Independent Reporting Mechanism of El Salvador: Progress Report 2011-2013

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Open Government Partnership

ISD
Iniciativa Social para la Democracia

EXECUTIVE SUMMARY: EL SALVADOR

Independent Reporting Mechanism (IRM) Progress Report 2012-2013

The government of El Salvador developed its first Action Plan with generally defined commitments, without public consultation. Nonetheless, since then it has implemented ambitious initiatives that have had a significant impact and are relevant to OGP values. It has also included stakeholders in consultation and monitoring processes. Following the upcoming Presidential elections, the government will be responsible for continuing the progress made during the OGP implementation period.

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a biannual review of the activities of each OGP participating country.

El Salvador began participating in the OGP in September 2011 when the government submitted its letter of intent to join. Its first Action Plan was presented at the OGP's First International Conference, held in April 2012 in Brasilia, Brazil.

The Sub-Secretariat for Transparency and Anti-corruption (SSTA) is responsible for El Salvador's OGP initiatives. The SSTA's functions include strengthening transparency and accountability and promoting access to public information. The SSTA works in coordination with other Executive Branch institutions and government departments.

OGP PROCESS

Countries participating in the OGP follow a process for consultation during development of their OGP action plan and during implementation.

The Government of El Salvador held consultations prior to the development of the Action Plan, addressing relevant issues concerning transparency and anti-corruption; but the consultation did not include the participation of civil society in the review and preparation of the plan prior to the April 2012 presentation. The government began a consultation process for the formulation of a new plan in December 2012, resulting in the Action Plan 2013-2014, which is in effect until May 2014.

The government coordinated a civil society roundtable in order to hold regular meetings on transparency and anti-corruption. It also established other mechanisms to monitor completion of the OGP commitments.

The Self-Assessment report was submitted on schedule and made available for public consideration by civil society organizations, as anticipated.

At a glance:

Participant since:	2011
Number of commitments:	21

Level of completion:
Complete:	9 of 21
Substantial:	6 of 21
Limited:	3 of 21
No started:	3 of 21
Withdrawn:	3 of 21

Timing
On schedule:	14 of 21

Commitment emphasis:
Access to information:	18 of 21
Participation:	6 of 21
Accountability:	11 of 21
Technology & innovation for transparency & accountability:	4 of 21
Not clear:	1 of 21

Number of commitments with:
Clear relevance to an OGP value:	20 of 21
Moderate or transformative potential impact:	13 of 21
Substantial or complete implementation:	14 of 21
All three (✪):	**7 of 21**

Commitment implementation

As part of the OGP, countries are required to make specific commitments in a two-year Action Plan. Table 1 summarizes each commitment, its level of completion, its ambition, whether it was completed within the planned schedule, and next steps for future action plans. Table 2 summarizes the analysis of the progress of each of the commitments.

It is important to note that El Salvador carried out a variety of actions with significant potential impact in relation to open government and made progress in the implementation of new initiatives in various government sectors pursuant to the OGP. Nonetheless, the action plan was written in a general way without clear milestones, making it impossible to measure the potential impact of some of the commitments.

Table 1: Assessment of Progress by Commitment

COMMITMENT NAME AND SUMMARY	POTENTIAL IMPACT				LEVEL OF COMPLETION				TIMING	NEXT STEPS
✪ = COMMITMENT IS CLEARLY RELEVANT TO OGP VALUES AS WRITTEN, HAS SIGNIFICANT POTENTIAL IMPACT, AND IS SUBSTANTIALLY OR COMPLETELY IMPLEMENTED.	NONE	MINOR	MODERATE	TRANSFORMATIVE	NOT STARTED	LIMITED	SUBSTANTIAL	COMPLETE		
✪ **1. Opening Information and Response (OIR) Offices**: Open offices for citizens to requests State information in all Executive Branch institutions.	●	●	●	●	●	●	●	●	On schedule	**Maintenance and monitoring** of complete implementation
✪ **2. Opening and implementation of 14 Offices**: Open 14 OIRs in State offices.	●	●	●	●	●	●	●	●	On schedule	Maintenance and monitoring
3. Right to a Response: Amend the law to create an OMBUDSMAN and promote the right to a response.	●	●	●		●	●			Withdrawn	None: **Abandon the commitment**
4. List of Users' Rights: Distribute lists to citizens with information about their rights.	Unclear				●	●	●		Behind schedule	**Continued work** on basic implementation
5. Citizen monitoring of Public Services: Monitoring by citizens of the provision of public services.	●	●	●		●				Behind schedule	**Revision of the commitment** to make it more achievable or measurable
6. Distance Learning Program: Increase the capacity of public officials.	●	●			●	●	●		On schedule	Revision of the commitment
7. Improve Accountability: Improve the quality of accountability practices.	Unclear				●	●	●		On schedule	Revision of the commitment

COMMITMENT NAME AND SUMMARY	POTENTIAL IMPACT				LEVEL OF COMPLETION				TIMING	NEXT STEPS
✪ = COMMITMENT IS CLEARLY RELEVANT TO OGP VALUES AS WRITTEN, HAS SIGNIFICANT POTENTIAL IMPACT, AND IS SUBSTANTIALLY OR COMPLETELY IMPLEMENTED.	NONE	MINOR	MODERATE	TRANSFORMATIVE	NOT STARTED	LIMITED	SUBSTANTIAL	COMPLETE		
8. Departmental Accountability: Expand accountability practices to the Departmental Managing Offices.	Unclear				■	■	■		On schedule	**New commitment** based on existing implementation
✪ 9. Integrity Agreements: Implement anti-corruption Integrity Agreements.	■	■	■	■	■	■	■		On schedule	Revision of the commitment
10. Legal Assistance to Submit Complaints: Provide legal assistance to citizens from within government institutions.	■	■	■	■	■	■			On schedule	Revision of the commitment
11. Publication of Emblematic Cases of Corruption: Disseminate emblematic cases of corruption to the public.	■	■	■		■	■			On schedule	Continued work
12. Transparency in Investment processes: Expedite and make transparent investment processes.	Unclear				■	■	■		Withdrawn	New commitment
13. Professionalize Audit Units: Form audit committees focused on fighting corruption.	■	■	■	■	■	■	■		Withdrawn	New commitment
✪ 14. Law on Political Parties: Promote a Law to regulate electoral campaigning.	■	■	■	■	■	■	■	■	On schedule	New commitment
15. Public Employment Intermediation Service: Make transparent the process of hiring public employees.	■	■	■	■	■	■	■		Behind schedule	New commitment
✪ 16. Tax Transparency Portal: Open a portal with information on revenues and spending activity.	■	■	■	■	■	■	■	■	On schedule	New commitment
✪ 17. Ranking of Private Banking: Publish a ranking with information on the banks' commissions, requirements, and interest.	■	■	■		■	■	■		On schedule	Revision of the commitment
18. Catalogue of Priority Projects: Publish information about priority government projects.	■	■			■	■	■		Behind schedule	Revision of the commitment
✪ 19. Expansion of E-regulations: Establish a portal to promote private investment.	■	■	■		■	■	■	■	On schedule	Abandon the commitment
20. Focused Transparency: Provide helpful information to citizens in order to improve decision-making.	■	■			■	■	■	■	On schedule	Revision of the commitment
21. Digital Newspaper: Set up a transparent digital system to disseminate information.	■	■			■	■	■	■	On schedule	Maintenance and monitoring

Table 2: Summary of results of the Commitments

COMMITMENT NAME	SUMMARY OF RESULTS
✪ = COMMITMENT IS CLEARLY RELEVANT TO OGP VALUES AS WRITTEN, HAS SIGNIFICANT POTENTIAL IMPACT, AND IS SUBSTANTIALLY OR COMPLETELY IMPLEMENTED.	
✪ 1. Opening of Information and Response (OIR) Offices • OGP value relevance: Clear • Potential impact: Transformative • Completion: Complete	With approval of the Law on Access to Public Information (LAIP) on 3 March 2011, the SSTA coordinated activities to ensure that all Executive Branch institutions would implement the OIRs, developing a guide for setting them up. It was anticipated that the commitment to open the OIRs at the Executive Branch level would be completed by December 2012. During the Action Plan implementation period, offices were set up in 78 public institutions. The commitment was transformative in terms of its modification to the institutional structures and political culture of officials and citizens with respect to guaranteeing the right to access information. To move forward this commitment, civil society organizations recommend holding periodic workshops to facilitate access to public information and ensure that all entities that administer public funds comply with the LAIP.
✪ 2. Opening of OIRs in all Executive Branch institutions • OGP value relevance: Clear • Potential impact: Transformative • Completion: Complete	The commitment was completed with the opening of OIRs in 14 departmental governments. The IRM researcher identified the citizens' lack of knowledge about the LAIP as a challenge, so the SSTA delivered training to employees of various civil society organizations in order that they might train citizen organizations. The unfamiliarity of the law among the population in many regions and the lack of publicity about the existence of the departmental OIRs signify that use of the OIRs is minor or limited. Stakeholders recommend providing incentives for greater dissemination of information on the LAIP throughout different regions in order to generate knowledge and more interest on among citizens.
3. Right to a response • OGP value relevance: Clear • Potential impact: Moderate • Completion: Limited	There was limited progress on this commitment. The Special Law on Right to Rectification and Response was approved, but progress has not been made in creation of the OMBUDSMAN'. Moreover, the Law governs the right to response in communications media, but is considered limited since it affects just one sector, that of the media.
4. List of Users' Rights • OGP value relevance: Clear • Potential impact: Unclear • Completion: Substantial	The initiative for development and dissemination of lists of users' rights was implemented on a limited basis in certain sectors, but made substantial progress in State entities. The lists of rights have been distributed in locations visible to the population and, in some cases, in health centers where they help personnel inform the patients about their rights. The initiative has a transformative potential impact, since the letters of rights are used to empower citizens. Thus, civil society organizations recommend promoting them and expanding them to other government entities under the framework of the OGP.
5. Citizen monitoring of Public Services • OGP value relevance: Clear • Potential impact: Moderate • Completion: Not started	Implementation on this commitment has not started. The commitment could be a giant step toward changing behavior and improving the quality of public services. The principal criticism of civil society organizations is that the commitment was defined in general terms without clearly identified milestones. The commitment was revised after consultation in order to have greater impact by including a system of complaints and reports of mistreatment and to guarantee the right to health of the users of the public system.
6. Distance Learning Program • OGP value relevance: Clear • Potential impact: Minor • Completion: Substantial	This commitment realized substantial progress with the creation of a portal, through which on-line training courses are delivered for public employees. It stems from the OGP and its contribution is a positive step in preparing State officials to serve the public. To advance this commitment, under the new plan, new actions have been proposed for educational campaigns on the right to access information and developing regional and high-level training programs.
7. Improvement in Accountability • OGP value relevance: Clear • Potential impact: Unclear • Completion: Substantial	There have been substantial improvement in accountability practices vis-à-vis what was anticipated, and this activity has been included as an OGP commitment to give it greater impetus for advancement. Noteworthy steps include public accountability exercises, implementation of a system for publication of institutional evaluations and an annual evaluation, as well as the consequent improvement in the manuals and guidelines for each year. The process of consultation and formulation of the new plan led to revisions in this commitment, and new actions were established to improve the quality of accountability. Civil society groups recommend promoting and implementing accountability through binding political or legal frameworks.

8. Departmental Accountability • OGP value relevance: Clear • Potential impact: Unclear • Completion: Complete	The commitment to implement accountability measures in the 14 Government Departments, initiated in 2012, was completed in 2013. SSTA has developed manuals to guide the progression and facilitate citizen participation in the accountability processes. The commitment to expand accountability to the departmental level has been strengthened under the OGP framework, and representatives of citizen organizations have testified to the usefulness of the activities undertaken pursuant to this commitment. Even though the commitment has been implemented, the IRM researcher recommends ensuring actions aimed at maintaining the practice at the departmental level.
✪ 9. Integrity Agreements • OGP value relevance: Clear • Potential impact: Transformative • Completion: Substantial	The mechanism used to ensure transparency and prevent corruption in business relationships has been the signing of Integrity Agreements between construction companies and the supervisors, with one or two independent procurement monitors and witnesses of honor. Civil society groups such as the National Foundation for Development (FUNDE) and the ISD have signed those agreements as witnesses. The implementation of this initiative contributes to changing practices in order to promote transparency and prevent corruption, generating a new culture in the public and private sectors around public works construction processes. To move forward with the commitment, the IRM researcher recommends that the agreements be expanded and that the construction companies and supervisors include commitments relating to compliance with workers' labor rights.
10. Legal Assistance for Submission of Complaints • OGP value relevance: Clear • Potential impact: Transformative • Completion: Not started	According to the SSTA, this commitment has not been implemented, due to FUNDE's development of the Proyecto del Centro de Asistencia Legal y Anticorrupción (ALAC) [Legal Assistance and Anti-corruption Center Project]. Civil society organizations believe it is important to continue with this commitment, given the relevance of having a trusted mechanism that guarantees service to the user for the submission of complaints and denouncements. Therefore, it is recommended that this commitment be reconsidered or a new commitment be established to provide the population with legal assistance to submit complaints relating to lack of transparency and acts of corruption.
11. Publication of Emblematic Cases of Corruption • OGP value relevance: Clear • Potential impact: Moderate • Completion: Limited	The SSTA reported 111 emblematic cases presented to the Office of the Attorney General of the Republic (FGR) in 2012-2013. However, civil society organizations noted that the list of cases is not known to the general public, as it has been withheld from public disclosure. Nonetheless, in August of 2013, 23 publications were produced and published on-line on alleged cases of corruption, which has served to put pressure on the FGR to investigate them. According to information from the FGR, between April 2012 and July 2013 there were 98 complaints of crimes involving corruption. The commitment, undertaken under the framework of the OGP, is known as a mechanism for dissuasion and prevention of corrupt acts. Civil society organizations and members of government recommend revising the commitment to make it more achievable and measurable.
12. Transparency in Investment processes • OGP value relevance: Clear • Potential impact: Unclear • Completion: Substantial	In carrying out this commitment, the SSTA has provided institutional support for improvement of the contracting processes in order to prevent litigation and minimize opportunities for corruption. The commitment is relevant to OGP values; members of the government indicate that by law the public institutions must publish all purchasing processes on the central portal; however, not all comply. It is recommended that the commitment be resumed in the upcoming plan, establishing precise milestones to help make public investment transparent and monitor processes, including establishing the guarantee that all institutions publish information on their procedures.
13. Professionalize Audit Units • OGP value relevance: Not clear • Potential impact: Transformative • Completion: Limited	To date, a Diploma Program or Specialization in Internal Auditing has been implemented. Aimed at support teams and institutional assistants, it is intended to help make Audit Units more professional. Moreover, the Ministry of the Treasury and the General Accounting Office of the Republic (CCR) have signed an agreement to improve internal audit procedures. However, the commitment, while important, did not involve the exchange of information between the government and the public, which is a fundamental aspect for open government. Consequently, it is recommended that the commitment be revised and reconsidered, establishing ways of including a public dimension in accordance with OGP values.

