administration; (v) preparation of a master plan for computerization; (vi) creation of a congressional documentation center; and (vii) improvement of the links between Congress and Colombian society.

- 3.2 Careful execution of the above components will be coordinated by the Project Executing Unit (PEU), whose principal task will be to provide continuous monitoring of each operation. The PEU will be made up of: a project head (international), an administrative coordinator, an expert in organizational methods and human resources, an expert in computer systems, a financial analyst and a secretary.

- 3.3 The following paragraphs present a detailed description of the components and their method of implementation.

1. Review of current parliamentary rules and procedures and assessment of the existing technical assistance, staffing and information systems (US\$210,000)

a. Description

- 3.4 This component will be the first to be executed and consists of four types of activity: (i) a thorough review of the current rules and procedures; (ii) an assessment of the current status of the institution's specialized technical assistance services; (iii) an analysis of its present personnel roster; and (iv) a study of Congress's local area network. All of these are essential for drafting a bill setting out new regulations for Congress and its new organizational structure, including the respective materials (computer systems) and human resources (technical staff).

(i) Review of rules and procedures (US\$93,000)

- 3.5 For Colombia's Congress to adopt the increasingly complex organizational structure and ever-greater division of labor which characterize modern parliaments, it will be necessary to review the current regulations of the Senate and Chamber of Representatives as set out in Law No. 5a governing their organizational, procedural

and budgetary aspects, staffing levels and infrastructure. This review will have the following objectives:

- a. To separate the duties of Congress as an institution^{2/} from tasks that are strictly political in nature (i.e. involve partisan politics), formalizing the organizational structure and lines of authority within the institution, and redesigning and strengthening the division of labor between senior administrative bodies responsible for maintaining core institutional functions (Office of the Speaker, Executive Committee, committee chairmen) or for policy planning and management (Council of Floor Leaders), and those charged with conducting legislative work, carrying out the measures passed by the houses and maintaining internal controls.
- b. To redesign the organizational structure and operations of Congress around groups of legislators that will act as the main pillars of the institution's operations, taking the lead in the submission of initiatives, deciding which procedures to follow, and organizing the debates and the adoption of motions.
- c. To rationalize the work of the plenary, redistributing activities between that body and the various organs of both houses, including executive (Executive Committee, Steering Committee, Council of Floor Leaders) and working bodies (committees, subcommittees, working groups), with special emphasis on strengthening the committees.
- d. To establish a balanced distribution of activities among individual legislators and the groups.
- e. To raise the level of initiatives and help Congress decide which ones to continue examining, to ensure that the Chambers' work is based on texts that have been carefully thought-out and sufficiently prepared.
- f. To formalize and delineate parliamentary procedures and the formalities to be observed, with the use of written texts to support debate on the floor. This applies to the formal drafting of legislation as well as modern information, oversight and control procedures.
- g. To provide a suitable model for debate in order to improve the content of proposals under consideration.
- h. To provide instruments for scheduling work and planning activities permitting sufficient advance notification of the calendar of meetings and their agendas.

^{2/} These refer among other things to administrative tasks, evaluation of legal qualifications, managing procedures, protecting minority rights, equitable distribution of logistical resources to all legislators.

- i. To redesign the administrative regulations governing Congress in order to supply sufficient and reliable information sources, and to provide both houses with the means required to carry out their tasks by means of an organization and staffing system tailored to these objectives.

(ii) Assessment of the current status of technical assistance services (US\$18,000)

- 3.6 This subcomponent will begin the process of establishing an independent and professional technical assistance system for congressional bodies to provide support for the preparation, processing and passage of new legislation, covering both substantive and procedural aspects. This system will also provide general advisory service on broader topics, including those required to improve the fiscal oversight and controls exercised by the institution. During this stage before Law No. 5a has been passed, a review of the current status of technical services will be carried out and draft agreements will be prepared to be signed with research centers and universities capable of providing the advisory services listed in the third component of this operation.

(iii) Analysis of the present personnel roster and preparation of draft regulations for the new administrative structure (US\$80,000)

- 3.7 The modernization of Congress's parliamentary administration necessitates precise analysis of the strengths and weaknesses of the current situation. In terms of its organization, this requires comparison of the organization chart resulting from its current regulations, with the actual administrative apparatus as it exists. With respect to support personnel, the task is one of examining the personnel roster and listing the characteristics of the individuals occupying each position. In the area of administrative procedures, this means conducting a detailed analysis of each procedure individually, covering all steps from start to finish and subsequent filing. Special attention will be given to the system for approval, execution and control of costs and payroll.
- 3.8 Under this component, the studies carried out will include an assessment of the current situation to provide the necessary insight for subsequent preparation of the amended regulations and administrative documents, as well as for the decisions to be taken with respect to personnel.
- 3.9 This subcomponent also includes support for the competent bodies of the Chamber of Representatives which will draft the resolutions and agreements for development of the new regulations governing administrative organization. This support will consist of technical assistance for preparation of the organization chart of the administrative departments, drafting personnel guidelines that permit upgrading and professional development of technical staff, drawing up and approval of the personnel roster and list of established positions, and approval of the additional

resolutions needed to develop the provisions for rationalization of Congress's administrative procedures.

(iv) Study of Congress's local area network (US\$30,000)

- 3.10 A consulting firm will be hired to work on the analysis and subsequent design and implementation of a local area network for Congress linking both buildings to the library. This network will be based on generally accepted international standards, and must be able to transmit information in different formats (data, teleconferencing, video). The consulting firm will submit a study of the current system for electronic voting employed in Congress, and propose feasible technical options for immediately initiating its use and for interconnection with Congress's new information network. It will also conduct an analysis of the current status of the PRIME^{3/} system and devise viable technical options for migrating pertinent information to a secure, modern platform which can be maintained and expanded with new technology.

b. Execution

- 3.11 In order to carry out the review of rules and procedures subcomponent within no more than six calendar months, a team of three individual consultants will be required (one international expert to act as lead consultant and two assistants) for a total of 12 person-months of consulting service. These individuals must have international experience in the organization and operations of modern legislatures, so that they are able to carry out the following objectives: (i) provide technical advice and write reports and draft documents as required; (ii) help to explain and assist in the assimilation of the changes and the development of a general consensus on their content and usefulness; (iii) help to ensure technical consistency between the legislative and regulatory reforms, and the proposed constitutional amendment; and (iv) cooperate with executive bodies on the modernization process in order to facilitate subsequent implementation of the changes. The terms of reference for provision of these consulting services are available from the project technical files.
- 3.12 For the technical assistance subcomponent, one individual consultant will be required for a total of 3 person-months of consulting service. This individual will be responsible for studying the current status of the system for technical advisory services, and for preparing invitations to bid used in the recruitment of consulting experts and for any contracts that are to be let to universities and other countries.
- 3.13 For the subcomponent to strengthen the administration of Congress, it will be necessary to hire a consulting firm to conduct the necessary analysis, prepare the

^{3/} PRIME/SILEG is a system for storing all of the laws and respective legislative files up to 1991. Covering more than 30 years of records, the system is currently not being used.

options plan and provide the advisory services required to draft the rules of procedure and final resolutions under the fourth component of this operation.

- 3.14 A consulting firm will be hired for the local area network subcomponent as described in paragraph 3.10.
- 3.15 The terms of reference for the consultants required under this first component are available from the project technical files.