✪ 14. Law on Political Parties • OGP value relevance: Clear • Potential impact: Transformative • Completion: Complete	With the OGP, the government gave added impetus to the initiative to promote approval of a law on political parties. On 14 February 2013 the Legislative Assembly approved the Law on Political Parties, which governs and regulates the operation of all political institutions in the country with respect to financing, obligations, duties, and so forth. Title III contains a chapter aimed at transparency, which, among other things, includes the duty to give citizens access, through electronic or written means, to things such as reports on amounts of public and private financing. The government considers the commitment completed. However, civil society organizations recommend that the Executive Branch establish monitoring methods to help promote reforms of the Law, which, among other things, would include provisions relating to the transparency of private financing for campaigns and political parties.
15. Public Employment Intermediation Service • OGP value relevance: Clear • Potential impact: Transformative • Completion: Limited	To enhance the Public Employment intermediation service, the government held job fairs and is in the process of setting up consulting services for the development of a module for obtaining offers from the public sector. The Office of the Deputy Minister of Governance and Modernization of the State (SSGME) has prepared a draft Law on Public Office, which includes the creation of an entity devoted to oversight and control of transparent contracting for public institutions. This draft was expected for submission in late 2013. Although the commitment was not taken up again in the new plan, it is recommended that it be reconsidered or a new one be established that makes it possible to continue the existing implementation.
✪ 16. Tax Transparency Portal • OGP value relevance: Clear • Potential impact: Transformative • Completion: Complete	The Tax Transparency Portal was implemented. It contains information on revenues and public spending activity and is periodically updated with tax information. The Portal is significant in that the government has attributed the increase in the Open Budget Index to information made available through the portal. It is recommended that the Portal be publicized more, that monitoring mechanisms are established, and that the portal include the source of the national budget funds, since to date only the amounts of such funds are known.
✪ 17. Ranking of Private Banking • OGP value relevance: Clear • Potential impact: Moderate • Completion: Complete	Ranking of private banking is a requirement of the Law on Banks. It is a tool intended to provide information so that users of financial services can make decisions with appropriate information and can compare various financial entities in order to choose the option they consider most advisable. The Superintendence of the Financial System (SSF) publishes this ranking every quarter, and its incorporation into the Open Government portal is being worked on. The information being made available concerns interest rates, commissions, charges on behalf of third parties, and surcharges applied by private and cooperative banks. Work has been done to add more information in order to make it as comparative as possible. Thus, the IRM researcher recommends presenting the reports in a manner that is easy to understand so that the public will be familiar with and make better decisions in using bank services.
18. Catalogue of Priority Projects • OGP value relevance: Clear • Potential impact: Minor • Completion: Not started	This commitment has not been started, so opinions were not collected for the evaluation. The government revised and redefined this commitment for purposes of promoting the publication of a "catalogue" of infrastructure projects with high priority for the Government, with consolidated information and with requirements established by the Law on Access to Public Information.
✪ 19. Expansion of E-Regulations • OGP value relevance: Clear • Potential impact: Moderate • Completion: Complete	E-regulations is the portal that documents the processes established by the government for investment in El Salvador. Although it is considered a tool that generates confidence and is helpful to national and international investors, the commitment has moderate potential impact, since its scope is limited.
20. Focused Transparency • OGP value relevance: Clear • Potential impact: Minor • Completion: Complete	Creation of the focused transparency portal has been completed as anticipated. It was inaugurated on 6 December 2012. To date, 19 institutions are contributing by providing information that is constantly updated, and the inclusion of 3 more institutions is expected. The purpose of this tool is to offer information to help decision-making processes with respect to the acquisition of goods and services (health, education, energy, among others). Civil society organizations recommend dissemination and promotion of knowledge of the tool so that citizens can access this information, and including the institutions' reference information: web page, contact.
21. Digital Newspaper • OGP value relevance: Clear • Potential impact: Minor • Completion: Complete	The commitment to install and implement the digital newspaper "Transparencia Activa" was completed on schedule. It has published 1,800 articles; it gets an average of 2500 to 3000 daily visits, for a total of 1,738,294, and it is e-mailed to a total of 45,000 people. It is important because much of the information is not published by other media, so it helps inform the population about government activities, cases of corruption, and progress in terms of access to public information. The government should continue with the commitment to publish information on cases of corruption in the digital newspaper.

RECOMMENDATIONS

In recent years, El Salvador has experienced a growing demand from civil society to improve its democratic institutions and expand opportunities to participate in the political processes. The government has responded to the increasing demand, with the most significant advances occurring in the area of access to public information. Participation in the OGP has been an important mechanism for advancing open government practices. Civil society representatives and government officials agree that the arrival of the new administration in 2014 brings with it challenges in sustaining the commitments undertaken in the OGP and continuing the progress achieved with respect to transparency.

The civil society organizations believe the most relevant commitments are those relating to the opening of Information and Response Offices and the implementation of Accountability processes in all the institutions. Moreover, they believe that the government should prioritize and schedule the commitments more specifically and conduct an in-depth review of the indicators and their sources of verification with respect to the existing commitments.

The participants in the various OGP workshops recommend:

- Development of a strategy for dissemination of open government tools, their usefulness and importance, and the method for accessing them.
- Establishment of a strategy that combines the use of communication technologies to ensure access to information and participation throughout all regions of El Salvador.
- Combining the OGP initiatives with activities that facilitate access to technology, resuming initiatives such as those concerning the mobile OIR.
- Recognition of the commitments redefined in the new Action Plan 2013-2014 by the authorities and those directly responsible for moving them forward in order to ensure that they will be continued in accord with the OGP framework.
- Resumption of coordination with the civil society working group and establishment, by mutual agreement, of a comprehensive or specific plan to follow-up El Salvador's transparency and anti-corruption commitments.
- Ensuring the protection of official historical records that can help shed light on the past and guarantee the openness of State information that can contribute to justice initiatives and the preservation of historical memory.

The Government of El Salvador must affirm its commitments to the OGP irrespective of the results of the presidential election. For the civil society groups, the most important thing will be to continue consultation with the government and ensure that the open government efforts continue.

Eligibility requirements 2012: To participate in the OGP, governments must demonstrate commitment to the idea of open government by meeting minimum criteria on key dimensions. Objective indicators are used to determine country progress on each of the dimensions. For more information, visit http://www.opengovpartnership.org/how-it-works/how-join/eligibility-criteria. The OGP figures are listed in parentheses.

Budget transparency: Executive Budget public	(2 of 4)	**Access to information:** Law in effect	(4 of 4)
Asset disclosure: Elected officials disclosed to parliament	(2 of 4)	**Participation:** 8.24 of 10	(4 of 4)

The Social Initiative for Democracy (ISD) is an institution identified by its contribution to democracy, transparency, and political reform in El Salvador, with the perspective of strengthening participation and institutions. Its mission is to promote processes of social and citizen participation, public transparency, and political impact through civic education, organizing, social control, and the generation of proposals that raise the capacity of civil society and local and national governmental institutions.

The Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism assesses the development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.

I. BACKGROUND

Introduction

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption and harness new technologies to strengthen democratic governance. OGP provides an international forum for dialogue and the sharing of innovations among governments, civil society and private sector entities, all of which are committed to achieving open government.

El Salvador, one of the 60 countries currently participating in OGP and a part of the 39 countries that constitute Cohort 2, joined the OGP in 2011. In September 2011, the Government submitted its letter of intent to participate in OGP and signed the Open Government Declaration. The Government of El Salvador presented its draft Action Plan on 17 April 2012 at the Annual OGP Meeting held in Brasilia, Brazil.

To participate in OGP, governments must show a demonstrated commitment to open government, reflected in a set of essential indicators: 1) tax transparency; 2) public disclosure of the income and assets of persons holding political posts and senior government officials; 3) access to public information; and 4) public participation in monitoring government accounts. Objective indicators created by entities outside OGP are used as a baseline for determining the level of each country's progress in each of these aspects, with maximum of 4 points being assigned to each indicator.

El Salvador satisfied the eligibility requirements. In the assessment of its qualifications based on OGP criteria, it received a total score of 12 points out of a maximum of 16. When it joined the OGP, it had a ranking of 2 out of a total of 4 points in minimum indicators in the tax transparency survey of the International Budget Partnership.[1] With respect to the public disclosure of income and assets of persons holding political posts and senior government officials, it scored 2 out of a total of 4.[2] With respect to the access to information, El Salvador scored 4 out of a total of 4 points[3] because it has a law on access to information.[4] Finally, in citizen engagement, it received a total of 4 because it scored 8.24 out of a maximum of 10 in the "Civil Liberties" sub-indicator of the Economist Intelligence Unit's Democracy Index.[5] Weaknesses found were "the failure to publish audit reports and the confidentiality of statements of assets of government employees and politicians."[6]

All participating governments must prepare action plans that include specific commitments to be reached within an initial two-year period. Governments must structure their action plans around the "grand challenges."[7] Action plans must include significant commitments to change practices based on the relevant grand challenge. These commitments may be based on existing work, identify new steps for completing reforms in progress or initiate action in a new area.[8]

El Salvador drafted its 2012-2014 Action Plan in March 2012 using inputs from the consultation on the transparency and anti-corruption policy as a reference. On 17 April 2012 at the Annual OGP Meeting in Brasilia, the Government of El Salvador submitted a draft of its Action Plan, while also undertaking plans to submit the draft for public consultation and bring about the actions defined within. However, this was not done, with this document being made official as OGP Action Plan 2012-2014.[9] In December 2012, the government initiated a consultation process to formulate a new Action Plan. The process lasted until September 2013 and succeeded in establishing Action Plan 2013-2014, which would be in effect until May 2014.

Since the creation of the Sub-Secretariat for Transparency and Anti-corruption (SSTA), the Government stated that it undertook its international commitments and had incorporated them within the national plans for pursuing transparency and anti-corruption. Therefore, El Salvador did not submit its first OGP plan for public consultation after it was presented in Brasilia because the plan was used to develop the national policy on transparency and anti-corruption. It was also used to establish mechanisms and tools for increasing access to information, accountability, social monitoring, strengthening of institutional internal oversight, and the monitoring of cases evidencing corruption.

The Government also self-assessed its commitments between August and September 2013, including consulting civil society organizations, and presented the results in the new Action Plan. In this document, the section, "1.2 OGP Action Plan Implementation Results May 2012 – May 2014", evaluates the fulfillment and implementation of the 21 commitments. The document presents new objectives and guidelines in the section "II. Open Government Partnership (OGP) Action Plan. El Salvador 2013-2014." Throughout this report, the document of 30 September will be simply referred to as "Action Plan 2013-2014" or the "Self-assessment Report."[10]

In addition to the process that the Government has carried out to date, according to the official OGP timeline,[11] progress is expected to continue after the presidential elections of February 2014 and the installation of the new government in June of the same year. Thereafter, the Action Plan will be reviewed by government employees and members of civil society. The commitments will be reaffirmed or newly established and the new Plan will be finalized. Regardless of the outcome of the presidential elections, the Salvadoran government will be obligated to affirm Action Plan 2013-2014 or deliver a new Action Plan according to its obligations to the OGP.[12]

According to the provisions of the OGP Articles of Governance, the Independent Reporting Mechanism (IRM) researcher collaborates with independent local researchers that are experienced in the matter to evaluate the development and implementation of action plans in each country. In El Salvador, the IRM researcher partnered with José Ramón Villalta and the Social Initiative for Democracy (Iniciativa Social para la Democracia; ISD), which assessed the development and implementation of the Salvadoran government's first Action Plan. Through its work, the IRM researcher seeks to arrange ongoing dialogue on the development and implementation of future commitments in each OGP participating country.

Institutional Context

The office responsible for working with the Open Government Partnership and, therefore, for preparing the Action Plan and ensuring that the commitments are fulfilled, is the Secretariat for Strategic Affairs of the Salvadoran Presidency, through the Sub-Secretariat for Transparency and Anti-corruption (SSTA). Its scope and authority are based on the Reforms of September 2009 of the Rules of Operation of the Executive Branch, Article 53-E (9) of which establishes the power of the Secretariat for Strategic Affairs to "foster probity, transparency and citizens' auditing through the citizens' access to public information and through legal responsibility."[13]

Article 53-E (B), establishes the duties of the Sub-Secretariat for Transparency, setting the general objective of "supporting the Secretary for Strategic Affairs in promoting the establishment of an effective system of probity in public office, based on the principles of access to public information, citizens' audit, transparency in the performance of public duties and legal responsibility."[14] Its duties include "creating the National Transparency System; formulating the guidelines, strategies and actions to be taken for transparency in government management; strengthening transparency and accountability, promoting access to public information, setting up public information

service windows and opening offices for filing complaints and reports with guarantees and means of protecting the parties filing them and investigation of evidence sufficient for evidentiary purposes, ensuring the coordinate of web sites for the purposes specified within the framework of transparency," among others.[15] The established legal foundation gives the Sub-Secretariat for Transparency sufficient authority as an office charged with coordinating and carrying out actions that allow the commitments established in the Open Government Partnership to be fulfilled.

Methodological Note

Following a selection process in El Salvador, the IRM researcher collaborated with José Ramón Villalta and the Social Initiative for Democracy (ISD) to assess the Independent Report. ISD examined the OGP Action Plan 2012-2014,[16] the documents used in the December 2012 consultation, the Consultation 2013 Consolidated Report prepared in April 2013, reports made in relation to the commitments, the Self-assessment Report, and Action Plan 2013-2014 as of 30 September 2013;[17] it interviewed government officials and gathered the opinions of representatives from national and territorial civil society organizations as well as government institutions related to the commitments. The report was reviewed by OGP staff and a panel of experts.

To gather opinions from various stakeholders, ISD organized 3 assessment workshops in San Salvador: one with leaders of organizations belonging to the Intersectorial Forum for Democratic Reform (Foro Intersectorial para la Reforma Democrática), one with civil society organizations related to issues of transparency, and one with representatives of government institutions from the Executive Branch and other governmental entities. A workshop was also held in Chalatenango with leaders from citizen organizations from different departments of the country. Detailed summaries from the workshops are presented in the annex on methodology.

ISD examined the technological tools developed within the framework of the commitments. The ISD also examined a document listing the cases of alleged corruption published in the digital newspaper, *Transparencia Activa*, a report prepared in August 2013 containing useful information available to citizens, and information from the legal framework concerning the purpose of this assessment. In this document, we will continually refer to all of the aforementioned documents, primarily OGP Action Plan 2012-2014, the Self-assessment Report, and Action Plan 2013-2014.

The report covers the period of March 2012 to September 2013 for the fulfilling of the commitments.

All original documents, as well as the various documents cited within this report, are available for review and comment through the IRM Online Library in El Salvador.[18]

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[1] The OGP gives two points to each of the two essential pieces of information (Propuesta de Presupuesto del Ejecutivo, y el Informe de Auditoría) deemed part of a sub-set of indicators from the 2010 Open Budget Index for countries included by the Index. See Open Budget Index Score. International Budget Partnership. http://bit.ly/1jP88ir El Salvador summary in Spanish, http://bit.ly/K3rDEQ.

[2] Based on a 2009 World Bank survey on the public disclosure of income and assets of holders of political office titled "Disclosure by Politicians" by Simeon Djankov, Rafael La Porta, Florencio López de Silanes and Andrei Shleifer, covering 175 countries, (Tuck School of Business Working Paper 2009-60, 2009), http://bit.ly/19nDEfK; a 2009 World Bank Study on the declaration of income and assets of senior officials titled "Income and Asset Disclosure in World Bank Client Countries" by Richard Messick, Senior Public Sector Specialist for the World Bank, covering 149 countries, (Washington, DC: World Bank, 2009). http://bit.ly/1cIokyf.

[3] See the survey on access to information laws compiled by Open Society Justice Initiative, http://bit.ly/1byKbT1.

[4] Decree No. 534, Law on Access to Public Information, http://bit.ly/JbbtIB.

[5] Economist Intelligence Unit, "Democracy Index 2010: Democracy in Retreat" (London: Economist, 2010), http://bit.ly/eLC1rE.

[6] FUSADES, "Boletín de Estudios Legales," No. 137, p. 7, May 2012, El Salvador.

[7] See Section 4 for a list of grand challenges.

[8] The OGP grand challenges are improving public services, increasing public integrity, more effectively managing public resources, creating safer communities and increasing corporate accountability.

[9] Secretariat for Strategic Affairs of the Presidency, Sub-Secretariat for Transparency and Anti-corruption (SSTA), Plan de Acción AGA 2013-2014 El Salvador, Open Government Partnership (OGP), April 2012, available at http://bit.ly/IRGz7Q.

[10] Secretariat for Strategic Affairs of the Presidency, Sub-Secretariat for Transparency and Anti-corruption (SSTA), Plan de Acción AGA 2013-2014 El Salvador, Open Government Partnership (OGP), Informe de Auto-evaluación, 30 September 2013, available at http://bit.ly/JbdFA1.

[11] Open Government Partnership, Calendar for Participating Countries, http://bit.ly/1dAjCAm.

[12] See Section VI, Salvadoran context, to read more about the 2014 presidential elections.

[13] Amendments to the Rules of Operation of the Executive Branch, Executive Order No. 57 of 28 September 2009, published in Official Gazette No.193, Volume 385 of 16 October 2009, http://bit.ly/18p4is9.

[14] Ibid., Rules of Operation of the Executive Branch, Art. 53-E (B).

[15] Ibid.

[16] SSTA, Plan de Acción AGA 2013-2014 El Salvador, Open Government Partnership (OGP), April 2012.

[17] SSTA, Plan de Acción AGA 2013-2014 El Salvador, Open Government Partnership (OGP), 30 September 2013.

[18] Available at http://bit.ly/1eteFtc.

II. PROCESS: DEVELOPMENT OF ACTION PLAN

The Government conducted a consultation process prior to developing the Action Plan, touching on relevant issues of transparency and anti-corruption. However, the consultation did not include the participation of civil society in reviewing and preparing the plan prior to its presentation in April 2012.

The OGP participating countries must fully consult with the public in preparing their action plans according to the following criteria or requirements:

- *Make the details of their public consultation process and timeline available to the public (at least online) prior to the consultation.*
- *Seek out a diverse range of views.*
- *Make a summary of the public consultation and all individual written comments received available online.*
- *Undertake OGP awareness-raising activities to enhance public participation in the consultation.*
- *Give the public sufficient advance notice of consultations.*
- *Use a variety of mechanisms—including online and in-person meetings—to create opportunities for citizen engagement.*

A fifth requirement, during consultation, is set out in the OGP Articles of Governance. This requirement is dealt with in the section "III. "Consultation during Implementation" but is included here for ease of reference:

- *Countries are to identify a viable forum to enable regular multistakeholder consultation on OGP implementation—this can be an existing entity or a new one.*

Table 1: Action Plan Consultation Process

Phase of Action Plan	OGP Process Requirement (Articles of Governance Section)	Did the Government meet this requirement?
During development	Timeline and process: Available prior to consultation	No
	Timeline: Online	N/A
	Timeline: Other channels	N/A
	Timeline: Links	N/A
	Advance notice	No
	Advance notice: Days	N/A
	Sufficient advance notice	N/A
	Awareness-raising activities	Yes
	Awareness-raising activities: Links	No
	Online consultations	Yes

	Online consultations: Links	http://consulta.gobiernoabierto.gob.sv/
	In-person consultations	Yes
	Summary of comments	Yes
	Summary of comments: Link	Consolidated report, consultation to prepare Action Plan, 2013
During implementation	Regular forum	No

Advance Notice of Consultation

Before developing the Action Plan, the Government of El Salvador carried out a consultation process with civil society organizations to prepare a transparency and anti-corruption policy . Although the advance consultation covered relevant issues, it did not specifically involve a review of the Action Plan that was presented in Brazil in April 2012.

After the 2012-2014 Action Plan was presented at the conference in Brazil, no consultations were held until progress was made in fulfilling the Government's 21 commitments. The consultation began by covering information on the public consultation process and timeline for Action Plan 2013-2014 through a workshop held on 6 December 2012. At the event, the purpose of OGP was explained and a report on the consultation process and the undertaking of the 5 OGP grand challenges in the new Action Plan was given. The Sub-Secretariat reported on the methodology of the consultation, which included in-person workshops and an online consultation. A written invitation containing the schedule for consultation workshops was sent out by e-mail and regular mail at least ten days in advance .

Quality and Breadth of Consultation

At the Annual OGP Meeting in Brasilia, the Sub-Secretariat for Transparency undertook a commitment to hold a public consultation on the official Action Plan, which would be based on the draft presented. The consultation was not held. In December 2012, the SSTA deemed that most of the 21 commitments established in OGP Action Plan 2012-2014 has been fulfilled. The decision was made to not submit the Action Plan presented in Brazil for consultation. Rather, the Government decided to begin preparing for a new Plan that would incorporate the five points suggested by OGP. Within this framework, the SSTA made an announcement to civil society organizations that December. The announcement informed them that the Government of El Salvador is participating in OGP and is seeking civil society proposals to identify on a preliminary basis the relevant issues around each of the 5 points included in the new Action Plan. The consultation process concluded in March 2013.

The SSTA designed a consultation method involving 5 roundtables that would discuss and identify proposals that fall within the framework of the 5 points suggested by OGP.[1] The development of an online consultation process was also included, so that any interested citizen could contribute and use workshop inputs as a reference.

For each roundtable, a workshop was held between 28 February and 14 March 2013. An average of 31 representatives from civil society organizations (CSOs), universities, government institutions, and the private sector were invited to the workshop. Of these, 15 representatives confirmed that they would participate and an average of 10 representatives ultimately attended.[2]

At each workshop, participants proposed activities that they considered appropriate for the 2-year plan. The most relevant activities were selected and compiled within a summary chart that includes the following details: name of the action, description of the action, person or entity in charge, implementation period, and means of assessment.

An online forum was also held in April 2013 through the web site http://consulta.gobiernoabierto.gob.sv/. The proposals from former workshops were made available to the participants and they were able to make further contributions. However, no new proposals were recorded.

In September 2013, the Sub-Secretariat finally held a series of bilateral meetings with Executive Branch bodies (Ministry of Health, Ministry of the Treasury, the Office of the Deputy Minister of Governance and Modernization of the State (SSGME)), and oversight bodies (General Accounting Office, Office of the Attorney General, Government Ethics Tribunal, and the Institute for Access to Public Information) to determine the viability of and reaffirm the commitments to authorities, while also including other appropriate commitments. In addition, the Presidency was consulted on the Construction Sector Transparency Initiative (CoST) and the Government's interest in keeping commitments that fall within responsibility of the CoST.

Action Plan 2013-2014 represents a diverse range of perspectives. However, fewer stakeholders than expected directly participated in the consultation.

The Plan is the product of the workshops, which include the participation of representatives from various sectors, and of SSTA's outreach efforts to different government institutions outside of the Executive Branch. The responsible institution(s), in some cases inclusive of civil society stakeholders, is defined for each commitment in the plan.

Although the new objectives of Action Plan 2013-2014 stem from a series of in-person visits and workshops, the input from the workshop aspect of the consultation was not substantial. The representation from civil society was limited due to the low number of workshop participants and no citizen participation in the online forum. However, institutional stakeholders involved with fulfilling the commitments were consulted and provided input.

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[1] OGP grand challenges are: improving public services, increasing public integrity, more effectively managing public resources, creating safer communities and increasing corporate accountability. See Section IV for more information about the grand challenges.

[2] SSTA, "Informe Consolidado de la Consulta 2013".

III. PROCESS: CONSULTATION DURING IMPLEMENTATION

The Government coordinated a civil society roundtable to hold regular meetings on transparency and anti-corruption and established other mechanisms to monitor fulfillment of OGP commitments.

As part of their participation in OGP, governments commit in order to identify a forum to enable regular multistakeholder consultation in OGP implementation—this can be an existing entity or a new one. This section summarizes that information.

Consultation Process

A multi-stakeholder forum was not set up to systematically monitor and fulfill the OGP commitments. Rather, the SSTA coordinated a Civil Society Roundtable on transparency and anti-corruption issues, with the participation of business associations such as the Salvadoran Chamber of the Construction Industry (Cámara Salvadoreña de la Industria de la Construcción; CASALCO), NGOs such as Social Initiative for Democracy (Iniciativa Social para la Democracia; ISD), Foundation of Studies for the Application of the Law (Fundación de Estudios para la Aplicación del Derecho; FESPAD), National Foundation for Development (Fundación Nacional para el Desarrollo; FUNDE), Salvadoran Foundation for Local Development and Democracy (Fundación Salvadoreña para el Desarrollo Social y la Democracia; FUNDASPAD), and other networks, such as the Health Forum (Foro de la Salud). The roundtable monitored transparency and anti-corruption initiatives, including national and international commitments such as those for OGP. In 2012 and 2013, at least 6 meetings were held in the Presidential Palace lecture hall.

The SSTA states that civil society mechanisms or instruments are used to monitor the progress of national and international transparency commitments and plans. Following are some of the civil society instruments:

a) Monitoring transparency in the administration of President Mauricio Funes by the ISD Citizens' Observatory of Transparency.[1]

b) Monitoring the performance of Integrity Agreements involving the Integrated Transport System of Greater San Salvador (Sistema Integrado de Transporte del Área Metropolitana de San Salvador; SITRAMSS) by the Observatory of Public Works of FUNDE/TI and the Citizens' Observatory of Transparency of ISD,[2] of FUNDE and ISD.[3]

c) ISD observatories of compliance with the Law on Access to Public Information (LAIP).[4]

d) Monitoring transparency in public works, FUNDE/TI.[5]

e) FUSADES Legal Studies Bulletin (Boletín de Estudios Legales) No. 136 of April 2012, No. 137 of May 2012 and No. 147 of March 2013.[6]

The SSTA conducted a self-assessment of its fulfillment of the 21 commitments in Action Plan 2012-2014. The process involved holding three workshops between 26 August and 18 September 2013 that included the participation of eleven civil society organizations. The results are detailed in Action Plan 2013-2014, section "I.2 Results of Implementing OGP Plan May 2012 – May 2014."[7]

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[1] Citizens' Observatory of Transparency (Observatorio Ciudadano de Transparencia), ISD, http://bit.ly/1kNw9Cw

[2] Specialized or focused monitoring, ISD, http://bit.ly/1974psV.

[3] Specialized or focused monitoring, ISD, http://bit.ly/1974psV.

[4] Monitoring compliance with the Law on Access to Public Information (LAIP), ISD, http://bit.ly/1974psV.

[5] Observatory of Public Works, FUNDE-TI. http://bit.ly/IYKSxY.

[6] FUSADES, "Boletín de Estudios Legales" No. 136 of April 2012, No. 137 of May 2012 and No. 147 of March 2013.

[7] SSTA, Plan de Acción AGA 2013-2014 El Salvador, Open Government Partnership (OGP).

IV. IMPLEMENTATION OF COMMITMENTS

All OGP participating countries develop biannual action plans. Governments begin their plans by explaining current efforts related to their chosen OGP Grand Challenges, including specific open government strategies and ongoing programs. Action Plans then set out governments' commitments, which must change government practice with respect to the relevant area. These commitments may build on existing efforts, identify new steps to complete ongoing reforms or initiate action in new areas.

OGP commitments are to be structured around a set of five "grand challenges" that all governments face. OGP recognizes that each country starts from different points of reference. Therefore, countries are charged with selecting the grand challenges and concrete commitments most relevant to the national context. No action plan, standard or specific commitment are to be forced on any country.

The five grand challenges are:

1. *Improving public services—measures that address the full spectrum of citizen services including public health, justice, water, electricity, telecommunications and any other relevant service in order to foster improvements in services and private sector innovation.*
2. *Increasing public integrity—measures that address corruption and public ethics, access to information, campaign finance reform and media and civil society freedom.*
3. *Effectively managing public resources—measures that address budgets, procurement, natural resources and foreign assistance.*
4. *Creating safer communities—measures that address public safety, the national security sector, response to disasters, crises and environmental threats.*
5. *Increasing corporate accountability—measures that address corporate responsibility on issues such as the environment, anti-corruption, consumer protection and community engagement.*

While the nature of concrete commitments under any grand challenge area should be flexible and allow for each country's unique circumstances, OGP commitments must be relevant to OGP values laid out in the OGP Articles of Governance and Open Government Declaration signed by all OGP participating countries. The IRM uses the following definitions to evaluate relevance to core open government values:

- **Transparency**— These commitments:
  - o pertain to government-held information;
  - o are not restricted solely to data, but pertain to all types of information;
  - o may cover proactive or reactive transparency;
  - o may pertain to strengthening the right to information; and
  - o must provide open access to information (it cannot be treated as confidential or restricted internally to the government).
- **Citizen Engagement** — governments seek to mobilize citizens to participate in public debate and make contributions that lead to more responsive, innovative and effective governance. Commitments to citizen engagement:
  - o open up decision-making to all interested members of the public. Forums are usually "top-down" in that they are created by government (or stakeholders empowered by government) to inform decision-making;

- o often include elements of access to information to ensure meaningful input of interested members of the public into decisions;
- o often include the citizen's right to be heard, but do not necessarily include the right to be heeded.
- **Accountability** — there must be rules, regulations and mechanisms in place that call upon persons in government to justify their actions, act upon criticism made of them and accept responsibility for failure to comply with laws or fulfill commitments.
  - o As part of open government, such commitments have an "open" element, meaning that they are not simply internal or closed systems of accountability without a public face.
- **Technology and Innovation** — These commitments:
  - o Promote new technologies that offer opportunities for the public to share information, participate and collaborate;
  - o Should make more information public in ways that enable society both to understand what their governments do and to influence its decisions;
  - o May develop the ability of governments and citizens to use technology to improve transparency and accountability; and
  - o May likewise support the use of technology by government employees and citizens alike.

Countries may focus their commitments on the national, local or subnational level— wherever they believe their efforts are to have the greatest impact. Recognizing that achieving open government commitments is a multiyear process, governments should include timeframes and benchmarks in their commitments that indicate what is to be accomplished each year, wherever possible.

While most measures are methodologically clear and objective, some deserve further explanation.
- Relevance: The IRM researcher evaluated each commitment for its relevance to OGP Values and Grand Challenges.
  - o *OGP Values*: Some commitments are unclear in their relationship to OGP values. To identify such cases, the IRM researcher made a judgment based on a close reading of the commitment text, which identifies commitments that can better articulate their relationship to fundamental issues of open government.
  - o *Grand challenges*: While some commitments may be relevant to more than one grand challenge, the researcher only assessed those that had been identified by the Government (as most commitments address a single grand challenge).
- Ambition:
  - o *Potential impact:* OGP countries must make ambitious commitments (with new or pre-existing activities) that change government practice within the relevant area. To contribute to a broad definition of "ambition," the IRM researcher judged how potentially transformative each commitment could be, based on the researcher's findings and experience as a public policy expert.
  - o *New or pre-existing:* The IRM researcher also considered, in a non-judgmental fashion, whether the commitment was based on an action that pre-dated the action plan or was new.
- Timing:

- o *Projected completion:* The OGP Articles of Governance encourage participating countries to undertake commitments with clear deliverables and projected annual milestones. When this information is not available, the IRM researcher makes a best judgment, based on the evidence and his or her experience, to make a decision on the degree to which the commitment will have been fulfilled at the end of the implementation period.

This section of the report details each commitment that El Salvador incorporated in its Action Plan, including the perspectives of a diverse range of stakeholders. See the Methodological Annex at the end of the report for a list of persons interviewed.[1] El Salvador's Action Plan 2012-2014 contains 21 commitments that are arranged in four thematic areas: 1.) Increasing the availability of information on government activities, 2.) Fostering citizen engagement and accountability, 3.) Strengthening internal auditing and integrity standards and 4.) Encouraging the use of new technologies for transparency and access to information.[2]

General Description of Commitments

The commitments laid down in the 2012-2014 OGP Action Plan were defined in a fairly general manner—most of the commitments did not explicitly identify a clear milestone that can be used as a measurement. Initially, no timeline was identified and no institutional responsibilities were assigned. The Sub-Secretariat for Transparency assumed full responsibility. Some of the commitments were actions that corresponded to obligations established by the applicable legal framework and other initiatives were already underway. During the design of the first plan, the 5 OGP grand challenges were not used as a reference.

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[1] See ISD document, "Memorias de Workshops con representantes de gobierno y sociedad civil, Evaluación Independiente AGA El Salvador," November 2013.

[2] SSTA, Plan de Acción AGA 2013-2014 El Salvador, Open Government Partnership (OGP).

A. Increasing the Availability of Information on Government Activities

1. Opening Information and Response Offices

Open Information and Response Offices (OIRs) in all Executive Branch institutions.

Commitment Description		
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	78 Executive Branch institutions
	Point of contact specified?	No
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.
Relevance	**OGP Grand Challenges**	Improving public services. Increasing public integrity.

	Relevant OGP Values	**Transparency**	**Participation**	**Accountability**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔		✔		

Ambition	
New or pre-existing? Pre-existing	**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.

Level of completion			
Start Date: Unspecified	**End Date:** December 2012	**Actual completion**	Complete
		Projected completion	Complete

Next steps
Maintenance and monitoring of completed implementation

What happened?

Information and Response Offices (OIRs) were opened at Executive Branch institutions by executive order and gave the Sub-Secretariat for Transparency and Anti-corruption the duty to "strengthen transparency and accountability by promoting access to public information."[1] The Transparency Policy of the Investment Fund for Local Development (Fondo de Inversión Social para el Desarrollo Local; FISDL) was enacted. In October 2009, the first OIR[2] was opened and set up in the same year, followed by the establishment of the Consumer Protection Authority. After the passing of the Law on Access to Public Information (LAIP) on 3 March 2011, the SSTA coordinated

development of a guide for the setting up of OIRs, thus ensuring that all Executive Branch institutions can establish OIRs.[3]

The commitment to open OIRs had an anticipated completion date of December 2012. Before the indicated date, the government was able to install 78 offices in a number of public institutions, thus fulfilling the commitment within the set time frame. A Network of Information and Response Officers was set up to provide feedback and solutions to problems. Inter-institutional networks have also been set up to facilitate access to information. In addition, a virtual "online government"[4] office was opened to make official information available in accordance with the provisions of the LAIP. A team within the SSTA contributes ongoing advice and assistance to OIRs to better respond to requests for information and the SSTA also has a diploma course developed for Information Officers.

Several government institutions have systems for dealing with public complaints such as claims of poor service, and requests for information that gives users orientation on the services. When the first phase of the LAIP was passed and took effect, all government institutions became obligated to create Public Information Access Units (UAIP) within the timeframe of May 2011 to May 2012. The Executive Branch decided to create OIRs based on the reason that citizens should not only be given information, but should be guaranteed a response to their complaints or requests for information.

In addition to appointing the Information Officers, the Executive Branch was required to train them. The training ensures that the officers are experts on the procedures for setting up the UAIPs and the procedure for citizens' access to information, in addition to their ample knowledge of the new legal framework. Civil society stakeholders and citizens can start using the activated right and procedures for accessing public information.

To create the OIRs, the SSTA designed manuals for setting them up. The SSTA also produced versions of the LAIP and additional informative material about it.

The creation process of Information and Response Offices has the assistance and financial support of the USAID/El Salvador Democracy Promotion Program (PFD). Financial support to reproduce manuals, versions, and informative material about the LAIP stem from PFD USAID/El Salvador, the World Bank, the Inter-American Development Bank, and the United Nations Development Program (UNDP)/El Salvador.