2. Placement in operation of the new organizational structure and implementation of new parliamentary rules and procedures (US\$336,000)

a. Description

- 3.16 The second component of this operation will provide specialized technical support for the different organs of Congress during the first 24 months to facilitate introduction of the new rules of procedure. Given the wide scope and extent of the changes being introduced, a reasonable period is required for their assimilation.
- 3.17 Since the legislative reforms will be carried out partly during, and partly after the administrative reorganization, outside specialized assistance will be needed to support the initial introduction, help overcome complications, and ensure that the changes are consolidated and permanent. With its current human resources and while in the transition stage, it would not be possible to place the new rules in operation and at the same time provide assistance for the day-to-day application of the new rules and procedures.
- 3.18 This component will provide day-to-day assistance to the different bodies in managing the Office of the Speaker, the Executive Committee, and possibly the Council of Floor Leaders or Spokespersons, as well as with the administrative duties of the committee chairmen. It will also help the new administrative departments get a firm grip on the new procedures, while allowing the technical advisory staff to gradually work into their new duties. Finally, it is advisable to draft a manual of parliamentary procedures so that knowledge of the changes and a detailed description of the various formalities are available throughout the organization.

b. Execution

- 3.19 Carrying out this component will require the services of a team of three experts, or a specialized firm with exceptional expertise in the day-to-day practices of legislative bodies, and a strong identification with the principles underlying legislative reforms. The PEU will see to it that these basic principles are adhered to when the procedures are being implemented.

- 3.20 The support provided for congressional leaders and institutions under this component requires a strong presence and availability to respond to day-to-day needs, answer questions, and help the participants develop new routines. This assistance will continue for a period of two years following passage of the rules of procedure, extending for almost the entire duration of the project. The terms of reference for the consultants who will provide this service are listed in the project files.

3. Establishment of a new in-house system for the provision of specialized advisory services (US\$2,018,000)

a. Description

- 3.21 The strengthening of congressional advisory services under this component will address various facets of the process for drafting new legislation: documentation and information for the formulation of legislative initiatives; legal and specialized (social and economic) advice on content; legal advice for the bodies responsible for assessing initiatives and approving or denying admission for consideration; ensuring prompt publication in the congressional gazette and distribution of the text and any amendments within the legislature; preparation of presentations to be given during the debates; advice on parliamentary law when procedural issues arise, and on the content of drafts prepared by each congressional body; the drafting of texts, reports and opinions; supervision of formalities at each step of the procedure, and final drafting, signature and transmittal for formalities outside the legislature.
- 3.22 These advisory services are provided to four main types of clientele: (i) the legislators themselves, both individually and in groups or caucuses (preparing and amending initiatives, participating in debates and votes);^{4/} (ii) the executive bodies of Congress, in particular the Office of the Speaker in both houses and committee chairmen; (iii) the Plenary; and (iv) the committees and their rapporteurs.
- 3.23 Action will be required on three levels under this component:

(i) Current advisory staff

- 3.24 In the case of current advisory staff whose qualifications meet the required standards for their positions, additional training will be provided in the duties they will have after the changes are made to the rules of procedure. If their numbers are too few to cover the minimum staffing level under the new design, the present operation will also finance in-house advisory services, by hiring professional staff and/or research centers to assist the committees until staffing of the technical advisory services can be brought up to the level required. The project design calls for Congress to

^{4/} These in-house advisory services are separate from the assistance that each legislator or caucus will receive under component 4 of this project.

gradually assume the full cost of this measure with its own resources, once the financing provided for this purpose is disbursed under the present program.

(ii) New advisory staff

- 3.25 In future, staffing of new positions specified in the personnel roster will be in accordance with recruitment procedures based on merit, ability, professional qualifications and impartiality to be established for this type of personnel. The format for these procedures will be designed under the present program to define the type of advisory staff that will be sought for Congress in future

(iii) Agreements with universities/research centers

- 3.26 Given the present lack of academic programs in this field, the project will seek to conclude agreements with one or more universities for the creation of advanced courses in relevant topics. Meanwhile, Congress will undertake to develop a practical training program within the institution itself, and to provide grants for students wishing to pursue this field. These agreements may involve universities and parliamentary bodies in other countries to the extent that these universities can train instructors in the relevant topics, and in order that students may become more familiar with other experiences and models.

b. Execution

- 3.27 This component requires the hiring of a consultant for a period of four person-months to be responsible for implementing the system of technical advisory services and preparing the final version of invitations to bid used in the recruitment of advisory staff and for any contracts that are to be let to universities and other countries after passage of the new rules of procedure. The terms of reference for hiring these consultants are detailed in the project technical files.
- 3.28 As indicated earlier, this program will also provide resources to hire professional staff and/or research centers under a plan in which Congress will gradually assume the full cost of this measure with its own resources, once the financing provided for this purpose is disbursed under the present operation.

**4. Reorganization and reinforcement of congressional administration
(US\$1,420,000)**

a. Description

- 3.29 The administrative reform component will consist of three groups of activities: (i) final design of the resolutions and agreements for the development of regulations in the area of administrative organization; (ii) professional development and adaptation of personnel to the new procedures; and (iii) direct support for members

legislature, both individually and in groups or caucuses, in the form of the material means and human resources they require to carry out their duties.

(i) Final design of the resolutions and agreements for the development of regulations in the area of administrative organization

- 3.30 This subcomponent will include a brief review of the drafts prepared in the first component of the project, making the necessary changes to produce a final version once the law is passed by Congress.

(ii) Professional development and adaptation of personnel to the new procedures

- 3.31 This subcomponent is in turn divided into three types of activity: the adjustment of current positions to the new personnel roster; advice on and final preparation of the new administrative procedure manuals; and the introduction of continuing education programs.

- 3.32 The following criteria *inter alia* will apply to the adjustments in the new personnel roster:

- a. A distinction will be made between appointive offices and career civil service positions, as well as between positions on a legislator's staff and officials who are permanent employees serving in an absolutely nonpartisan capacity.
- b. The existing multiplicity of positions will be reduced to a smaller number of occupational categories, each with its own salary scale but having common requirements (especially with regard to academic qualifications), entry tests, and position classifications, as well as salary levels.
- c. Criteria with respect to continued employment, contracting, and new appointments have already been covered under the third component of this project.
- d. Hiring will be based on the principles of publicity, merit and qualifications.

- 3.33 Specifically, organization and procedure manuals will be prepared for all areas of congressional work, and in particular: (a) logistics for the proper supply of goods and services, inventory control and procurement; and (b) the accounting and financial system for preparing and executing the budget, managing cash and treasury and administering the accounts.