Relevance

As stated earlier, the commitment to create the OIRs was mandated by Executive Order before the Salvadoran government joined the OGP. The Government made significant achievements in establishing information offices and liaison units during the 2012-2014 Action Plan implementation period. As part of the Government's commitment to OGP, advances have been made to provide greater access to public information. The commitment was transformative because it substantially modified the institutional structure, especially the political culture between officials and citizens with respect to guaranteeing the right to access of information.

According to the Transparency Monitoring Report prepared by ISD in the Fourth Year of the Funes Administration (Informe de Monitoreo de Transparencia al Cuarto Año de Gestión del Presidente Mauricio Funes), 7,032 information requests were made between June 2012 and May 2013 at 55 Executive Branch institutions, 6,459 (92%) of which were resolved and 567 (8%) were denied. Requests were mainly refused when the information being requested for did not exist. The average response time for information requests was 4 days.[5] With respect to the official information available on the Open Government portal, the report indicates that certain institutions, for example the Social Housing Fund (FSV) and the Ministry of the Treasury, made available up to

95% of its information. All institutions have complied by having at least 70% of their information available.[6]

In the opinion of the President of the Institute of Access to Public Information (IAIP),[7] the Government has complied 100% with the commitment. Within a year, as allocated by law, the Government achieved its goals of setting up OIRs and training Information Officers.

However, civil society groups have pointed out instances when offices within the Executive Branch have refused to disclose certain information, despite the mandate of the law. For example, the National Foundation for Development, National Chapter of International Transparency (FUNDE/TI) has questioned President Mauricio Funes' decision to maintain total confidentiality of all documentation related to the foreign travels of him and his wife, Vanda Pignato, even though the law obligates him to make the information public.[8]

Furthermore, civil society organizations stated that the obligatory submission of one's identity document is an aspect hindering the access to information. When the request is made online or by telephone, the document must be scanned and sent out, which limits accessibility as not everyone has access to a scanner. Moreover, government institutions have been criticized for not publishing the index of confidential information.

Moving Forward

The commitment was fulfilled as defined. However, as a result of the consultation process on the development of the new Action Plan, the following steps remain in Milestone 2, Actions 7 and 8 of Action Plan 2013-2014:[9]

a) Create specific guidelines for confidentiality according to parameters established by the Regulations and the Law on Access to Public Information so that government employees act with integrity in respecting people's rights and so that citizens understand the grounds for refusal to provide such information according to its general or special nature.[10]
b) Increase the quality of information presented on online portals of bodies that are required to provide it. Show full and complete access to information.

To facilitate greater access to information, civil society organizations believe it is necessary to:

• Hold periodic fairs to facilitate access to public information.
• Make commitments to ensure that all entities that administer public funds comply with the LAIP.

Government employees recommend the following to facilitate greater access to information:

• Guarantee that procedures for access to information are institutionalized in the respective manuals.
• Create information campaigns for citizens so that they know what information they may request and how they will receive it.
• Develop indicators to measure quality in delivering information.
• Conduct training so that quality information is delivered in a friendly manner.
• Build on and institutionalize the Network of Information Officers and promote inter-institutional networks to ensure access to information.

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[1] Rules of Operation of the Executive Branch, Art. 53-E-B (e). Executive Order No. 57 of 28 September 2009, published in Official Gazette No.193, Volume 385 of 16 October 2009.

[2] Investment Fund for Local Development (FISDL), "Política de Transparencia FISDL," October 2009. p. 12, available at http://bit.ly/1cMPtyM.

[3] Sub-Secretariat for Transparency and Anti-corruption, "Guía para el montaje de las OIRs Conceptual y Metodológica para el Montaje de las OIRs en las Entidades del Poder Ejecutivo de la República de El Salvador," March 2012.

[4] See the online office that allows requests for information to be sent under the Law on Access to Public Information (LAIP) at the following link: http://bit.ly/1fo3raH.

[5] Social Initiative for Democracy (ISD). "Informe de Monitoreo de Transparencia al Cuarto Año de Gestión del Presidente Mauricio Funes," October 2013, http://bit.ly/JciTeQ.

[6] Ibid.

[7] The Institute for Access to Public Information, IAIP, is the body created by law to monitor to protect the right to information. See the web site of the Advocacy Group for the Law of Transparency and Access to Public Information, http://bit.ly/Jg3tpG.

[8] El Diario de Hoy, "Funes pone candado a datos de sus viajes y de su esposa," 7 October 2013, http://bit.ly/1kE23Bk.

[9] Government of El Salvador, "Plan de Acción AGA 2013-2014 El Salvador," September 2013, pp. 15 and 16. Available at http://bit.ly/1bJbJZr.

[10] Therefore, in order to adopt the highest standards and best practices of the national and international (including regional) law on transparency according to the parameters set forth in "Principios Globales Sobre Seguridad Nacional y el Derecho a la Información," see the principles made available by the Open Society Justice Initiative at http://osf.to/1kNxDN6.

2. Opening of Departmental Information and Response Offices

Open and set up 14 Information and Response Offices in 14 departmental centers and in regional and departmental offices of other government ministries.

Commitment Description						
A ns w er ab ili ty	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption				
	Supporting institutions	14 departmental centers				
	Point of contact specified?	No				
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.				
R el ev an ce	**OGP Grand Challenges**	Increasing public integrity				
	Relevant OGP Values	**Transpar ency**	**Citizen engage ment**	**Accounta bility**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔		✔		
Ambition						
New or pre-existing? Pre-existing		**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.				
Level of completion						
Start Date: Unspecified		**End Date:** December 2012	**Actual completion**	Complete		
			Projected completion	Complete		
Next steps						
Maintenance and monitoring of completed implementation						

What happened?

The commitment to open Information and Response Offices (OIRs) in 14 departmental centers was set for completion in December 2012. The commitment was fulfilled and 14 Information Offices are currently installed in the 14 departmental centers. To enhance the capabilities of the offices, the SSTA delivered training to the information officers, as well as to personnel throughout the different institutions that constitute the departmental centers .The SSTA also contributed by advising on how to install the OIRs.

At the departmental level, no independent structures existed to ensure access to information. Thus, after the LAIP took effect, the Executive Branch created OIRs to bring access to information to the territories. The commitment entailed providing training on the Law and creating institutional conditions for installing the OIRs. At the territorial level, the citizens' lack of knowledge about the LAIP constituted a challenge. Therefore, the SSTA delivered training to employees of various civil society organizations with the expectation that they, in turn, would train citizen organizations. In addition, a set of departmental fairs was conducted to offered public information and also to announce the public services of different institutions.

The U.S. Embassy and the World Bank provided financial support to set up and open the departmental OIRs.

Relevance

As mentioned earlier, the Executive Branch complied with the Law by creating the OIRs. Although the commitment did not begin with OGP, the commitment is transformative because it promotes open government objectives and creates a new departmental institutional structure to facilitate access to information. It also contributes towards changing the political culture of institutions and government employees.

The public's unfamiliarity with the law and the lack of publicity for the departmental OIRs in many regions are contributing reasons for the little or limited use of OIRs, despite the fact that in some departments, such as Cuscatlán, the governor has called upon the people to exercise their right and utilize the offices. Citizens' organizations noted that the offices have been created, but are not being used.

Moving Forward

The commitment has been fulfilled according to how it was initially defined. However, since access to information is an obligation and ongoing process, the Government of El Salvador must work to ensure the sustainability of the OIRs. Thus, the different stakeholders suggest:[1]

- Continuing to promote the departmental fairs to motivate citizens to access information.
- Strengthening the processes to train government personnel at the departmental level.
- Identifying other means of expanding access to information at the territorial level, bearing in mind the country's inadequate Internet coverage (e.g., using school systems).
- More widely disseminating information about the LAIP on the territorial level to raise awareness and generate more interest in the people.

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[1] See ISD document, "*Memorias de Workshops con representantes de gobierno y sociedad civil, Evaluación Independiente de la OGP El Salvador,*" November 2013.

3. Right to a Response

Amend the law to create an Ombudsman and promote the right to a response.

Commitment Description					
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption			
	Supporting institutions	None specified			
	Point of contact specified?	No			
Specificity and Measurability		Low: commitment language describes activities that are unclear, but can be construed as measurable.			
Relevance	**OGP Grand Challenges**	Increasing public integrity			
	Relevant OGP Values	**Transparency**	**Citizen engagement**	**Accountability**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔		✔		

Ambition	
New or pre-existing?	**Potential Impact**
New	Moderate: the commitment is a major step forward in the relevant public policy area, but remains limited in scale or scope

Level of completion			
Start Date:	**End Date:**	**Actual completion**	Limited
Unspecified	December 2012	**Projected completion**	Officially withdrawn

Next steps
None: Abandon the commitment

What happened?

Limited progress was made on this commitment. The Special Law on the Right to Rectification and Response was passed, but no progress was made on the creation of an Ombudsman. Within the new Action Plan (2013-2014), the commitment is officially withdrawn.

El Salvador had no regulations for a person's right to a response or rectification if he or she was affected or injured by inaccurate information published in some medium. Likewise, there is no public defender to protect the right to information.

Various civil society organizations have demanded the right to rectification and response, as well as the creation of an Ombudsman and the democratization of the

media. However, major media have resisted these changes on the grounds that such regulation could affect the freedom of expression.

Relevance

The commitment stems from the OGP. The passing of the Law that governs the right to rectification and response and the creation of an Ombudsman directly affect how the media presents information. It ensures that there is a mechanism for protecting citizens' rights from abuse at the hands of media and other political stakeholders.

On 11 July 2013, the Legislative Assembly passed Legislative Decree No. 422 on the "Special Law on the Right to Rectification and Response" and, after addressing comments from the Salvadoran Presidency, it was published in the Official Gazette on 4 September 2013. Its purpose is to "govern the exercise of the right to rectification and response to protect the rights to freedom in personal and family matters of a private nature and freedom from injury to honor and self-image, in keeping with the unrestricted exercise of the freedom of expression and information." The right includes "a response, in refutation or contradiction of what has been published or disseminated, and rectification, consisting of responding to facts or circumstances that are considered wrong and, therefore, injurious."[1] Thus, the law guarantees the right of injured parties to demand that the corresponding rectification or response be communicated in the same medium and in the same manner in which it was communicated or published. The right may be exercised by any individual or legal entity considered injured by information published in any medium.[2] To date, there has been no known case in which the right established by the passed legislation has been exercised.

According to civil society organizations, the commitment has conceptual problems. How the commitment is written poses problems because no law governing the matter previously existed and the scope has not been made clear.

The IAIP acknowledges that the Law governs the right to a response, but it considers the law limited because the law only affects the media sector.

It is important to note that the majority of participants in assessment workshops were unaware of the contents of the law and that it had been enacted.

Moving Forward

The commitment was not taken up again in the new plan. Hence, the next steps at the institutional level were not identified.

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[1] The "Ley Especial del Ejercicio del Derecho de Rectificación o Respuesta" of September 2013 can be found at http://bit.ly/1gvPDy6.

[2] Ibid.

4. List of Users' Rights

Distribute lists of users' rights

Commitment Description		
A ns w er ab ili ty	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	None specified
	Point of contact specified?	No
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.
R el ev an ce	**OGP Grand Challenges**	Improving public services, Effectively managing public resources
	Relevant OGP Values	Transpar ency / Citizen engage ment / Accounta bility / Technology & Innovation for Transparency and Accountability / None

Relevant OGP Values	Transparency	Citizen engagement	Accountability	Technology & Innovation for Transparency and Accountability	None
	✔		✔		

Ambition	
New or pre-existing? Pre-existing	**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.

Level of completion			
Start Date: Unspecified	**End Date:** December 2012	**Actual completion**	Substantial
		Projected completion	Complete

Next steps
Further work on basic implementation

What happened?

The initiative to prepare and distribute lists of users' rights was implemented on a limited basis in sectors such as the health sector. Although the commitment did not indicate specific milestones or goals, the commitment achieved substantial progress since lists of users' rights were prepared and widely distributed at various institutions. Amongst the institutions include the National Registry, Consumer Protection Authority, national hospitals, centers, units and health facilities, Health Solidarity Fund (FOSALUD) clinics, Salvadoran Social Security Institute agencies, the Ministry of the Treasury, and OIRs. The lists of users' rights were not only distributed at public locations. In some cases, for example the municipal health center in Santa Tecla, nursing staff will also inform patients of their rights. The process was facilitated by the Sub-Secretariat for Transparency and Anti-corruption. The Sub-Secretariat for Transparency and Anti-corruption, in conjunction with the Consumer Protection Authority and with the

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support of the UNDP/El Salvador, established the methodology for preparing and assessing the lists of users' rights.

Generally speaking, an emphasis on user rights has traditionally not existed in the provision of public services. Likewise, people who seek such rights are not properly addressed due to an authoritarian culture between government employees and the public. Government employees generally believe they are doing the public a favor by providing public services. The public similarly believes that such services are provided as charity. Thus, neither party has the notion of having a right to the public service. One of the main challenges has been to change the traditional mentality and the behavior of government employees in order to achieve the delivery of friendly and good quality service. Citizens should assume that it is their right to receive a public service. Citizens should also be aware that they can demand and require such services.

Relevance

Particularly in the health sector, the initiative for creating lists of users' rights was pushed through on a limited basis. With the OGP, the aim was to promote the initiative and extend it to other government bodies. The commitment has a direct effect on changing the behavior of government employees and the public. Providing public services while recognizing and respecting people's rights has improved in some institutions, especially in the health sector. Consequently, the public has begun exercising their rights more frequently since the publication of the lists of users' rights.

Participants of different workshops stated that the public has begun using the lists of users' rights:

- "*In the municipality of San Martin, department of San Salvador, at the FOSALUD clinic, all emergency patients who arrived there were receiving poor service. Using the list of rights, they have asserted their rights, which did not please workers and bothered them; they appealed to the Director, who has taken steps to improve patient care. In this case, it can be said that the list of users' rights does indeed work.*"
- "*At the Santiago Nonualco Health Unit, there was a similar problem. The list was used, and services were improved.*"

The lists help government employees conduct themselves according to clear principles, while instilling a greater confidence in citizens, regardless of their social status, to asking for and exercising their rights. Thus, the lists of users' rights help empower the people based on having the awareness that they are entitled to the services the government provides.

Some leaders of citizens' organizations consider the importance of the lists of rights stems from the fact that anyone can read them with no pressure applied; their design is not monotonous and they are engaging to read. Furthermore, those who cannot read are taken into consideration. Other leaders have stated that some government employees do not heed the list of rights, even when it is in view of the public. They add that part of the population do not credit it as being of importance. They point out that the lists of rights are not widely used in all government institutions.

Government representatives believe the lists of rights raise awareness in government employees. One member of the Tribunal on Government Ethics (TEG) believes that the list of rights "tells the citizen about his rights, not exhaustively, but by way of illustration, thereby encouraging the government employee to safeguard those rights."

Moving Forward

The new 2013-2014 Action Plan continues the progress and implementation of this commitment. The focus is on the Ministry of Health and establishing the commitment as follows:[1]

- Drafting the lists of health-related rights. Clearly and precisely presenting the citizens' rights and duties. Placing them in a visible location in each establishment. Fostering the personnel and public's sense of social responsibility and incorporating them in the Ministry's technical guidelines.

Civil society organizations recommend:[2]

- Distributing and disseminating the use of lists of users' rights on a mass basis.
- Including mechanisms for direct and personalized information at institutions for users on the contents of these rights.
- Training government employees to know that their jobs depend on serving users and respecting their rights.

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[1] SSTA, "Plan de Acción AGA 2013-2014 El Salvador," September 2013.
[2] See ISD document, "Memorias de Workshops con representantes de gobierno y sociedad civil, Evaluación Independiente AGA El Salvador," November 2013.

5. Citizen Monitoring of Public Services

Monitoring by citizens of the provision of public services ("El peor trámite de mi vida"—"The Worst Bureaucratic Encounter of My Life) and improving principal services in 60 days.

Commitment Description		
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	None specified
	Point of contact specified?	No
Specificity and Measurability		None: commitment language does not contain verifiable deliverables or milestones.
Relevance	**OGP Grand Challenges**	Improving public services. More effectively managing public resources
	Relevant OGP Values	Transparency / Citizen engagement / Accountability / Technology & Innovation for Transparency and Accountability / None
		✔ (Citizen engagement)

Ambition	
New or pre-existing? New	**Potential Impact** Moderate: the commitment is a major step forward in the relevant public policy area, but remains limited in scale or scope

Level of completion			
Start Date: Unspecified	**End Date:** December 2012	**Actual completion**	Not started
		Projected completion	Complete

Next steps
Revising the commitment to make it more achievable or measurable.

What happened?

The commitment should have been completed by the time of writing this report. However, implementation had not started.

Relevance

Citizens will monitor public services to ensure that they are provided within the framework of the OGP. Exposing service quality and handling to public opinion will contribute towards a change in behavior and improve public services.

Civil society's main criticism of the commitment is its vague definition and lack of a clearly defined milestone.

Moving Forward

The commitment has been reviewed and redefined based on consultation input. It is now set forth in Milestone 1, Action 3 of the new 2013-2014 Action Plan, as follows:

Developing and implementing a system for addressing complaints and mistreatment claims, while making actions to ensure the health rights of public system users, both in person and online. A pilot plan with 7 national hospitals will be launched.[1]

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[1] SSTA, "Plan de Acción AGA 2013-2014 El Salvador" September 2013.

Moving Forward

6. Distance Learning Program

Develop a distance learning program to increase capacity of public servants to deal with access to information.

Commitment Description		
A ns w er ab ili ty	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	None specified
	Point of contact specified?	No
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.
R el ev an ce	**OGP Grand Challenges**	Effectively managing public resources
	Relevant OGP Values	Transpar ency / Citizen engage ment / Accounta bility / Technology & Innovation for Transparency and Accountability / None
		✔ (Transparency) and ✔ (Technology & Innovation for Transparency and Accountability)

Ambition	
New or pre-existing?	**Potential Impact**
New	Minor: The commitment is an incremental, but positive step in the relevant policy area.

Level of completion			
Start Date:	**End Date:**	**Actual completion**	Substantial
Unspecified	December 2013	**Projected completion**	Substantial

Next steps
Revision of the commitment to make it more achievable or measurable.

What happened?

The commitment has made substantial progress. With support from EUROsociAL, the SSTA created a portal that delivers online training courses to government employees.[1]

Two courses conducted through the portal were set up between May and July 2013. The courses offered were "Classification of Confidential Information," which is aimed at Information Officers, and a "Transparency Express Course," which is aimed at public sector teachers. Registration for the second round of classes began in October 2013. The second round included classes on classifying information, and ran for 5 weeks, 8 to 10 hours per week, between 4 November and 6 December 2013. The "transparency express" course for teachers working in the public sector was set to run for 6 weeks between 4 November and 13 December 2013. The courses are free to participants.

Previously, government employees did not have access to the online training service. By creating the portal, two online courses have been conducted and a total of 34 people have been trained.

Financial support for the development of distance learning courses came from the Democracy Promotion Program of USAID/El Salvador and the CEDDET Foundation of Spain through the EUROsociAL II program.

Relevance

The commitment stems from the OGP and contributes a positive step towards preparing government employees to better serve the public.

Members of government believe the virtual classroom can expand its scope and could be used not only by government employees. It could also be a platform for training civil society members. They state that the restrictions on Internet use in public institutions made it difficult to access the courses. The courses should be conducted on accessible platforms since there are restrictions on downloading programs and updates. Another point is that few people know about the portal and the courses available due to limited dissemination.

In addition, civil society organizations believe online training should not be a priority. A culture for online training in El Salvador does not exist and the country lacks the necessary Internet coverage for a mass learning medium.

Moving Forward

Within the new Action Plan, the commitment is revised to incorporate more precise means of achieving its goals. In this regard, the commitment was expanded to ensure the sustainability and continuity of the commitment initially identified. Its redefinition is in Milestone 1, Actions 6, 7 and 8 of Action Plan 2013-2014, as follows:[2]

   a) Carry out educational campaigns at the national level for government employees and the population on the right to access to information.
   b) Develop regional training programs on the right to public information, aimed at the organized population in the municipalities.
   c) Develop online and in-person training for senior government officials to ensure that their processes for access to information improve and are internally assessed.

The recommendations resulting from the assessment made by different stakeholders are the following:[3]

   • Promote a process of ongoing dissemination of information on the portal and courses.
   • For the courses to be available not only to information officers, but to other technicians and colleagues from the institutions.
   • Coordinate with the institution's computer specialists to create Internet connections for the courses and prepare a manual to deactivate restrictions on course hours.
   • In coordination with the Ministry of Education, promote the establishment of a proposal for a civic education curriculum that includes training on the right to access to information and ethics, to be implemented at all educational levels, from kindergarten to university.
   • Train teachers and principals of academic centers to promote practices for access to information

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[1] Available at: http://bit.ly/1dfKuHb.
[2] SSTA, "Plan de Acción AGA 2013-2014 El Salvador," September 2013.
[3] ISD, "Memorias de Workshops de Evaluación AGA," 2013.

B. Promote Citizen Engagement and Accountability

7. Improvement in Accountability

Improve, year on year, the quality of accountability practices to make it an institutional culture and an irreversible commitment for subsequent administrations.

Commitment Description						
A ns w er ab ili ty	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption				
	Supporting institutions	78 Executive Branch institutions				
	Point of contact specified?	No				
Specificity and Measurability		Low: commitment language describes activities that are unclear, but can be construed as measurable.				
R el ev an ce	**OGP Grand Challenges**	Increasing public integrity.				
	Relevant OGP Values	**Transpar ency**	**Citizen engage ment**	**Accounta bility**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔		✔		
Ambition						
New or pre-existing? Pre-existing		**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.				
Level of completion						
Start Date: Unspecified		**End Date:** May 2014	**Actual completion**	Substantial		
			Projected completion	Substantial		
Next steps						
Revision of the commitment to make it more achievable or measurable.						

What happened?

Compared to projected expectations, substantial improvement in accountability practices was made. In 2012, public accountability practices were carried out by 73 institutions of the Executive Branch. By 2013, the number of institutions increased to 80. A total of 25,714 individuals have participated in the events since 2012. In addition, the system implemented includes institutional assessments, an annual assessment, and

the resulting improvement in the manuals and guidelines for each year. The final assessment will be in May 2014.

General institutional practice consists of preparing a progress report that is often only internally available. The report is also only submitted to the Legislative Assembly. Since 2010, the Government has begun rendering accounts through an initiative driven by the SSTA. By 2010, 37 institutions have rendered accounts, and subsequently 64 in 2011, 71 in 2012, and 78 in 2013.[1]

The action was taken without a legal framework in place to make implementation mandatory. Thus, with the support of UNDP, the SSTA initiated a consulting process to study the legal framework, develop a proposal to make it possible to institutionalize accountability, and ensure every government has the same commitment and obligation.

The SSTA developed the "Executive Branch Accounting Manual" (Manual de Rendición de Cuentas del Órgano Ejecutivo), which focuses on the accountability process and uses the approach of providing explanations, reasons and justifications, the "Citizens' Accounting Guide" to facilitate citizen participation in accountability processes, and the "Guide to Educational Establishment Accounting" (Guía para la Rendición de Cuentas en Centros Escolares).[2]

Relevance

Developing accountability practices will address the issues of a culture of non-transparency and the fears of authorities and government employees with providing information due to unfamiliarity with the measure; citizens' unfamiliarity with the practice is also an important factor to overcome.

As an institutional practice, the rendering of accounts is being promoted by different Executive Branch institutions and was included in the OGP commitments to give it greater weight. It is a practice that is creating a new culture of transparency and citizen engagement in the public sector.

Accountability constitutes a practice in which government employees inform the citizen of what they have or have not done, report on goals, achievements, scope and the administration of public funds, on decisions made and the reasons for them, among other things. The direct beneficiaries of the services provided by each public institution participate, as do representatives of private sector bodies that provide services or participate in bidding processes, according to the nature of the institutions, and representatives of civil society organizations, among others.

Sixty-nine percent (69%) of institutions issued invitations to the publicly open bid, including to social commentators that gave views on the exercise and its content. Disabled veteran beneficiaries were acknowledged in the accounts rendered from the Armed Conflict-disabled Protection Fund (Fondo de Protección de Lisiados and Discapacitados a Consecuencias del Conflicto Armado; FOPROLID). They were allowed time to ask questions and to have the accounts rendered in person with the press present. The IAIP takes a positive view of the participation of beneficiaries from the public service.

According to civil society representatives, the rendering of accounts is a previously non-existent practice and it is currently being implemented without the support of a legal framework. Hence, the concern is that the practice will cease continuation when the administration changes in 2014. The hope is that it will become a long-term commitment of the open government initiative.

In terms of the quality of accountability, the public events held in 2013 have been called into question for scrutiny. The events show signs of being aimed at promoting the

institutions and their employees, rather than promoting true accountability practices. Civil society representatives added that they are unaware of the criteria used to define the information presented. An aspect that indicates an insufficiency in the transparency is that only achievements were presented.

As for participants, inviting beneficiaries can limit the ability to criticize. In some cases, citizens with dissenting views are not allowed to speak. The citizens who are invited to hear the rendering of accounts are also not given the report in advance, thus limiting the extent of their participation.

Members of government stated that the concept of rendering accounts entails ongoing actions and improvements to the public policy process, for example how the actions are planned, executed, and overseen. Furthermore, the process of rendering accounts cannot be reduced to a single event for permanent adoption, while guaranteeing the involvement of civil society. The view coincides with other opinions of civil society representatives. Some representatives believe no mechanism is possible to monitor matters that are not resolved in the act.

Civil society organizations noted some of the flaws. The large amount of information provided makes it difficult for people to assimilate. In addition, locations are not accessible to people who do not have a vehicle. Some Ministries also do not include all of the vice ministries or their decentralized entities.

In practice, the mechanism is being institutionalized. However, no formal institutionalization is currently in place as a regulatory framework or policy to ensure its sustainability.

Moving Forward

In the consultation process and formulation of the new Action Plan, the commitment was revised. More specific commitments were established to fulfill the initial commitment, namely in Milestone 2, Actions 2, 3 and 4 of Action Plan 2013 – 2014,[3] as follows:

a) Improve accountability by focusing on matters of greater interest to the people and public policy researchers in institutions and by making them available on the territorial level.
b) Prepare and disseminate a Citizens' Guide for Requiring Accountability with the minimum points to be considered so that hearings held include this aspect.
c) Design means for mobile telephone access by text messaging whereby the Open Government portal discloses information presented in the accounts.
d) Incorporate accountability mechanisms in private institutions that receive public funds and perform public duties, training them in the use of these tools and raising their awareness of the fact that they are entities bound under the LAIP.

Following is a summary of the recommendations from civil society organizations:[4]

- Guarantee more accessible locations, thereby reducing the use of hotels,
- Have a more comprehensive vision of accountability that involves citizens on a more ongoing basis, encouraging a practice of citizen auditing as a way of verifying the veracity of information presented, including them from the account preparation phase.
- Promote institutionalization through binding legal or policy frameworks.
- Implement the focused and territorial rendering of accounts for investment planning, implementation and mechanisms or procedures for oversight.
- Civil society organizations should create means of verification by creating a qualitative ranking for the degree to which accounts have been rendered.

- Guarantee specific budget allocations for rendering accounts.

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[1] Social Initiative for Democracy. "Informe de Monitoreo de Transparencia al Cuarto Año de Gestión del Presidente Mauricio Funes," October 2013, available at: http://bit.ly/1cFx33p.

[2] All of which can be seen at: http://bit.ly/1bJbJZr.

[3] SSTA, Plan de Acción AGA 2013-2014 El Salvador, Open Government Partnership (OGP).

[4] See ISD document "Memorias de Talleres con representantes de gobierno y sociedad civil, Evaluación Independiente AGA El Salvador," November 2013.

8. Departmental Accountability

Expand accountability practices to Departmental Managing Offices

Commitment Description		
A ns w er ab ili ty	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	14 Departmental Offices
	Point of contact specified?	No
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.
R el ev an ce	**OGP Grand Challenges**	Increasing public integrity

	Relevant OGP Values	**Transpar ency**	**Citizen engage ment**	**Accounta bility**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔		✔		

Ambition	
New or pre-existing? New	**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.

Level of completion			
Start Date: Unspecified	**End Date:** May 2014	**Actual completion**	Complete
		Projected completion	Complete

Next steps
New commitment based on existing implementation

What happened?

The implementation of accountability practices at the 14 Departmental Managing Offices[1] was completed. Accountability practices were promoted since 2010. At the departmental level, it was promoted since 2011. In 2012, the SSTA implemented a training process for the 14 Departmental Offices or departmental centers in a structured manner.[2]

The training process included providing guidelines for the offices' organizational structure, adapting the methodology to ensure accountability will include all entities represented in the Government's departmental offices, and supporting and monitoring their organization and development. In 2013, a centralized conference with 14 accountability events was held and included governors and lieutenant governors to enhance their knowledge of the methodological guidelines.

To strengthen the departmental authorities' responsibility to render accounts and contribute towards raising citizen awareness of the right to accountability,

Transparency Fairs have been organized in the departments of San Salvador and Ahuachapán. One is scheduled in the department of Cuscatlán. The fairs serve to inform people of good transparency practices, thereby helping to improve accountability practices. Departmental offices such as in the departments of Ahuachapán and Cuscatlán have organized events for accounts to be rendered at the departmental and municipal levels. At the territorial level, 5,216 public academic centers that have rendered accounts between October and November 2012 have been included.

Relevance

The commitment to extend accountability to the departmental level is strengthened within the OGP framework. The initiative is important because it promotes a culture of transparency in the centralized area of public management by bringing information to the territories.

In the departmental accountability events, reports were made on the set of programs and actions that the Government carries out within the department. This specific level of information generates great interest in the public because the investments made by the different institutions is reported. Departmental accounts given become relevant because people learn to value more highly the programs that are carried out and the investment made. In the opinion of representatives of citizens' organizations, "people learn to take care of the projects carried out."[3]

In the opinion of leaders from local citizens' organizations, in some departments, the communities are organized into theme-based committees to prepare questions or contributions that will be sent to the Government. The practice ensures that they are involved with making contributions rather than being limited to simply listening and asking questions.

Representatives of citizens' organizations give testimony of their participation in the accountability events of public school centers and consider them useful because they are opportunities for suggesting how to improve services. However, some people consider these types of activities unimportant.[4]

Following are some testimonials:

- At Escuela Canton El Rosario, Tonacatepeque, accounts were rendered for the first time. Accounts of bonuses, uniforms, and shoes were given. Rendering accounts is important because services improve as a result of suggestions.
- Escuela Fe y Alegría "San José Las Flores," Tonacatepeque, has rendered accounts.
- Escuela Victorino Ayala, Cuyultitan, La Paz, reports on the school's status and how parents can work with it. They emphasize achievements and report what they were unable to achieve. Parents are satisfied. Well invested.
- Escuela El Zapote San Luis La Herradura, La Paz. Last year, accounts were given for the first time. It was unexpected. This year, an account was also given of profits, indicating delays in delivering student supplies and uniforms. One sees the improvement.
- Escuela Eduardo Salaverría, Santa Catarina, Sonsonate gives an accounting of Japanese cooperation and the school's matching payment.
- Accounts given at the Instituto Nacional de Juayúa, Sonsonate. Only one presentation was made, no one took notes, there is no annual plan to verify this so the credibility of the accounts can be known.
- Escuela Cantón Delicia in Santa Cruz Michapa, Cuscatlan. In rendering accounts, the purchase of supplies for celebrations was reported. However, the purchases were made with student contributions—the school did not contribute.

- Escuela Jorge Lardé in San Martín San Salvador has rendered accounts. Here, they told us that there were not enough teachers and parents paid these extra. They have improved the school's infrastructure, accountability and citizen engagement, which has had a positive effect on improving services.
- Escuela Unión Panamericana in Morazán. Parents are paying for the cost of people who prepare food and clean. The school gives an accounting of the funds provided with support from the school.
- Escuela Canton el Cerrito, Usulutan. There was an incident involving the misappropriation of funds. A complaint was filed with the School Board (Junta Carrera Docente), which resulted in a countersuit. Restructuring occurred, not always, although they demanded that their rights be respected [*sic*].

One of the views is that rendering accounts is good in itself, but that there is no mechanism for binding verification. A mechanism does not exist to perform social auditing and to verify whether the information is true. This shortcoming creates the perception that people are only invited to the accountability act. They are not part of a citizens' audit on how the projects are carried out. They also noted that the invitations arrive with little advance notice.

Moving Forward

The commitment has been completed, but it requires recurrent action. Hence, further actions must be guaranteed to maintain the practice at the departmental level. The following is recommended:

- Establishing means of citizen auditing to verify the presented information and provide an emphasis on the budget and contingencies to determine how they are used and whether there is a surplus or a deficit.
- Promote from the Government side the processes that prepare citizens to carry out citizen auditing and/or to use means for monitoring the presented information in the accounts rendered.

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[1] The Departmental Managing Offices, known as Departmental Offices, consist of the departmental governor and the departmental delegates, representatives or directors from each ministry and each autonomous, decentralized or supervisory public institution corresponding to the Executive Branch. Executive Order 54-2010.

[2] Social Initiative for Democracy. "Informe de Monitoreo de Transparencia al Cuarto Año de Gestión del Presidente Mauricio Funes," October 2013, available at http://bit.ly/JciTeQ.