(iii) Providing legislators (and caucuses) with the material and human resources required to carry out their duties

- 3.34 As stated above, in-house administrative support is intended primarily for the legislature as a whole and its organs. However, it must be remembered that legislatures provide their members and caucuses with the human and material resources needed to conduct the institution's business. The fundamental criteria for doing so are laid down in the rules of procedure, but normally require detailed, subsequent clarification by the executive bodies.
- 3.35 This component will assist the competent organs in adopting the needed clarifications and help individual legislators in understanding the new rules and procedures so that they can participate on an equal footing in all congressional functions.

b. Execution

- 3.36 To strengthen the administration of Congress a consulting firm will be hired for a period of seven months to prepare the new organization and procedure manuals and provide technical assistance in implementing the administrative reforms. The terms of reference are detailed in the project technical files.
- 3.37 The consulting firm will deliver the final versions of the proposed new rules and organization and procedure manuals to the PEU one month after passage. The proposal will include as well a plan for implementation over a period of seven months following approval of the related regulatory components.
- 3.38 This component will also carry out the personnel restructuring indicated by the consultancy. It is expected that the bulk of the resources under this component will be used for this purpose, with the understanding that Congress will gradually assume these restructuring costs.
- 3.39 The PEU will be responsible for supervising this component and evaluating the work of the consultants. The terms of reference to be used in hiring the consulting firm for this component are detailed in the project technical files.

5. Preparation of a master plan for computerization (US\$3,550,000)

a. Description

- 3.40 The information systems component, called the Plan Maestro de Informatización (PMI), is intended to provide Argentina's Congress with the computer infrastructure needed to support current and future activities in both houses, and possibly common congressional services as well.

- 3.41 To optimize implementation, the PMI will require the creation of a Central Information Systems Division (DSI), whose centralized character will in no way compromise the existing autonomy of the two houses of Congress. To the contrary, it will help to ensure and consolidate their autonomy. Moreover, this pooling of resources will provide the infrastructure needed to encourage dialogue between the two houses. Creation of the DSI will make it possible to coordinate implementation of the PMI, including adoption of hardware and software standards, development of the modular applications required to computerize legislative tasks, and proper specification of computer equipment to be purchased and incorporated into the congressional information network.
- 3.42 The DSI will provide support for Congress's computerization activities, and will have clearly defined functions within its organizational structure. The Division will be staffed by information systems personnel qualified to maintain and improve upon the proposed computer network.
- 3.43 The PMI will include the following subcomponents:
- a. Computer infrastructure: This subcomponent will include the design and installation of Congress's local area network, the analysis of which will begin under component one. Accordingly, the same consulting firm will be hired to work with the DSI in defining the hardware and software standards for installing a general utility system (electronic mail, word processing, etc.). The terms of reference for this consulting firm are available from the project technical files.
 - b. Designing special programs for the: (i) computerization and modernization of the system for distribution of information on congressional activities (SIAP); (ii) computerization and modernization of the system for distribution of information on administrative activities (SIAA); and (iii) implementation of the computer programs required for automation of the Congressional Documentation Center (CDC). The consultant for the latter (CDC) program will work in conjunction with the consultant responsible for modernizing congressional documentation services. Development of the necessary programs will be entrusted to a consultant whose terms of reference are available in the project technical files.
 - c. The computerization of parliamentary processes, installation of state-of-the-art computer infrastructure, and modernization of Congress's administrative apparatus will be effective only if accompanied by a training plan for all personnel in Colombia's Congress. A consulting firm will be hired under the systems component to prepare and develop an intensive training plan consisting of the following:
 - (i) Technical training for staff members of the DSI responsible for computer infrastructure (supervision of data networks, management

of LAN servers, application of network programs, maintenance of e-mail systems, etc.).

- (ii) General training for congressional employees in the management of general-purpose programs (e-mail, word processing, etc.) and applications developed for parliamentary monitoring and administration.
- (iii) Computer training for legislators in the handling of general-purpose programs and applications developed for parliamentary monitoring.

3.44 These training programs will be repeated and given on a continuing basis by the DSI. A consultant will be hired to prepare and carry out these training programs, based on terms of reference available in the project technical files.

b. Execution

3.45 Three consulting firms will be hired to carry out this component, which will include: (i) installation of the local area network (US\$200,000); (ii) computerization of the parliamentary and administrative systems (US\$180,000); and (iii) provision of training programs (US\$120,000).

3.46 The consultants responsible for the PMI will report to the PEU with the frequency indicated by the latter. In turn, the PEU will coordinate the work of these consultants with the staff of the DSI.

3.47 In addition, the PEU and the DSI will coordinate the work of these consultants with the Working Groups under components 6 and 7 of this project for creation of a congressional documentation center and improvement of the links between Congress and Colombian society, respectively.

3.48 The PMI will require monitoring at each stage of its work. Accordingly, the PEU will be responsible for supervising the work of the PMI.

6. Creation of a congressional documentation center (US\$618,000)

a. Description

3.49 This component will consist of support for design and implementation of modern information services for use by legislators and congressional support personnel.

3.50 The design stage will determine the most efficient way of providing these services for Congress and the public at large. Specifically, the design will seek to determine:

- a. The means for creating operational units for library, documentation and archival services, as well as providing service to legislators and members of the public.

- b. Material and equipment requirements, including computerized systems and access to international databases.
 - c. The training requirements for existing personnel, or the hiring of qualified personnel.
 - d. Ongoing staff training needs.
- 3.51 In the second stage the chosen design will be implemented. This will require training for personnel and the computerization of services. A consultant will also be provided for the implementation process.

b. Execution

- 3.52 A consultant will be hired for a period of 18 months. In the first three months, this individual will draw up an overall plan for modernization of library, archival and documentation services. The consultant responsible for this component will work hand-in-hand with current library personnel, forming a working group which will submit a report within three months. The component will then be carried out over a period of 15 months once the plan has been approved. The terms of reference for this consultant are available from the technical files on the project.
- 3.53 The PEU will be responsible for supervision of this component, and will coordinate its activities with those of the master plan for computerization and the administrative reform component.

7. Links between Congress and Colombian society (US\$492,000)

a. Description

- 3.54 The seventh and final subcomponent is divided into three basic elements: (i) explaining the modernization process to the public; (ii) improving means for publicizing the work of Congress; and (iii) formalizing public access to information on Congress and its members.

(i) Explaining the modernization process to the public

- 3.55 Given the extent of the changes being introduced, and the importance of reinforcing the link between legislators and the public, it was felt that an in-depth explanation of the modernization process for those outside the institution would be necessary. Accordingly, activities will be developed to raise awareness and explain the reform program to the general public, as well as to involve the most representative groups in the modernization effort.
- 3.56 This subcomponent is intended to maintain and broaden the channels of communication opened during the project's preparatory mission with various stakeholders (labor unions, business leaders, universities, social agencies, the legal

community, the media, church groups, etc.). Some have created work committees to monitor and support the modernization process. An effort will be made under this subcomponent to build closer communications with two specific groups.

- 3.57 First, the project will work to reach the broadest possible spectrum of citizens in all areas of the country, by means of publicity materials developed locally and a general awareness campaign in the national media. Second, the subcomponent should include activities aimed at political groups, not only to make them aware of progress and encourage direct participation, but also to develop their ability to contribute to the modernization process through workshops on restructuring, organization and leadership training.

(ii) Improving means for publicizing the work of Congress

- 3.58 Modernizing the means for publicizing Congress's work will require the formulation of an immediate plan of action to strengthen the information and press office, including acquisition of materials and equipment, planning and selection of the communication activities to be developed, and designing and implementing the required training courses.
- 3.59 This subcomponent will include the development of a number of lines of communications which Congress wishes to open with the public, through its own public information publications and releases to the media, through public relations specialists using print or broadcast media (radio and television), or through direct dissemination possibilities opened up by the new technologies.

(iii) Formalizing public access to information on Congress and its members

- 3.60 The link with the public is a two-way street, and at the same time as channels are being opened up from Congress to Colombian society, efforts will also be made to formalize the means by which the public may gain access to Congress and their representatives. Under this subcomponent, the program will design the means for such access according to provisions set out in the new rules of procedure, and take the steps necessary to make these access provisions a reality.

b. Execution

- 3.61 To execute this component, a consultant will be hired for 12 months to: (i) maintain contacts with community groups, providing them with periodic updates and encouraging participation and commitment to the modernization of Congress; (ii) create a working group made up of staff from the press and information offices, whose task will be to define the objectives and determine the human resource and infrastructure requirements needed to optimize the operation of these offices in both houses (once this plan is approved, it will be set in motion under the supervision of the PEU which will be responsible for coordinating its activities with those carried

out under the master plan for computerization); and (iii) design the best possible channels by which individuals and groups of citizens can have access to Congress in order to communicate relevant data and submit proposals or requests, and then implement this design. The terms of reference for this consultant are available in the project technical files.

- 3.62 Plans will also be drawn up and activities carried out with the aim of encouraging political groups to become involved in reorganization and leadership training.

B. Costs and financing

- 3.63 The estimated cost of this technical cooperation is US\$10,000,000 as shown in the budget breakdown which follows.

Table I
Breakdown of costs under the technical cooperation
(US\$ millions)

Description	IDB	Counterpart	Total
1. Review of parliamentary rules and procedures*			221.0
International consultant (3 months)	39		
Local consultants (6 man-months)	72		
Consulting firm (personnel roster)	80		
Consulting firm (network)	30		
2. Introduction of Congress's new organizational structure			336.0
Local consultant (72 man-months)	336		
3. Establishment of a new system for advisory services			2,018.0
Local consultant (4 months)	24		
New technical advisory services		1,994	
4. Reorganization and reinforcement of congressional administration			1,420.0
Consulting services		420	
Training and development of human resources		1,000	
5. Master plan for computerization			3,550.0
Consulting firm for LAN	170		
Consulting firm on automation of legislative, administrative and CDC systems	180		
Training in information systems	120		
Hardware – computer platform	2,684	316	
Training materials	80		
6. Creation of a congressional documentation center			618.0
Local consultant (18 man-months)	108		
Training	350		
Equipment	100		
Materials	60		
7. Links between Congress and Colombian society			492.0
Local consultant (6 months per press office)	36		
Local consultant (6 months/studies and design of seminars)	36		
Printed and other materials	50	50	
Workshops/Seminars (one per department)	100	220	
PROJECT EXECUTING UNIT (consultants)	842.7		842.7
CITIZENS' WATCH PROGRAMS (consultants)	100		100.0
FINAL EVALUATION (consultant)	50		50.0
EXTERNAL AUDIT	75		75.0
Contingencies	217.3		217.3
Inspection and Supervision	60		60.0
TOTAL	6,000	4,000	10,000.0

* Also includes analysis of current situation of advisory system, personnel and local network.

C. Institutional framework and execution of the technical cooperation.

1. Borrower and executing agency

- 3.64 The borrower will be the Republic of Colombia. Colombia's Congress will be responsible for execution of the different components of the program, and will create a Project Executing Unit (PEU) for this purpose.
- 3.65 In addition, the executing agency must submit proof to the Bank that an agreement has been signed with the borrower for transfer of the proceeds of the loan, together with the borrower's commitment to provide the counterpart resources and the executing agency's commitment to discharge its obligations. (The foregoing must be included as a condition precedent to the first disbursement.)

2. Execution of the technical cooperation (US\$842,700)

- 3.66 To carry out this operation, a Project Executing Unit (PEU) will be created and given responsibility for coordinating all work planned under the program. Once the contract for this operation has been signed, the PEU will be established with a coordinator-in-chief to head the project (international), an administrative coordinator, one expert in organizational methods and human resources, one expert in computer systems, one financial analyst and one secretary. (See Annex III-1 for organization chart.)
- 3.67 The PEU will be responsible for administration, coordination and supervision of each of the project's components. In particular, the PEU (and the Bank) must discuss and approve the selection, and submit reports when so requested. Also, the PEU will maintain the plan of action for the program, regardless of turnover among the officers in both Chambers.
- 3.68 The PEU will maintain close ties with and report to the Speakers of both the Senate and the Chamber of Representatives; and to expedite program operations, it will liaise at regular intervals with the Ad Hoc Reform Committee for the purpose of coordinating and supervising execution of the planned changes. As well, the PEU will maintain close contact with the political leaders of Congress and, the extent possible, with other segments of Colombian society.
- 3.69 This project is divided into two components or basic stages which are designed to be carried out sequentially, before and after passage of Law No. 5a. The program will begin with component I which will include a thorough review of existing legislation, accompanied by an assessment of the current status of the institution's technical advisory services, support staff and information systems, all of which are essential for the passage of new regulations by the Congress. Once the new legislation has been debated and passed, the program will enter a second stage with its remaining components devoted to implementing the new law and introducing the new system of advisory services, the new administrative organization, and the congressional

documentation center. It is necessary to begin the effort to improve the linkages between Congress and Colombian society immediately, since this will play a catalytic role in the reform process. Annex III-2 contains a detailed analysis of the schedule of activities, and the Logical Framework for the program is set out in Annex III-3.

3. Execution period

- 3.70 This technical cooperation is intended to have an execution period of 36 months reckoned from date of signature of the Loan Contract; its resources are expected to be disbursed within a period of 42 months following that same date.

4. Recognition of expenses and project preparation advance

- 3.71 It is recommended that an advance be granted equivalent to 5% of the total amount of the loan. Subsequent disbursements will be made at the request of the PEU, according to the program schedule approved in advance by the Bank and contained in Annex III-2.
- 3.72 The Bank may recognize as part of local counterpart funding, expenditures in amounts up to a total of US\$500,000 incurred under this operation and within a period of six months immediately preceding the date on which the loan is approved, provided that they were made subject to requirements substantially similar to those established in the program.

5. Supervision, evaluations and progress reports

- 3.73 The executing agency shall be responsible for supervision and scheduled evaluations of the technical cooperation provided under this program, for which it undertakes to meet with the Bank at semi-annual project review meetings, with the participation of the PEU and the National Planning Department (DNP). At these meetings, the results of the operations will be presented and the progress of the TC evaluated so that the changes necessary to facilitate its execution may be proposed. The project team will meet with the PEU immediately following approval of the new rules of procedure for Congress in order to review and update the program schedule, with particular attention to the fact that several components cannot begin before approval of those regulations.
- 3.74 It has been agreed as well that regular evaluations will be carried out jointly by the executing agency and the Bank to assess progress in the modernization of Congress and, on this basis, to take the steps necessary for the Bank's program.
- 3.75 The PEU will draw up the required reports in accordance with the schedule of meetings. Accordingly, it will prepare semi-annually updated reports to show the results obtained to date.