[3] See ISD document, "Memorias de Workshops con representantes de Movimiento Ciudadanía Activa, Evaluación Independiente AGA El Salvador," November 2013.

[4] According to the opinion of some leaders who participated in the assessment workshop of Movimiento Ciudadanía Activa.

9. Integrity Agreements

Implement integrity agreement in emblematic government projects.

<table>
<tr><td colspan="7">Commitment Description</td></tr>
<tr><td rowspan="3">Answerability</td><td>Lead institution</td><td colspan="5">Sub-Secretariat for Transparency and Anti-corruption</td></tr>
<tr><td>Supporting institutions</td><td colspan="5">None specified</td></tr>
<tr><td>Point of contact specified?</td><td colspan="5">No</td></tr>
<tr><td colspan="2">Specificity and Measurability</td><td colspan="5">Low: commitment language describes activities that are unclear, but can be construed as measurable.</td></tr>
<tr><td rowspan="3">Relevance</td><td>OGP Grand Challenges</td><td colspan="5">Effectively managing public resources, Improving corporate accountability</td></tr>
<tr><td>Relevant OGP Values</td><td>Transparency</td><td>Citizen engagement</td><td>Accountability</td><td>Technology & Innovation for Transparency and Accountability</td><td>None</td></tr>
<tr><td></td><td>✔</td><td>✔</td><td>✔</td><td></td><td></td></tr>
<tr><td colspan="7">Ambition</td></tr>
<tr><td colspan="2">New or pre-existing?

Pre-existing</td><td colspan="5">Potential Impact

Transformative: The commitment is a reform that could transform practice in the relevant public policy.</td></tr>
<tr><td colspan="7">Level of completion</td></tr>
<tr><td colspan="2">Start Date:

Unspecified</td><td colspan="2">End Date:

May 2014</td><td colspan="2">Actual completion</td><td>Substantial</td></tr>
<tr><td colspan="2"></td><td colspan="2"></td><td colspan="2">Projected completion</td><td>Substantial</td></tr>
<tr><td colspan="7">Next steps</td></tr>
<tr><td colspan="7">Revision of the commitment to make it more achievable or measurable.</td></tr>
</table>

What happened?

The process for creating transparency and preventing corruption in business relationships between the public and private sectors has advanced substantially in the public works construction sector and specifically, with the processes administered by the Ministry of Public Works (MOP). The employed mechanism is the signing of integrity agreements with construction and supervisory companies and having one or two social witnesses and witnesses of honor present. A total of 31 integrity agreements have been signed as of November 2013. The most recent are those related to the construction and supervision of the terminal of the Integrated Transport System of Greater San Salvador (Sistema Integrado de Transporte del Área Metropolitana de San Salvador ; SITRAMSS) in December 2012 and two sections of the SITRAMSS corridor in March and August 2013.[1]

The National Foundation for Development, National Chapter of International Transparency (Fundación Nacional para el Desarrollo, Capítulo Nacional de Transparencia Internacional; FUNDE/TI), has signed integrity agreements as a social witness until December 2012, and ISD has signed as social witness in those for the first and second sections of the SITRAMSS. Witnesses of honor were present in all of the agreements, these being the Salvadoran Chamber of Construction (CASALCO) and cooperation bodies, the SSTA.

Furthermore, in May 2013, the MOP signed a Memorandum of Understanding with the International Secretariat of the Construction Sector Transparency Initiative (CoST) to establish the program in El Salvador, having set up the first multisectorial group with Universidad Centroamericana (UCA), Universidad de El Salvador (UES), ISD, CASALCO, the SSTA, the MOP and the Road Maintenance Fund (Fondo de Conservación Vial; FOVIAL). These have prepared the work plan, regulations and the Agreement for Formation of the El Salvador CoST Group, undertaking the mission to "systematically disclose information on the construction of public works to motivate social auditing and accountability."[2]

In El Salvador, public works processes have lacked transparency. Several cases of detected corruption have been filed by the MOP with the Office of the Prosecutor General of the Republic (FGR). Several million dollars have been lost as a result of contractual disputes with construction companies. The lack of clear procedures for selecting projects, inconsistencies in the wording of terms of reference and contracts, the discretionary way in which consulting or other contracts are awarded, deals made in private, access to privileged information in the tender process, and the abuse of processes that allows single-source procurement, among other things, have defined public works proceedings.

One of the principal challenges in which significant progress has been made is with the availability of all information about the tendering process and work execution, including those classified by law as confidential since the rules of the agreement allow it.

Relevance

Signing integrity agreements is a commitment undertaken by the Ministry of Public Works before El Salvador joined the OGP. However, the practice of signing integrity agreements has increased and includes other civil society stakeholders as social witnesses within the context of the OGP. Implementation of the initiative helps to transform practices that were encouraging corruption. By including and implementing measures that promote transparency and prevent corruption, a new culture in public and private sectors with the public works construction processes is created.

FUNDE and ISD have designed methodologies for monitoring the performance of integrity agreements.[3] They developed means for following up and presented reports indicating satisfactory performance.

Within the framework of the performance of the SITRAMSS integrity agreements, the provision of information has been ensured in 87.6% of cases according to the Third Bimonthly Report on Monitoring of Transparency in the Performance of SITRAMSS integrity agreements prepared by the ISD.[4] In follow-ups to performance, accountability events are also planned, to which end the Ministry is advised by the SSTA and the ISD.

Pursuant to the Third Report on Performance of ISD Integrity Agreements, significant delays were noted in building the SITRAMSS terminal, for which the company CYMIMEX was responsible, making it possible to take extraordinary measures without these having a negative impact on the work in economic or time-related terms.

Integrity agreements are a good tool because each has a social witness with an installed capacity or financial backing to ensures its role is performed. To date, the use of integrity agreements as a tool for promoting transparency and preventing corruption has not been disclosed for the general knowledge of the population and that of public and private institutions. Therefore, the tool has a lack of awareness. Specifically, the population affected by or benefiting from the work are not aware of the contents of the agreements and, therefore, do not make use of them.

Moving Forward

Since the initial commitment was written in very general terms, it has been revised and a new draft has been created, undertaking the commitments set forth in Milestone 5, Actions 5 and 7 of Action Plan 2013-2014,[5] as follows:

a) With the CoST Initiative, disclose integrity agreements in private enterprise, the implementation of multistakeholder action and the creation of codes of ethics.
b) Proposing integrity agreements in the procurement of medicines.

It is recommended that:

- Integrity agreements be extended to government procurement, possibly beginning with the procurement of medicines.
- Integrity agreements include commitments related to the honoring of workers' employment rights by construction and supervisory companies.
- Continuity be provided for commitments within the framework of the CoST Group's work, ensuring the monitoring of public works done by the Ministry of Public Works, but also done by the set of government bodies.
- Means be sought to ensure some participation or consideration in those cases in which third parties are affected when public works projects are carried out that involve infrastructure.
- One element that must be included in the agreement is accounts given to affected parties and direct beneficiaries, which must be done within the construction process so that viable outcomes are sought when there is an impact.

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[1] For example, see the award contract Integrity Agreement, http://bit.ly/JAglb4.

[2] Construction Sector Transparency Initiative (CoST), "Plan Estratégico 2013–2015," p. 18, October 2013.

[3] Democracy Initiative, http://bit.ly/19sXhVL.

[4] Social Initiative for Democracy, "Tercer Informe Bimensual de Monitoreo de Transparencia al Cumplimiento de los Pactos de Integridad SITRAMSS," September 2013.

[5] SSTA, Plan de Acción AGA 2013-2014 El Salvador, Open Government Partnership (OGP), April 2012.

10. Legal Assistance for Submission of Complaints

Install and start up a public- private system that offers legal assistance within each government institution to citizens wishing to file a complaint, notice or lawsuit on the grounds of failure to perform work or a service provided by the Government, whose structure shall be formed in partnership with the private sector, the academic sector and civil society.

Commitment Description						
A ns w er ab ili ty	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption				
	Supporting institutions	None specified				
	Point of contact specified?	No				
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.				
R el ev an ce	**OGP Grand Challenges**	Improving public services.				
	Relevant OGP Values	**Transpar ency**	**Citizen engage ment**	**Accounta bility**	**Technology & Innovation for Transparency and Accountability**	**None**
			✔	✔		
Ambition						
New or pre-existing? Pre-existing		**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.				
Level of completion						
Start Date: Unspecified		**End Date:** December 2012	**Actual completion**	Not started		
			Projected completion	Not started		
Next steps						
Revision of the commitment to make it more achievable						

What happened?

The Government has not taken specific actions to create a public-private system that provides legal assistance to the public in filing complaints.

Relevance

According to the SSTA, a follow-up on the commitment was not performed because the FUNDE-TI's was developing the Legal Assistance and Anti-corruption Center Project (Proyecto del Centro de Asistencia Legal and Anticorrupción; ALAC).[1] Therefore, they did not consider pushing forward a parallel initiative. As of 2 October 2012, FUNDE-TI

opened the Legal Assistance and Anticorruption Office of El Salvador (ALAC), whose aim is to "provide legal assistance when there are requests for access to public information and complaints of corruption."[2] The service is focused on promoting the rights of request, response, and access to information as means of ensuring citizen engagement and preventing corruption at all levels. To date, the ALAC has submitted at least three reports claiming violations of the LAIP.[3] Between May and September 2013 "via ALAC, 44 letters have been processed, representing an estimated 146 requests for access to public information addressed to the three main government bodies and to other strategic institutions at the governmental level."[4]

Coordination between FUNDE and SSTA was minimal, and no agreement exists between the entities to strengthen the ALAC in a coordinated manner. Their relationship is limited to the receiving of reports on ALAC's activities and including proposals in improving access to information and anti-corruption measures.

Moving Forward

The commitment has not begun. However, the Government is revising the commitment to make it more achievable. Within the new Action Plan, the Government defines continued work on the commitment, redefining it in Milestone 1, Action 3 and in Milestone 2, Action 1, as follows:

Milestone 1, Action 3: Developing and launching a system of complaints and reports of abuse and taking action to guarantee the right to health of users of the public system, in both in-person and online components. A pilot plan will be initiated with 7 Salvadoran hospitals.

Milestone 2, Action 1: Preparing an easy-to-understand citizens' guide that explains the steps for filing complaints and notices with monitoring institutions. The guide will include all existing ways to file complaints with oversight bodies.

Civil society organizations[5] believe the commitment should not be abandoned. A reliable means for guaranteeing that users will be assisted in their filing for complaints is needed. The commitment should be reconsidered or a new commitment should be established to provide the population with legal assistance in submitting complaints relating to a lack of transparency and acts of corruption, thereby ensuring dissemination to the public of information about the mechanism.

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[1] National Foundation for Development, http://bit.ly/1jbmVV6.

[2] Press release, Transparencia Internacional, "FUNDE-ALAC Presenta Tercer Informe Sobre Asesoría Legal en casos de Petición de Acceso a Información Publica y Denuncias de Corrupción," http://bit.ly/1cxjvXu.

[3] Fernando Romero/Valeria Menjivar, "Funde Denuncia Violaciones a la LAIP," La Prensa Gráfica, http://bit.ly/1gaMKA4.

[4] FUNDE/TI, "Tercer Informe del Centro de Asesoría Legal Anticorrupción de El Salvador ALAC," p. 11, October 2013.

[5] See ISD document, "Memoria de Workshop con representantes del Foro Intersectorial por la Reforma Democrática, Evaluación Independiente AGA El Salvador," El Salvador OGP Independent Assessment], November 2013.

C. Strengthening Internal Auditing and Standards of Professional Integrity

11. Publication of Emblematic Cases of Corruption

Study and present emblematic cases of corruption to the public.

Commitment Description						
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption				
	Supporting institutions	Transparencia Activa				
	Point of contact specified?	No				
Specificity and Measurability		Low: commitment language describes activities that are unclear, but can be construed as measurable.				
Relevance	**OGP Grand Challenges**	Increasing public integrity; effectively managing public resources.				
	Relevant OGP Values	**Transparency**	**Citizen engagement**	**Accountability**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔		✔		
Ambition						
New or pre-existing?		**Potential Impact**				
New		Moderate: the commitment is a major step forward in the relevant public policy area, but remains limited in scale or scope				
Level of completion						
Start Date:		**End Date:**		**Actual completion**	Substantial	
Unspecified		May 2014		**Projected completion**	Substantial	
Next steps						
Further work on basic implementation						

What happened?

The SSTA reports a total of 111 cases that have been filed with the Salvadoran Office of the Prosecutor General (FGR). According to the FGR, between April 2012 and July 2013, a total of 98 complaints of corruption were registered for crimes of embezzlement and active or passive bribery. It reflects a higher incidence in the Fourth Year of the Administration of President Mauricio Funes, according to the "Transparency Monitoring Report" by ISD.[1]

To date, the list of all cases that have been filed with the FGR has not been made public. As of 20 August 2013, 23 publications of cases involving alleged corruption were investigated by the Office to Promote Internal Oversight and Auditing (Oficina de Fortalecimiento al Control Interno y Auditoria ; OFCIA) of the Sub-Secretariat for Transparency and Anti-corruption. The cases were made public on the Transparencia Activa portal.[2]

Cases that have been published include: a complaint filed by the Minister of Public Works and the Secretary for Strategic Affairs with the FGR for alleged acts of corruption in connection with the former Diego de Holguín highway, the complaint filed for the construction of the Maternity Hospital (Hospital de Maternidad), the construction of the Usulután Bypass, the loss of millions in connection with Asociación Infocentros, corruption in the Temporary Employment Program in Canada, and bogus entries in the National Registry (CNR), among others.

Relevance

The commitment helps make information concerning cases of corruption available to the public, thus serving as a means for discouraging and preventing acts of corruption.

Publishing cases of corruption pressures the FGR to investigate them. Proceedings that have had an important impact on the people, such as the aforementioned construction-related case, are currently underway. According to FGR records, a total of 24 cases are under investigation for crimes of embezzlement as well as active and passive bribery. To date, only public knowledge of the proceedings filed in the construction-related case mentioned above and in the case related to the Refurbishment of Salvadoran Hospitals (Rehabilitación de Hospitales de El Salvador; RHESA) project is available. In the first case, court proceedings have begun and 17 people have been implicated, including the former Minister of Public Works, Jorge Nieto, and the former Vice Minister Sigifredo Ochoa Gómez—the latter two officials have been taken into custody—and the legal representative of the construction company has been conditionally released with precautionary measures taken for the rest of the parties implicated.

Members of government indicated the relevance of the concept of "emblematic cases of corruption" because it is still a very ambiguous language and does not make the criteria for its classification clear. They note that all acts of corruption, regardless of the magnitude in terms of amounts, people affected, or other factors, must be made public.

Some civil society organizations believe that the Government clearly intends to fight acts of corruption, particularly to punish those responsible for the country's great losses in the hope that the lost assets can be recovered. They state that the publication of cases on the Transparencia Activa portal does not allow mass access to the information because Transparencia Activa is only accessible by electronic media.

Other organizations state that the people are not clear on the different institutions' role in the processes for complaints, investigation, and punishment of cases of corruption because proper information is not available on the SSTA's role in the complaints phase and the investigative role of the FGR.

Moving Forward

Within the new Action Plan, the Government will continue with the commitment. It is redefining in Milestone 2, Action 11,[1] by "continuing to publish cases of corruption through the online newspaper, *Transparencia Activa*, on the Open Government portal. Also investigate the possibility of creating print-outs of the published cases."

CSOs and members of government recommend the following:

- Setting up the means for periodically monitoring the progress of investigations in order to keep the people informed.
- Publish position statements that make it possible to identify the roles played by the SSTA and the FGR in corruption cases.
- Establishing a mechanism for inter-institutional coordination to identify cases that require follow-up.
- Promoting law reform that does not allow a statute of limitation in cases of corruption.
- Publishing a summary table of cases filed with the FGR that allow the population to know the status of and grounds for the complaint(s), while withholding certain information that may affect the investigation.

The commitment is recommended for further review based on existing implementation and that a wording be created that makes it possible to identify a commitment that is more achievable and measurable.

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[1] Social Initiative for Democracy. "Informe de Monitoreo de Transparencia al Cuarto Año de Gestión del Presidente Mauricio Funes," October 2013, http://bit.ly/JciTeQ.

[2] Sub-Secretariat for Transparency and Anti-corruption, Transparencia Activa, cases of corruption, http://bit.ly/1kd90f8.

12. Transparency in Investment Processes

Streamline public investment processes and make them transparent.

Commitment Description		
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	Regulatory Unit for Government Procurement and Contracting (UNAC) of the Ministry of the Treasury.
	Point of contact specified?	No
Specificity and Measurability		None: commitment language does not contain verifiable deliverables or milestones.
Relevance	**OGP Grand Challenges**	Improving public services, Improving corporate accountability.