- 3.76 Prior to the first disbursement of technical cooperation funds, the following are required:
- a. Presentation of the resource transfer and project execution agreement signed by the borrower and the executing agency, in which the borrower undertakes to transfer the financing resources and local counterpart to the executing agency and the executing agency undertakes to fulfill all of its obligations.
 - b. Establishment of the PEU and evidence that its members have been selected in accordance with the terms of reference and procedures approved by the Bank.
 - c. Issuance of a joint resolution by the chairmen of the two Executive Committees endorsing the principles for reforming each chamber's rules of procedure, as previously agreed upon with the Bank and approved by the Reform Committee of the Congress of the Republic, including a recommendation in the text of the draft reform in Law No. 5a that the information systems of the Congress be unified to facilitate development of the computerization master plan.
 - d. Presentation of the action plan and program schedule for the first year, which must indicate the components that will begin prior to the passage of the regulations for Law No. 5a. If necessary, the schedule for components affected by the reforms may be reviewed once the rules have been passed by Congress.
- 3.77 The executing agency undertakes to hire the consultants required for the program within a period of 12 months after signature of the contract. The consultants for component one of the program (review of the parliamentary rules of procedures and assessment of the existing technical assistance, staffing and information systems) must be hired within a period of six months following signature of the contract.
- 3.78 As a guarantee that the program will be sustained beyond the limits of the present operation, the Government of Colombia undertakes to continue funding the operating plan following completion of this technical cooperation, through its budget allocations to Congress.

6. Procurement procedures

- 3.79 It is recommended that international competitive bidding be used for the procurement of goods and related services where the purchase price is equivalent to US\$350,000 or more. The corresponding threshold for the procurement of consulting services is US\$200,000. Contracts for amounts below these thresholds will be awarded in accordance with the laws of Colombia. (See Annexes B and C of the Loan Contract.)

- 3.80 Once they are declared eligible, acquisitions of goods and contracting of services may be undertaken with program resources, and the corresponding expenditures may be considered payments from same provided the procedures used are acceptable to the Bank. Annex III-4 contains the provisional procurement schedule.

7. External auditing

- 3.81 Annual financial statements on the program must be submitted to the Bank during the execution period and throughout the life of the loan contract, and shall be audited by a firm of external auditors approved by the Bank.
- 3.82 The borrower, acting through the executing agency, undertakes to ensure that the works and equipment financed with resources from the program will be operated and maintained in accordance with generally accepted technical standards, with the necessary resources for efficient operations.

IV. BENEFITS AND RISKS

A. Benefits

- 4.1 Modernization of the State is one of the central objectives of the Bank's strategy for Colombia. Where institutions are weak, developing a sustainable democracy becomes impossible. In order to build such a democracy, therefore, it is essential that the State be strengthened. At the same time, it is clear that revamping the legislature is a vital element in government reform programs. Without it – no matter how much the other branches of government are strengthened – there will be little progress which progress towards a democratic state, towards economic and social development in general, or towards the restoration of peace in Colombia in particular. For these reasons, modernizing Colombia's Congress is given highest priority under the Bank's strategy of encouraging government reform, and is what the present operation is designed to support. Modernization or reform of Congress is also perceived as a major national priority by most Colombians, and will be critical to improved national governance.
- 4.2 The design and placement in operation of a plan for congressional reforms will have a positive impact on the process of institutional strengthening being carried out within Colombia's government. Maintaining the balance of power among public institutions requires a Congress capable of not only passing legislation, but also exercising fiscal control and representing civil society within a democratic system. This program of modernization and institutional strengthening will help the legislative branch carry out its responsibilities as defined in the 1991 Constitution.
- 4.3 The restructuring of its administration will make Congress more efficient as a lawmaking body by establishing clear lines of authority, duties and responsibilities for each body, making it easier to exercise control and evaluate results. The reform process will be enhanced by improvements to the technical advisory service, which, together with a modern computerized information system, will provide the foundation for improving the quality of Colombia's laws.

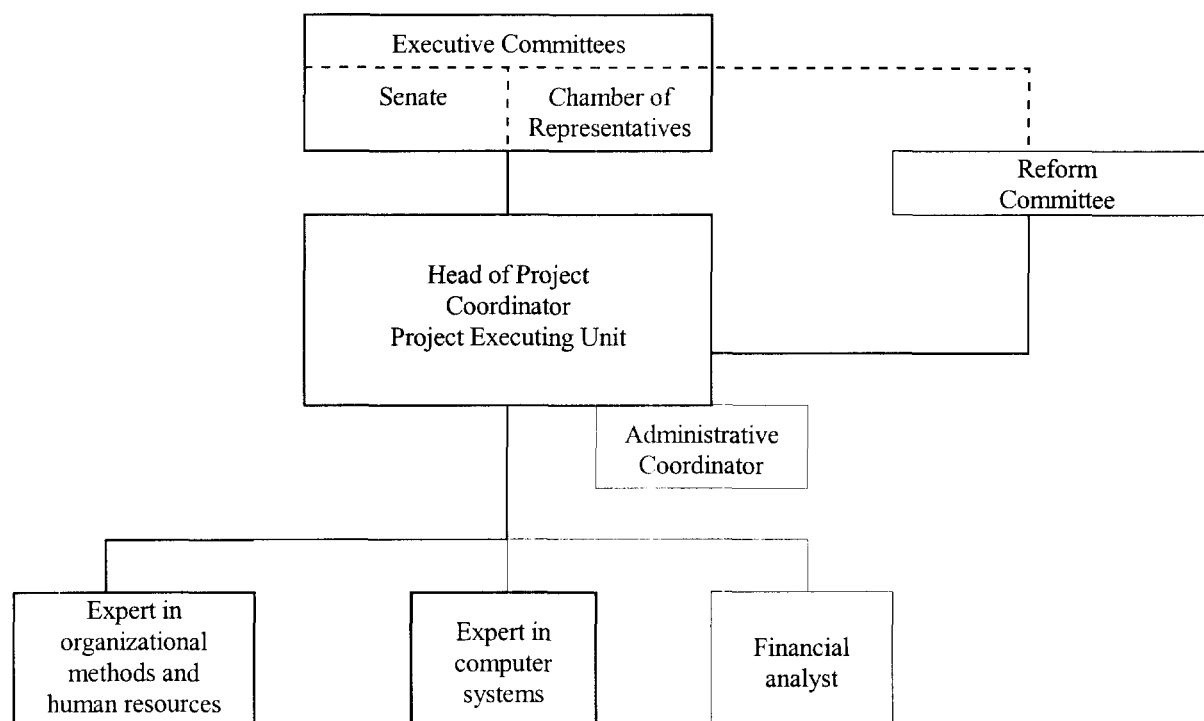
B. Risks

- 4.4 Since execution of the program could span three different sessions of Congress, the first risk to the operation is a shift away from reform as new officers are elected to both Chambers. To ensure continuity and reduce this risk, the Senate and Chamber of Deputies have issued a joint congressional resolution under which retiring speakers will become members of the Reform Committee for the duration of the execution period, which is expected to be three years. Thus the committee will have two additional members added each year. The technical executing unit will also maintain its independence throughout execution, regardless of changes in the two chambers of Congress.

- 4.5 It should be noted in connection with the above that the Reform Committee has been doing an excellent job of rallying support for the reform process and maintaining dialogue with members in both chambers. So far, members of Congress have shown remarkable political resolve, consensus and enthusiasm for the reforms put forward by the executive. Moreover, it has been agreed with the legislative authorities that the speakers will issue a joint resolution endorsing the principles for reforming each chamber's rules of procedure, as previously agreed upon with the Bank and approved by the Reform Committee of the Congress of the Republic.
- 4.6 Finally, the design of the operation must be such that its components can be carried out in sequence, beginning with those that do not require legislative changes and then continuing with the others after the new law has been approved. In the same way, the design must include periodic evaluations which will be carried out jointly by the executing agency and the Bank in order to assess progress in modernizing Congress and, based on the results obtained, to take the necessary measures to ensure the success of the Bank's program.

V. FINAL EVALUATION AND CITIZENS' WATCH PROGRAMS

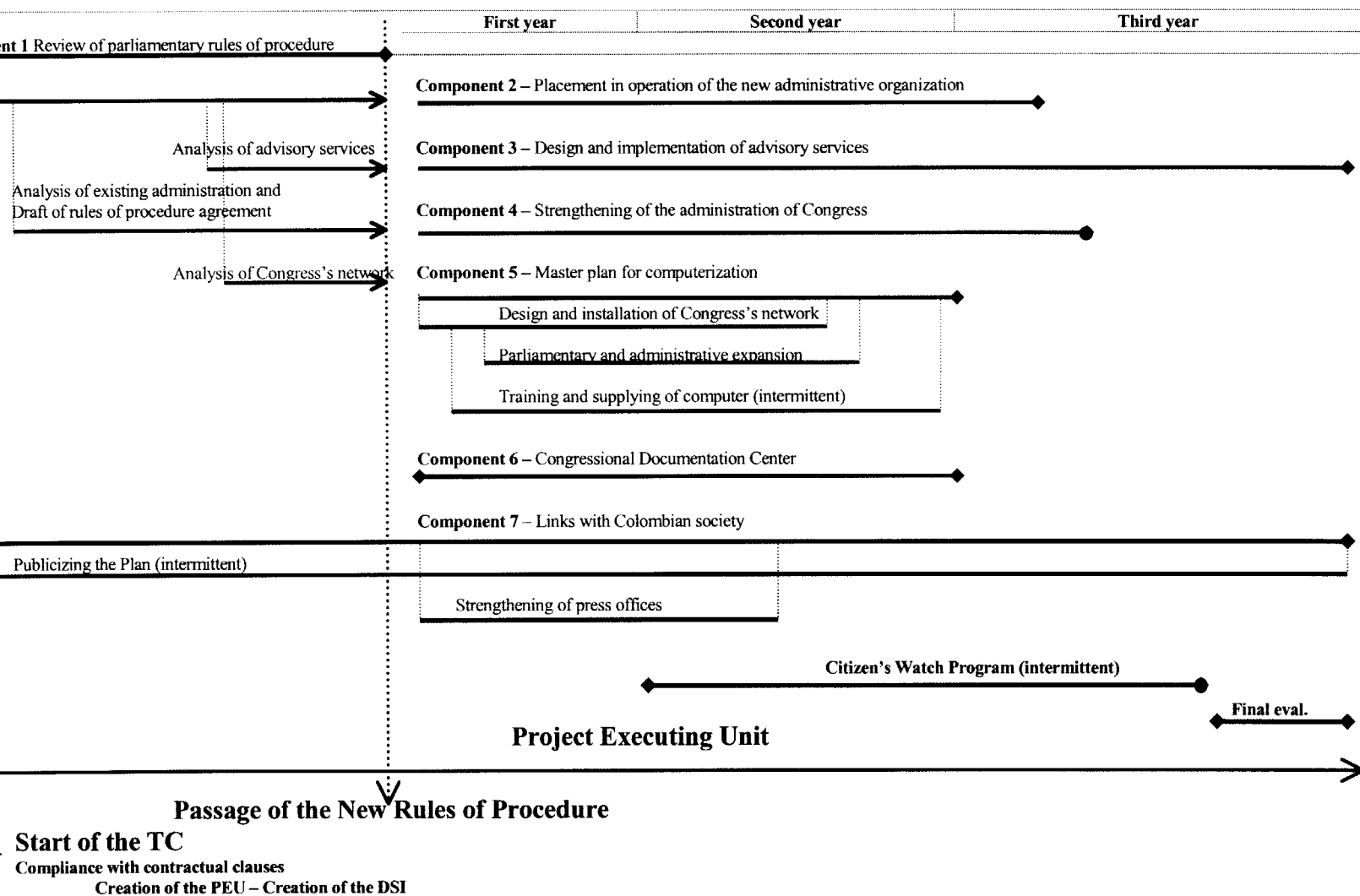
- 5.1 Citizens' Watch programs will be organized to provide outside monitoring of the program throughout the execution period. These programs may be carried out by universities, labor unions or representatives of civil society. They have been used in several of the Bank's previous operations in Colombia (e.g. the Social Solidarity Network, Civil Coexistence and Pacific Plan programs, etc.) with good results, particularly with regard to promoting interest and citizen participation in the development of the operation. A total of US\$100,00 is earmarked as support for the Citizens' Watch program.
- 5.2 Furthermore, it has been agreed with the executing agency that a final evaluation of the progress achieved under the operation will be conducted 34 months after the date of signature of the contract for this technical cooperation, taking into account the expected results and attainment of the goals proposed.
- 5.3 An independent consultant will be hired for a period of three months to carry out the final evaluation, at a cost of US\$50,000. This consultant will submit a report which will include an analysis of the achievements and weaknesses of this operation.

PROJECT EXECUTING UNIT (PEU)

Position	Cost
Head of project (International - 36 months @ \$7.5K)*	270,000
Administrative coordinator (36 months @ \$4K)	144,000
Expert in organizational methods and human resources (36 months @ \$4K)	144,000
Expert in information systems (18 months @ \$5K)	90,000
Financial analyst (36 months @ \$4K)	144,000
Secretary (36 months @ \$1K)	36,000
Total	828,000

* In addition, a fixed sum of US\$50,700 will be paid to cover round-trip transportation expenses for the consultant and his dependents (US\$15,000) to and from his country of origin, installation costs Bogota (30 days at US\$290), and a performance bond (US\$30,000).