	Relevant OGP Values	Transparency	Citizen engagement	Accountability	Technology & Innovation for Transparency and Accountability	None
		✔				

Ambition	
New or pre-existing? New	**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.

Level of completion			
Start Date: Unspecified	**End Date:** May 2014	**Actual completion**	Substantial
		Projected completion	Officially withdrawn

Next steps
New commitment building on existing implementation

What happened?

The commitment does not have a clearly defined milestone, which makes it difficult to precisely determine the degree of its progress. It was projected for completion by May 2014. However, substantial progress has been made.

To fulfill the commitment, the Regulatory Unit for Government Procurement and Contracting (UNAC) of the Ministry of the Treasury, in coordination with the SSTA, promoted Online Certificates of Good Standing ("*Solvencias en Línea*").[1] The tool allows bidders and contractors interested in participating in open tenders or in proceedings for government procurement and contracts for work, goods, and services to obtain certificates of good standing by accessing the online COMPRASAL portal.[2] The Ministry of the Economy (MINEC) submitted the draft bill for a digital signature law.[3] The bill is

currently under review by the Economic Commission of the Legislative Assembly. The Health Fund (FOSALUD) studied the reasons for the poor performance in the purchases of goods and services in the 2012 fiscal year. Recommendations resulting from the study were incorporated in the Ministry of Health's Specific Technical Internal Audit Standards.[4]

At the proposal of the MOP and the Salvadoran Chamber of the Construction Industry (CASALCO), in addition to support from the Salvadoran Presidency, the Legislative Assembly passed the Law to Streamline Procedures. The law establishes the creation of an Integrated System for Streamlining Procedures for Construction Projects, which comprises of government institutions and municipal bodies, and provides a streamlined and expedited service for authorizing and granting permits.

The SSTA has provided institutional support to improve the contracting procedures carried out by institutions by preparing the terms of reference and procurement plans to avoid lawsuits and close loopholes in the system that allow corruption.

In general terms, public investment processes are characterized by a set of formalities that make procedures more costly for suppliers, causing them to lose time and money. It also slows down procedures and opens loopholes that allow for corruption. The various initiatives can make investment procedures more efficient and transparent, thereby preventing corruption.

Relevance

The proposed processes of the commitment can promote the efficiency of public investment by making it easier for suppliers to apply for certificates of good standing, thereby saving time and money. The passing of the Digital Signature Law will encourage all online procedures and opens the way for the passing of laws related to cybercrime and online invoicing. The passing of the Law to Streamline Procedures reduces the procedures that construction companies have to follow.

Members of government state that public institutions are obligated by Law to publish all procurement proceedings on the COMPRASAL portal. However, not all public institutions are fulfilling their obligation. The portal is currently being modified, so that it not only publishes invitations to tender, but also publishes open tenders, thus improving the public's access to this information.

Moving Forward

The commitment will not be continued in the new plan. Therefore, the next steps were not identified. However, the commitment is recommended for renewal in future plans after adding modifications such as defining precise milestones for monitoring the processes that allow public investment to be made transparent and specifically including the establishment of oversight mechanisms to ensure that all institutions publishes information on COMPRASAL.

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[1] SSTA, Solvencias en Línea, http://bit.ly/1bcoZCt.

[2] Comprasal, Regulatory Unit for Government Procurement and Contracting of the Public Administration, http://bit.ly/1kSv3VX.

[3] Ministry of the Economy (MINEC), http://bit.ly/1emneu0.

[4] Ministry of Health, "Normas Técnicas de Control Interno Específicas del Ministerio de Salud," http://bit.ly/1cyZaNH.

13. Professionalize Audit Units

Train audit committees and professionalizing Internal Audit Units of the Executive Branch in specific aspects focused on fighting corruption, such as fraud detection, forensic auditing, procurement processes, preparing risk-focused work plans, how to classify an administrative act as a criminal offense, etc.

Commitment Description		
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	None specified
	Point of contact specified?	No
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.
Relevance	**OGP Grand Challenges**	Increasing public integrity; effectively managing public resources.

Relevant OGP Values	Transparency	Citizen engagement	Accountability	Technology & Innovation for Transparency and Accountability	None
					✔

Ambition	
New or pre-existing? New	**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.

Level of completion			
Start Date: Unspecified	**End Date:** May 2014	**Actual completion**	Limited
		Projected completion	Officially withdrawn

Next steps
New commitment building on existing implementation.

What happened?

The commitment does not clearly indicate its scope, which creates difficulties in precisely assessing its progress. To date, a Diploma Program for the Specialization in Internal Auditing has been set up to help institutional assistants and support staff prepare risk-based audit plans. A course for Certification in International Audit Standards is conducted to train 460 internal auditors, including institutional team leaders and members, thereby contributing towards professionalizing the audit units.

The Ministry of the Treasury and the General Accounting Office of the Republic (CCR) signed an agreement approving the criteria for procurement processes. This has a direct

impact on improving internal audit procedures. The UNAC set up training for CCR auditors to allow more consistent criteria in audit procedures.

The Diploma Program in Internal Auditing was set up with financial support from the Inter-American Development Bank.

Relevance

The commitment contains important aspects for fighting corruption in public institutions. However, the proposed mechanisms are internal and do not have a public dimension. Consequently, the promotion of Open Government was not achieved. The action also does not clearly articulate how the relevant OGP values will be promoted or used. However, the commitment helps to improve access to information and accountability at the internal level.

Participants have been limited in their ability to make qualitative contributions to the commitment's effects. Only in the Consumer Protection Authority has an auditor prepared work plans with a focus on risks and measures as a result of the diploma program.

Moving Forward

The commitment was not taken up again in the new Action Plan and the Government did not identify subsequent steps.

The recommendations resulting from the assessment process with civil society organizations are the following: to establish means or procedures for giving the commitment continuity in order to ensure that risk-based plans are implemented in all public institutions of the Executive Branch, to monitor and ensure the CCR's effective compliance with the law, thereby providing a profile for professionals that are to be members of Audit Units, and also establish the parameters that must guide them according to the Public Accounting Law. They must also coordinate with the CCR in Art. 5 of said Law to establish the CCR's authority to provide ongoing training to public institution employees.[1] Another recommendation is that the commitment should be revised and reconsidered, after establishing ways for including a public dimension in accordance with OGP values. Furthermore, the Government must specify actions it will take as part of the commitment to promote Open Government values like transparency and accountability.

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[1] See ISD document, "Memorias de Workshops con representantes de gobierno y sociedad civil, Evaluación Independiente AGA El Salvador," November 2013.

14. Law on Political Parties

Promote a law on political parties to regulate election campaigning.

Commitment Description		
A ns w er ab ili ty	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	Office of the Deputy Minister of Governance and Modernization of the State (SSGME)
	Point of contact specified?	No
Specificity and Measurability		Low: commitment language describes activities that are unclear, but can be construed as measurable.
R el ev an ce	**OGP Grand Challenges**	Increasing public integrity, Improve corporate accountability

	Relevant OGP Values	**Transpar ency**	**Citizen engage ment**	**Accounta bility**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔		✔		

Ambition	
New or pre-existing? Pre-existing	**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.

Level of completion			
Start Date: Unspecified	**End Date:** May 2014	**Actual completion**	Complete
		Projected completion	Complete

Next steps
Establish new commitment building on existing implementation.

What happened?

The Government and civil society have driven the push for a law that allows political parties to govern aspects related to internal democracy, activists' rights, gender equity, and the oversight of public and private financing of campaigns and political parties. The OGP has added impetus to the initiative at the government level.

On 14 February 2013, the Legislative Assembly passed Legislative Decree No. 307 which enacts the Law on Political Parties and was published in Official Gazette No. 40, Volume No. 398 on 27 February 2013.[1] The law governs and regulates the operation of all political institutions in the country in terms of their financing, obligations, duties, percentage participation of women and young people, limits on donations as well as their internal and democratic operation, among others. Title III contains a chapter on transparency that includes the duty to give citizens access by electronic or written means to documents such as reports on the amounts of public and private financing.

El Salvador had no special regulation on how political parties operate. It did not have a framework for regulating private financing of political parties, rules on transparency, internal democracy, or controls on party and campaign spending. The draft bill passed by the Legislative Assembly did not reach its transformational potential because rules for controlling party and campaign finance were not set.

Relevance

Representatives from the Legislative Assembly have pointed out that various components of the new law, such as the rights and duties established for political parties and the formal accounting they must provide, constitute progress. With the passing of the new law, the political system has made progress. Compliance with the law will also foster the democratic process.

However, CSOs believe the regulations are limited and will not significantly regulate the important aspects that prevent corruption. The rules limiting contributions, for example, entail that a person can donate up to nearly a million dollars. The value could increase and no rules have been established to make the source of financing transparent due to a refusal to make public the names of donors and the amount donated. Similarly, the law does not include controls on election campaigning.

Despite the fact that the SSTA and the Office of the Deputy Minister of Governance and Modernization of the State (SSGME), as well as various civil society organizations, presented proposals for more precise regulation of the mechanisms for finance control, restrictions on contributions, campaign spending, and other aspects related to transparency and internal democracy, the proposals were not considered. The SSTA and the Office of the Deputy Minister of Governance and Modernization of the State (SSGME) studied the draft bill, but have not formally submitted proposals modifying or adding to it. In addition, the law does not follow the LAIP.

Moving Forward

The Government considers the commitment completed. However, civil society organizations recommend that the Executive Branch establish monitoring methods to promote reforms of the Law to control the source of financing, restrict contributions to prevent corruption, and set up rules for monitoring and restrictions on campaign spending, rules for internal democracy, and rules to control election campaigning. Therefore, drafting a new commitment based on existing implementation is recommended. The new commitment should promote a reform of the Law on Political Parties and allow inclusion of provisions related to the transparency of private financing for campaigns and political parties.

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[1] Legislative Assembly, "Law on Political Parties," Legislative Decree (DL) 307 of 14 February 2013: http://bit.ly/1ekbubv.

15. Public Employment Intermediation Service

In coordination with the Ministry of Labor, establish an employment intermediation service that becomes obligatory for all Executive Branch bodies to use when hiring government employees (whether under contract or according to the wages act), the purpose of which is to make these processes as transparent and objective as possible.

Commitment Description						
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption				
	Supporting institutions	Ministry of Labor				
	Point of contact specified?	Yes				
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.				
Relevance	**OGP Grand Challenges**	Improving public services.				
	Relevant OGP Values	**Transparency**	**Citizen engagement**	**Accountability**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔				
Ambition						
New or pre-existing? Pre-existing	**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.					
Level of completion						
Start Date: Unspecified	**End Date:** May 2014	**Actual completion**	Limited			
		Projected completion	Substantial			
Next steps						
New commitment building on existing implementation.						

What happened?

The Ministry of Labor has the Employment Intermediation System,[1] which consists of 57 national job banks: 14 at the departmental level, three in non-governmental organizations (CESAD, RICALDONE and AGORA), and the rest in the municipalities. The system handles job vacancies and works 95% with the private sector.

With the public sector, the Government has organized job fairs. It is in the process of setting up consulting services for the development of a module for obtaining offers from the public sector. Thereafter, it will be able to post all public sector job vacancies on the Employment Portal. Employment managers will set up a service for intermediation and monitoring. The managers will also check on people entering the process and those who

are placed. The module is expected to be ready in eight months. For the process to be successful, a group of human resources leaders will be organized to learn how long the contracting processes last and based on the information, determine how long contracting will be extended.

The Office of the Deputy Minister of Governance and Modernization of the State (SSGME) has prepared a draft Law on Public Office. The law includes the creation of an entity devoted to oversight and control of transparent contracting for government institutions. The draft bill is expected for presentation at the end of this year.[2]

The active job bank focuses on offering employment services to the private sector. Although institutional guidelines are acknowledged, questions about favoritism in hiring exist with the public sector. The intermediation service can prevent nepotism and increase meritocracy.

Relevance

The system for providing information about job opportunities helps to create a link with companies and guarantees that applicants are considered. The mechanism has been used at job fairs held with the public sector. It ensures that the people are hired based on their merit rather than a recommendation. The employment intermediation service can help change the practices of nepotism and clientelism. However, since the benefit has not been received, stakeholders have not given their opinions on this aspect.

Civil society organizations question whether the job bank is binding and whether it constitutes an instrument for intermediation with bodies of the Executive Branch because it is aimed at the private sector. Members of Government state that some institutions are not aware of the existence of this system because information about it has not been disseminated.

The draft Law on Public Office does not have the support of union organizations in the public sector.

Moving Forward

The commitment was not taken up again in the new plan. The process is ongoing at the Ministry of Labor and there are specific projects, such as the creation of a module for public sector bodies to place job vacancies on the employment portal. Hence, it is recommended that the current commitment be reconsidered or that a new commitment be established that makes it possible to give continuity to the existing implementation. Another recommendation is that the intermediation system can be promoted to public institutions and the access to information that the Ministry of Labor and Social Welfare (MTPS) currently has to the online job bank can be improved.

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[1] Ministry of Labor and Social Welfare, Employment Portal, http://bit.ly/1emnysR.

[2] Draft Law on Public Office, http://bit.ly/1cP2qbw.

D. Encouraging the Use of New Technologies for Transparency and Access to Information

16. Tax Transparency Portal

Open the Tax Transparency Portal with information on revenues and spending activity.

Commitment Description		
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	Ministry of the Treasury
	Point of contact specified?	No
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.
Relevance	**OGP Grand Challenges**	Improving public services; effectively managing public resources.

	Relevant OGP Values	**Transparency**	**Citizen engagement**	**Accountability**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔			✔	

Ambition	
New or pre-existing? Pre-existing	**Potential Impact** Transformative: The commitment is a reform that could transform practice in the relevant public policy.

Level of completion			
Start Date: Unspecified	**End Date:** December 2012	**Actual completion**	Complete
		Projected completion	Complete

Next steps
Establish a new commitment based on existing implementation.

What happened?

The Tax Transparency Portal has been fully set up. It has information on revenues and public spending activity.[1] The portal is constantly and periodically updated with tax information.

The Tax Transparency Portal aims to:

- Become a medium for disseminating information concerning tax transparency from the Ministry of the Treasury.

- Ensure that information associated with the portal's content is easily accessible, understandable, relevant and timely, thereby making it highly useable.
- Encouraging greater interaction between citizens and the Government.
- Making ongoing innovations in how information of public interest is published.
- Promoting a culture of fiscal education through knowledge of government finance.

The Tax Transparency Portal has been set up in a channel in which the user seeks information according to the concept of an "integrated matrix". It selects, according to specific requirements, the combination of information that the user wishes to know, without neglecting criteria for usability and good practices for web portals.

The commitment was undertaken within the Government's Five-Year Plan. It makes information about the use of revenues and spending transparent, while proceeding to systematize and simplify its content, thereby making it dynamic, educational and easy to access via an interactive medium. The portal is a response to the demand made by academic sectors, consultants, international organizations, national opinion sectors and citizens to be apprised of government management.

Relevance

According to SSTA, El Salvador demonstrated an increase in its Open Budget Index from 37 points in 2008 to 43 in 2012. The Portal has the potential to give the public an opportunity to access information about government spending. It offers general information and information broken down by government body, by agency, with a database offering a series of possibilities for each user to create his or her own queries. The portal provides information on budgets, investment, purchases and government debt, in addition to statistics, reports and documents from different areas of activity. It presents information from 2009 to the present. Therefore, it offers relevant information to the public for analysis of public policy and how the government functions.

However, most civil society stakeholders did not give an opinion because they were unaware of the portal. Those who knew of the portal believe that it does not include the source of funds for the national budget. To date, only amounts and performance are known. Members of government believe that the Portal is little known and that the number of people consulting it is not monitored.

Moving Forward

In formulating the new Action Plan, the commitment was reviewed and reworded to monitor the commitment, which can be found in Milestone 3, Action 1, as follows:

- Improve the Tax Transparency Portal to specifically display components such as: social investment, subsidies, payment of government debt, and estimates of tax evasion and avoidance, thereby ensuring that tax information is published in an understandable and user-friendly form.

As a recommendation, the Portal can be better publicized and a means of monitoring queries should be established.

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[1] Ministry of the Treasury, Government of El Salvador, http://bit.ly/1bbEACc.

17. Ranking of Private Banking

Publish a Ranking of Private Banking (with information on commissions, requirements, interest) to help the public make informed decisions.

Commitment Description		
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	Office of the Superintendent of the Financial System
	Point of contact specified?	No
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.
Relevance	**OGP Grand Challenges**	Improving public services; increasing public integrity; improve corporate accountability.
	Relevant OGP Values	**Transparency** / **Citizen engagement** / **Accountability** / **Technology & Innovation for Transparency and Accountability** / **None**
		✔ (Transparency) ✔ (Citizen engagement) ✔ (Technology & Innovation for Transparency and Accountability)

Ambition	
New or pre-existing?	**Potential Impact**
Pre-existing	Moderate: the commitment is a major step forward in the relevant public policy area, but remains limited in scale or scope

Level of completion			
Start Date:	**End Date:**	**Actual completion**	Complete
Unspecified	December 2012	**Projected completion**	Complete

Next steps
Revision of the commitment to make it more achievable or measurable.