Program schedule



**Program for Modernization the Congress of Colombia
(CO-0165)
LOGICAL FRAMEWORK**

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>enhance the country by become more representative, better able to respond to the needs of Colombians</p>	<ol style="list-style-type: none"> 1. Congress modernizes its current regulations, overhauls its organizational structure, procedures and budget, and modernizes its material and human resources. 2. The quality and legal certainty of its laws are improved, along with the perception of Congress on the part of the general public. 	<ol style="list-style-type: none"> 1. Congress approves the new Law No. 5a which contains new regulations that will govern the operations of the Chamber of Representatives and the Senate. 2. Opinion polls show that a larger number of respondents rate Congress as doing a good job, with a higher approval rating than the current 25% level. This same opinion is reflected in academic circles, in the legal fraternity and among employer associations and labor unions. 	<ol style="list-style-type: none"> 1. Agreement among political parties and Congress on the criteria for reforms and the desire to carry out reforms. 2. Political will on the part of Congress to adhere to the new rules and procedures. 3. Willingness on the part of civil society to support and take part in the process of modernizing Congress.
<p>Support for legislative designing a modernization the following objectives: organizational structure capabilities of improve the quality and legal certainty of laws; reinforce its fiscal control mechanisms; and strengthen links between Congress and civil society.</p>	<ol style="list-style-type: none"> 1. Using resources allocated under its budget and those derived from the loan, Congress will invest in the development of new regulations designed to achieve the following objectives: (a) place in operation the new organizational structure, including new rules and procedures for legislation and controls, operational steps to be followed, combining of written works with debates on the floor, promoting the development of instruments for the scheduling and planning of activities, and an appropriate model for improving the content of motions; (b) in-house system for specialized technical advisory services; (c) organize administrative machinery and staffing system using criteria based on professional qualifications, political neutrality, specialized training and duties of each position; (d) provide both houses and their members with adequate material means; and (e) formulate and execute a strategy for raising public awareness of the work done by the legislature to improve its relations with civil society, along with its image among the public in general. 	<ol style="list-style-type: none"> 1. Semi-annual official reports from the Congress of the Republic and the Reform Committee, as well as the Bank's progress reports. 2. Subject-specific opinion polls conducted among academic groups, employer associations or labor unions to provide an overall measure of the work of both houses of Congress. 3. Workshops or seminars carried out with members of civil society to raise awareness of legislative activities and involve citizens in discussions of the current legislature. Also included is the establishment of means for access by the electorate to legislators such as e-mail, web pages, etc. 	<ol style="list-style-type: none"> 1. Through the actions of the Executive Unit (PEU), the Congress acts as catalyst for mobilizing the support of Congress itself and the executive branch. 2. In their relations with Congress, legislative authorities and the executive branch welcome the initiatives and this, in turn, serves as an example for the departmental legislatures, thus making this a sustainable process. 3. The results of these initiatives will stimulate the authorities to adopt a state policy which is manifested in the passage of fewer but higher quality laws affording greater certainty of application.

OBJECTIVES THE COMPONENTS	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
of current parliamentary procedures and of the existing assistance, staffing and on systems.	1. The duties of Congress as an institution are separated from tasks that are strictly political in nature (i.e. involve partisan politics); the organizational structure and operations of Congress are redesigned on the basis of the existence of groups of legislators (caucuses); the work is redistributed between the Plenary and the various organs; the level of initiatives is raised based on carefully thought-out and drafted texts; procedures are formalized and delineated, combining written proceedings with debates on the floor; a new model for debates is established; the calendar of meetings and their agendas are duly established.	1. Official reports from the Congress of the Republic, and semi-annual progress reports on the project.	1. The PEU, the project consultative Committees of Congress, and the Reform Committee have the ability to convince the legislators to adopt the planned changes.
ent in operation of the new organizational structure and of new parliamentary rules and procedures.	2. Give congressional leaders and bodies a strong presence and availability to respond to day-to-day needs, answer the questions that arise, and help all participants develop new habits.	2. Official reports from the Congress of the Republic, and semi-annual progress reports on the project.	2. The PEU, the project consultative Committees of Congress, and the Reform Committee have the ability to convince the legislators to adopt the planned changes.
ment of a new in-house center for the provision of legislative advisory services.	3. Training courses for existing advisory staff; hiring of new advisory staff with professional qualifications; sign contracts for service with universities and other countries.	3. Official reports from the Congress of the Republic, and semi-annual progress reports on the project.	3. The PEU, the project consultative Committees of Congress, and the Reform Committee have the ability to convince the legislators to adopt the planned changes.
ntation of Congress's new administrative organization.	4. Final drafting of the resolutions and agreements to develop the regulations on Congress's administrative organization; professional upgrading of personnel and adaptation to the new procedures; providing legislators (and caucuses) with the material and human resources required to carry out their duties.	4. Official reports from the Congress of the Republic, and semi-annual progress reports on the project; manuals on the new organization structure; staff assigned to legislators.	4. The PEU, the project consultative Committees of Congress, and the Reform Committee have the ability to convince the legislators to adopt the planned changes.
of a Congressional Information Center.	5. Design and installation of modern information services for the use of legislators and congressional staff; library, documentation and archival units operational and available to both legislators and the public; training for existing staff and hiring of suitable personnel.	5. Official reports from the Congress of the Republic, and semi-annual progress reports on the project; manuals on the new organization structure; staff assigned to legislators.	5. The PEU, the project consultative Committees of Congress, and the Reform Committee have the ability to convince the legislators to adopt the planned changes.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
g links with Colombian	6. Explaining the modernization process to colombian society; improving means for publicizing the work of Congress; and formalizing procedures for public access to information on Congress and its members.	6. Official reports from the Congress of the Republic, and semi-annual progress reports on the project; manuals on the new organization structure; staff assigned to legislators.	6. The PEU, the project consultants, the Offices of Congress, and the Committee have the ability to inform the legislators to adopt the proposed changes.
ACTIVITIES			
IMPLEMENTATION OF PARLIAMENTARY RULES OF PROCEDURE			
assistance and write reports on the changes and the usefulness of these; ensure technical consistency of legislative and regulatory proposals; and (iv) cooperate with the Congress on the modernization of the Congress to facilitate the implementation of the	Consultants are hired to carry out the specified tasks.	Scheduled progress reports, reports from consultants and official reports from the Congress of the Republic.	
IMPLEMENTATION OF THE NEW RULES OF PROCEDURE			
day support for all legislative bodies for a period of two years to implement the reforms.	Services of a team of three experts or a specialized firm with exceptional expertise in the day-to-day practices of legislative bodies, and a strong identification with the principles underlying legislative reforms.	Scheduled progress reports, reports from consultants and official reports from the Congress of the Republic.	
IMPLEMENTATION OF A NEW IN-HOUSE SYSTEM FOR THE PROVISION OF SPECIALIZED ADVISORY SERVICES			
new qualifications for all congressional members, committees, the individual legislators, caucuses, and the Congress.	Consultants are hired to conduct the evaluation of the current situation and design the new system, including agreements with universities and other countries. A minimum of two such agreements with local universities are signed, and the selection criteria are adhered to in at least 75% of the cases.	Reports from consultants and Congress, and project progress reports.	

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
ESTABLISHMENT OF THE NEW ORGANIZATIONAL STRUCTURE			
<p>new organizational structure that distinguishes between casual and career civil servants, the categories of positions, a smaller number of positions in each category, each with its own entry tests, and the establishment of a system of promotion with continuity</p>	<p>The consulting firm that will develop the new system is hired.</p> <p>Once the analysis has been completed, at least 75% of the new organizational structure will be implemented.</p>	<p>Reports from consultants and Congress, and project progress reports.</p> <p>The general public responds positively, forwarding their questions and requests by means of the new communications channels, and the legislators reply in at least 50% of the cases.</p>	
ESTABLISHMENT OF A CONGRESSIONAL DOCUMENTATION CENTER			
<p>Implementation of modern documentation services for the use of Congress in carrying out congressional support</p>	<p>A consultant is hired to design the integrated plan for library, records and documentation services.</p> <p>A working group is formed to submit a report in three months' time.</p> <p>Legislators use the available services in carrying out their duties.</p>	<p>Reports from consultants and Congress, and project progress reports.</p>	
RELATIONSHIP WITH SOCIETY			
<p>Establish effective channels for communication between groups to interact with the staff of the information and press offices of Congress and provide relevant information and their initiatives or</p>	<p>Hire consultants to design mechanisms for contact with society.</p> <p>Form working groups with the staff of the information and press offices of Congress.</p> <p>Conduct workshops and seminars in all departments to establish closer ties with local citizens.</p> <p>Such seminars held in at least 60% of the departments.</p>	<p>Reports from the consultants and Congress; progress reports on the program.</p>	

**Program for Modernization of Colombia's Congress
(CO-0165)
LOGICAL FRAMEWORK
Master Plan for Computerization**

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>Objective 1:</p> <p>Develop computer infrastructure in Colombia's Congress to provide support for the various projects of the program to modernize the Congress.</p>	<p>By the end of the project, the PMI will have accomplished the following:</p> <ul style="list-style-type: none"> (a) Installation of a local area network with at least 600 personal computers on line. (b) Computerized applications will be in place, and congressional and administrative systems will be in operation on the network, including general purpose programs such as e-mail, access to the WWW, word processor programs, spread sheets and programs for group projects on the network with at least 600 PCs on-line. (c) The documentation center and library will be created, including cataloguing, monitoring of transactions and electronic access to library databases. (d) Continuing education in computer systems for all congressional staff, including training in all software applications and general use programs. 	<ul style="list-style-type: none"> (a) E-mail in operation with on-line access to the Internet, standardized general-use word processing programs, parliamentary information systems (SIAP), and administrative action system (SIAA). (b) Congressional Documentation Center (CDC) computerized and with direct electronic access to libraries all over the world. 	<ul style="list-style-type: none"> (a) Passage of new rules of procedure for the Congress. (b) Creation of the Central Information Systems Division (DSI). <p>Congressional authorities committed to supporting the work of the DSI.</p> <p>Personnel with advanced academic qualifications hired for the information systems area.</p>
<p>Objective 2:</p> <p>Develop computer infrastructure:</p>	<ul style="list-style-type: none"> (a) LAN in operation, with transfer of information in electronic form. 	<p>Scheduled reports outlining the progress made in implementing the network.</p>	<p>Funds allocated under Congress's budget for maintenance of the equipment installed as part of the program.</p>

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>Standards for general use hardware and software (e-mail, word processor, etc.).</p> <p>Development of special programs for:</p> <p>Automation and modernization of the flow of information on parliamentary activities (SIAP);</p> <p>Automation and modernization of the flow of information on administrative activities (SIAA);</p> <p>Computerization of the CDC.</p> <p>Training program on information systems.</p>	<p>(b) Installation of standard configuration hardware and software; full integration with Congress's network.</p> <p>(c) Improving and streamlining the processing of documents; providing access to information on where and when laws are processed, as well as their current status; allowing better control of administrative activities and greater transparency in purchasing procedures.</p> <p>(d) Personnel receive training and continuing education in information systems.</p>	<p>Visual inspection of on-line stations; provision of statistics on use and traffic on the part of the DSI.</p> <p>Semi-annual evaluation by project team.</p> <p>Final evaluation by outside expert.</p>	<p>Selection of DSI personnel with the technical skills to maintain and upgrade proposed infrastructure.</p> <p>Discretion for the hiring of additional personnel in new information technology areas</p>
<p>Consultant for installation of the local area network (LAN), electronic voting system, and legislative records system (LEG).</p> <p>Consultant for study, design and installation of the SIAP, SIAA and CDC, including all of their modules.</p> <p>Consultant to provide training for users of the information systems to be installed in the Congress of the Republic.</p>	<p>(a) US\$200,000 Network consultant; cost of network hardware, cables, servers, computers: US\$2,200,000.</p> <p>(b) Consultants for software applications: US\$180,000.</p> <p>(c) Cost of consultant for training programs: US\$120,000; training materials: US\$80,000.</p>	<p>Hiring of consulting firm(s).</p> <p>Disbursement vouchers.</p> <p>Purchase of network hardware; installation of cables.</p> <p>Invoicing of acquisitions</p> <p>Purchase and installation of personal computers connected to the network.</p> <p>Creation of the SIAL, SIAA and SEB systems.</p> <p>Training manuals.</p> <p>Statistics on system training programs offered by the DSI.</p>	

TENTATIVE PROCUREMENT PLAN

Main procurement items	Financing (%)		Method	Prequalification	SPN date Quarter/Year
	IDB	Local			
(A) Equipment					
PCs (1st lot) US\$300,000	50	50	LCB*	NO	I/00
Network and cables US\$850,000	30	70	ICB**	YES	I/00
Computer programs US\$300,000	50	50	LCB	NO	II/00
Training materials US\$300,000	40	60	LCB	YES	II/00
PCs (2nd lot) US\$300,000	50	50	LCB	NO	II/00
PCs (3rd lot) US\$300,000	50	50	LCB	NO	IV/00
PCs (4th lot) US\$300,000	50	50	LCB	NO	II/01
(B) Services					
Consultancies (PEU)					
- Unit chief (US\$270,000)	100%		ICB	YES	II/99
- Admin. Coordinator (US\$144,000)	100%		LCB	NO	II/99
- Expert, Org. & H.R. (US\$144,000)	100%		LCB	NO	II/99
- Expert, Inf. Systems (US\$90,000)	100%		LC***	NO	II/99
- Financial analyst (US\$144,000)	100%		LCB	NO	II/99
- Secretary (US\$36,000)	100%		LC	NO	II/99
Consultancy, Review Parliamentary Rules					
- Three consultants at US\$30,000 each	100%		DC	NO	II/99
Consultancy, Introduc. New Rules					
- Three consultants at US\$112,000 each	100%		LCB	NO	I/00
Specialized technical advisory system					
- One consultant US\$24,000	100%		DC	NO	II/00
Consultancy, Parliamentary Administration					
- Consulting firm US\$420,000	100%		ICB	YES	II/00
Consultancy, Local Information Network					
- Consulting firm US\$170,000	100%		LCB	NO	I/00
Consultancy/Automation services					
- Consulting firm US\$180,000	100%		LCB	NO	III/00
Consultancy/Training information systems					
- Consulting firm US\$120,000	100%		LCB	NO	IV/00
Consultancy/Congress. Document. Center					
- Consultant US\$108,000	100%		LCB	NO	IV/00
- Training US\$350,000	25%	75%	ICB	YES	I/01
Consultancy/Links with Colombian society					
- Two consultants US\$36,000 each	100%		DC	NO	III/99
External auditor	100%		LC	NO	III/00
Citizens' Watch Programs US\$100,000	100%		LC	NO	III/00
Final evaluation US\$50,000	100%		LC	NO	II/01

*LCB: Local Competitive Bidding

**ICB: International Competitive Bidding

***LC: Local Competition

PROPOSED RESOLUTION

COLOMBIA. TECHNICAL COOPERATION LOAN ____/OC-CO TO
THE REPUBLIC OF COLOMBIA

Program for the Modernization of the Colombian Congress

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such contract or contracts as may be necessary with the Republic of Colombia, as borrower, for the purpose of granting a technical cooperation loan to cooperate in the execution of the Program for the Modernization of the Colombian Congress. Such financing will be for the amount of up to US\$6,000,000, which forms part of the Single Currency Facility of the Ordinary Capital resources of the Bank, and will be subject to the "Terms and Financial Conditions" and the "Special Contractual Conditions" of the Executive Summary of the Loan Proposal.