What happened?

Each quarter, the Office of the Superintendent of Financial System publishes the Ranking of Private Banking, which includes information on surcharges made by financial intermediaries. Work has been done to add more information to make it comparative. Work is also being done to make it more understandable to the public.[1]

In conjunction with the Central Reserve Bank, the Office of the Superintendent is implementing a Financial Education Program aimed at public institutions.

Publication began in compliance with the new Banking Law–since 1999– in particular with the provisions of Article 64. Prior to the passing of the law, nothing was published. No tool was offered to the public to make it possible to compare interest rates,

commissions, surcharges and charges on behalf of third parties. It was also not possible to make decisions on which products and bank services to choose.

In two nationally circulated newspapers, the Office of the Superintendent of Financial System (SSF) publishes a monthly report comparing interest rates, commissions, surcharges and charges on behalf of third parties that the financial institutions supervised by the SSF have made public pursuant to the Banking Law and the Credit Card System Law.

The published information includes interest rates, commissions, charges on behalf of third parties, and surcharges applied by banks, cooperative banks, and savings and loan societies for taking out loans or for credit and debit cards as well as interest on interest rates paid for savings deposits and borrowing.

The space has also been used to disseminate recommendations to the public about how to properly use products and financial services.

Relevance

The Ranking of Private Banking is an obligatory pursuant to the Banking Law.

The purpose of the publication is to inform public users of the services provided by banks, cooperative banks, savings and loan institutions, companies issuing and monitoring credit cards within the Salvadoran financial system, in accordance with the provisions of Article 64 of the Banking Law and Article 60 of the Credit Card System Law.

It is a tool for providing information, so that users of financial services can make informed decisions and comparisons between the different financial institutions in order to choose the option they consider most advisable. Encouraging recommendations on financial education to provide orientation on how to properly use financial services and products is also important.

The various civil society stakeholders did not give their opinions due to a lack of knowledge about it. Members of government think the document is very tedious, number-based and difficult to understand.

Moving Forward

In the new Action Plan, the Government will continue working, undertaking the following commitment in Milestone 5, Action 8:

- Forging a partnership with the Office of the Superintendent of the Financial System to include the ranking on the Infoútil portal, published quarterly, concerning information about commissions, requirements, and interest for bank loans.

It is recommended that:

- Reports be presented in a popular format, so that when people choose to use the bank service (mostly loan institutions), they are informed and make better decisions
- A partnership is created between the SSTA and the SSF, so it can train the public in these matters free of charge.

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[1] Office of the Superintendent of the Financial System, http://www.ssf.gob.sv/.

18. Catalogue of Priority Government Projects

Publish a catalogue of the Government's priority projects with consolidated information on the "Gobierno Transparente" portal.

Commitment Description						
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption				
	Supporting institutions	None specified				
	Point of contact specified?	No				
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.				
Relevance	**OGP Grand Challenges**	Improving public services; effectively managing public resources.				
	Relevant OGP Values	**Transparency**	**Citizen engagement**	**Accountability**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔				

Ambition	
New or pre-existing?	**Potential Impact**
New	Minor: The commitment is an incremental, but positive step in the relevant policy area.

Level of completion			
Start Date:	**End Date:**	**Actual completion**	Not started
Unspecified	May 2014	**Projected completion**	Substantial

Next steps
Revision of the commitment to make it more achievable or measurable.

What happened?

The commitment has not been started. Therefore opinions were not collected for the evaluation.

Relevance

The commitment has not been started. Therefore, its importance has not been evaluated.

Moving Forward

In formulating the new Action Plan, the commitment was revised and redefined, being established in Milestone 5, Action 6,[1] as follows:

- Promoting the publication of a "catalogue" of infrastructure projects with high priority for the Government, with consolidated information, and with requirements established by the Law on Access to Public Information.

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[1] SSTA, Plan de Acción AGA 2013-2014 El Salvador, Open Government Partnership (OGP), 30 September 2013.

19. Expansion of E-Regulations

Expand E-regulations that encourage international investment.

Commitment Description		
A ns w er ab ili ty	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	Ministry of the Economy
	Point of contact specified?	No
Specificity and Measurability		Low: commitment language describes activities that are unclear, but can be construed as measurable.
R el ev an ce	**OGP Grand Challenges**	Improving public services, Improving corporate accountability.

	Relevant OGP Values	**Transpar ency**	**Citizen engage ment**	**Accounta bility**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔			✔	

Ambition	
New or pre-existing? New	**Potential Impact** Moderate: the commitment is a major step forward in the relevant public policy area, but remains limited in scale or scope

Level of completion			
Start Date: Unspecified	**End Date:** December 2012	**Actual completion**	Complete
		Projected completion	Complete

Next steps
None: implementation complete.

What happened?

The commitment has been completed. The Ministry of the Economy was worked on two projects to promote private investment:

   a) **E-regulations** (http://elsalvador.eregulations.org/) is a portal that documents the processes established by the Government for investment in El Salvador, including several that must be carried out through the Council of Mayors for Greater San Salvador (Consejo de Alcaldes del Área Metropolitana de San Salvado; COAMSS). The portal is a guide for the user in navigating the steps that must be followed with each government institution. The E-regulations portal meets established international requirements, which has contributed greatly in improving the country's standing in international rankings.[1] The portal makes it possible to learn how to carry out formalities in person or online.

b) **"Mi empresa"** (https://elsalvadoremprende.org//), whose purpose is to facilitate the formation of companies and includes several Executive Branch institutions, mayors' offices of greater San Salvador and the Santa Ana mayor's office. This site seeks to make it easier to form new domestic and international companies and to create an online register of new companies.[2]

Relevance

Although the tool can inspire confidence, while being useful to investors at the domestic as well as international levels, the commitment is considered "moderate" because its scope is limited. The E-regulations portal contains "infotrámites," which provides a diverse menu for in-person and online procedures to make an investment or form a company.

Civil society organizations agree that one of the main problems is that these tools are little known. In addition, the lack of regulations on digital signatures creates a disadvantage in using this type of tool.

Moving Forward

The Government has completed the commitment and, therefore, has not identified new steps.

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[1] The Office of Technological Innovation and Computer Services of the El Salvadoran Presidency, Infotrámites, http://bit.ly/JuvYR9.

[2] Online company procedures, http://bit.ly/1cID5jz.

20. Focused Transparency

Install and launch electronic space on the sole transparency portal known as "Transparencia Focalizada," whereby the Government seeks to provide information that citizens can use to make better decisions about products, procedures, prices, quality and services.

Commitment Description		
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption
	Supporting institutions	None specified
	Point of contact specified?	No
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.
Relevance	**OGP Grand Challenges**	Creating safer communities

	Relevant OGP Values	**Transparency**	**Citizen engagement**	**Accountability**	**Technology & Innovation for Transparency and Accountability**	**None**
		✔	✔			

Ambition	
New or pre-existing?	**Potential Impact**
New	Minor: The commitment is an incremental, but positive step in the relevant policy area.

Level of completion			
Start Date: Unspecified	**End Date:** December 2012	**Actual completion**	Complete
		Projected completion	Complete

Next steps
Revision of the commitment to make it more achievable or measurable.

What happened?

Creation of the focused transparency portal with the tool known as "*Infoútil"* was completed and launched on 6 December 2012.[1] The purpose of the tool is to help decision-making with respect to the acquisition of goods and services (health, education, energy, among others). To date, 19 institutions contributed by providing information that is constantly updated, and three more institutions are expected to be included. 398,245 page hits were made between 6 December 2012 and 16 August 2013. The portal has links to the Consumer Protection Authority, FOVIAL and the MOP.

Infoútil responds to the need to ensure that the public is attended to with the information that the Open Government offers. A study was conducted to learn which public information the people were most interested in learning. From there, issues were prioritized in terms of how frequently they were accessed, with this order of priority forming the basis for the tool's format.

The tool was created with financial support from the Democracy Promotion Program of USAID/El Salvador.

Relevance

"Transparencia focalizada" is related to dissemination, education, and awareness-raising. It seeks to encourage people to make more informed decisions to help them save money and improve their quality of life since information is used when acquiring goods and services (food, education, transportation costs).

It is considered an evolving tool—a good starting point—that must continue to be improved. Although the tool exists and can be very useful, Civil society stakeholders state that it is not well known because it has not been promoted.

Moving Forward

The new Action Plan provides for continued work on the commitment, defining Milestone 1, Action 4, as follows:

a) Include a catalogue of services provided by institutions as well as the time frames, costs and requirements for each on the Infoútil portal.

Civil society organizations recommend disseminating and promoting knowledge of the tool, so that citizens can access this information and including the institutions' reference information: web page and name of contact.

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[1] SSTA, Infoútil, available at: http://bit.ly/1lAn9kv.

21. Digital newspaper "Transparencia Activa"

Set up and launch the propaganda-free digital newspaper "Transparencia Activa," which sends periodic information to at least 50,000 people and whose main aim is to inform the public of Executive Branch activities by providing information useful to citizens. To this end, it has the following tools:

a) Notes with information to be provided by Executive Branch institutions through their communications offices,

b) Clarifications to correct misinformation, and

c) The newspaper's own investigations into any topical issue.

Commitment Description						
Answerability	**Lead institution**	Sub-Secretariat for Transparency and Anti-corruption				
	Supporting institutions	None specified				
	Point of contact specified?	No				
Specificity and Measurability		Moderate: Commitment language describes objectively verifiable activity, but does not specify milestones or products.				
Relevance	**OGP Grand Challenges**	Increasing public integrity.				
	Relevant OGP Values	Transparency	Citizen engagement	Accountability	Technology & Innovation for Transparency and Accountability	None
		✔	✔	✔		
Ambition						
New or pre-existing? New	**Potential Impact** Minor: The commitment is an incremental, but positive step in the relevant policy area.					
Level of completion						
Start Date: Unspecified	**End Date:** December 2012	**Actual completion**	Complete			
		Projected completion	Complete			
Next steps						
Maintenance and monitoring of complete implementation.						

What happened?

The commitment to install and launch the digital newspaper "Transparencia Activa" was completed on schedule. It has published 1,800 articles, gets an average of 2,500 to 3,000 hits per day with a total of 1,738,294, and is e-mailed to 45,000 people.[1]

Transparencia Activa is a digital medium of the Government. It is administered by the Sub-Secretariat for Transparency and Anti-corruption of the Secretariat for Strategic Affairs, in coordination with the Communications Secretariat of the Salvadoran Presidency. Therefore, information is provided from the Executive Branch and its various agencies and offices. The newspaper's main sources of information are the official dispatches issued by the communications of the 121 Executive Branch agencies.

According to the SSTA, the Government did not have a medium for reporting on its activities and programs. Therefore, misinformation was constantly being given out, either through ignorance, indifference, or a desire to promote a certain agenda. To access the digital newspaper, people can register by entering their e-mail addresses, and a bulletin will be sent with the main news items that can be found on the portal. One can also cancel the subscription when desired.

Relevance

Transparencia Activa contributes towards citizen engagement. It forges interactions with users and gives users the opportunity to comment on what has been published. It encourages transparency and publicizes cases of corruption. It also reports on the progress of access to information and is a means for ensuring accountability. It informs the public on what the Government is doing in the different sectors by disseminating reports on accounts rendered by the various government bodies.

Members of government consider it to be a tool that seeks to educate and raise the awareness of the public about what government bodies can do in terms of transparency and informs them of emblematic cases of corruption, creating a precedent. Because it is a digital newspaper, access to it is admittedly limited to those who have Internet.

Leaders of territorial citizens' associations are not aware of the tool and, even if they have e-mail access, they do not know how to register to receive it.

Other civil society organizations question whether only the positive aspects of the Government should be emphasized and whether it falls within the realm of propaganda; although the paper is defined as "propaganda free," determining the extent and limits of such is not possible.

Some civil society organizations stated that elements of propaganda identified in the digital newspaper Transparencia Activa are:

- Persuasive wording; it proposes one side of a story; it is not journalistic; it is seen as institutional journalism.
- One will never see negative commentary on the Government; information that appears in other media should be published as well.

Moving Forward

The commitment has been fully implemented. However, the Government should continue monitoring to ensure that information of public interest is published on Transparencia Activa.

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[1] Transparencia Activa, available at http://bit.ly/Juwbnr.

V. SELF-ASSESSMENT

The Self-assessment Report was presented by the stipulated deadline and was sent for the public consideration of the civil society organizations as planned.

The Self-assessment Report was prepared according to the planned timeline and sent to the OGP on 30 September 2013. The results are detailed in the section "I.2 Results of Implementing OGP Plan May 2012 – May 2014" of the OGP document "Plan de Acción del Gobierno de El Salvador 2013–2014."

The report on how commitments had been fulfilled was subjected to a consultation process by the SSTA between 26 August and 18 September 2013. Three workshops were conducted and 11 CSOs participated. In the workshops, the participants provided critical opinions on each commitment and made suggestions for improvement. All comments made at the workshops were recorded and confirmed by participants.

Representatives of CSOs that participated in the consultation workshops considered the fact that they were included in the process to be positive. It allowed them to give their opinions on the degree to which commitments had been fulfilled and to suggest improvements.

Some CSOs indicated that a proper consultation regarding the commitments of the first Action Plan was not held, despite the promise made at the annual meeting in April 2012 in Brasilia. It was considered to have been completed and work has begun for the preparation of a new Action Plan. This calls into question the Government's level of commitment. Others have noted that the SSTA has made a great effort to bring together a broad range of organizations interested in the issue.

However, the consultation had serious limitations due to the scant response and participation, which may have been due to political leanings, the organizations being overstretched, or limited funds. Representatives of citizens' organizations say that the invitation was focused on NGOs, which limits the participation of territory-based civil society organizations.

According to the report, "El Salvador's participation in the Open Government Partnership (OGP) honors the commitment that the Salvadoran Government is undertaking to constantly improve government management and to include citizen engagement as one of the principal milestones in formulating, implementing and evaluating the public policy it carries out."

Table 2: Self-Assessment Checklist

Was annual self-assessment report published?	Yes
Was the report published according to schedule?	Yes
Is the report available in the local language?	Yes
According to stakeholders, does publication in this language suffice?	Yes
Is the report available in English?	No
Did the Government provide a two-week period public comment period on draft self-assessment reports?	Yes
Were any public comments received?	Yes
Was the report deposited in the OGP portal?	Yes
Did the self-assessment report include review of consultation efforts?	Yes
Did the report cover all of the commitments?	Yes
Did it assess completion according to commitment schedule?	Yes
Did the report reaffirm the Government's commitment to transparency?	Yes
Does the report describe the relationship between the action plan and the grand challenge areas?	No

Table 2: Self-Assessment Checklist

VI. MOVING FORWARD

This section puts the OGP action plan into the specific national context and highlights potential next steps, as reflected in the preceding sections, as well as stakeholder-identified priorities.

Salvadoran Context

El Salvador has been in a political-institutional crisis since mid-2010. Civil society's growing demand to broaden democracy has led to institutional mechanisms being activated. The mechanisms give the demands legal authority, for example actions on the grounds of unconstitutionality filed in various matters with the Constitutional Division of the Supreme Court, which is one of the most used resources in the last three years.

With the Constitutional Division admitting actions or entering decisions on unconstitutionality, more opportunities have opened up. Some of these opportunities include: rights of independent candidates to participate in the election for Representatives to the Legislative Assembly, for votes to be cast from outside the country, for municipal councils to consist of multi-party coalitions, for votes for Representatives to be cast using closed ranked ballots in which citizens can cast a preferential vote as he or she chooses for one or more candidates on a political party's list.[1] In addition, loopholes for corruption have been closed after the "Secret Party" of the Salvadoran Presidency was declared unconstitutional.[2] Article of the Regulations of the Law on Access to Public Information (LAIP), which provided greater discretion in declaring information confidential using political concepts, gave the President the power to veto proposals of Commissioners to the Institute for Access to Public Information (IAIP), thereby obligating the Head of State to select the Commissioners from the proposals selected in Assemblies by the five sectors.[3]

All of the above changes have generated resistance and caused an institutional crisis. With the participation of the political parties represented at the Legislative Assembly and the involvement of the President of El Salvador, various attempts were made to dismantle and/or eliminate the Constitutional Division's authority. One of the more significant attempts was the pushing through of Decree 743, which was passed on 2 June 2011. It stipulated for Division's decisions be made unanimously. After sharp protests from CSOs, it was repealed on 27 July 2011. Later, a lawsuit on the grounds of encroachment was filed with the Central American Court of Justice by the Legislative Assembly. The Court ruled in its favor. The creation of Legislative Commissions to investigate the Division's activities was declared inapplicable by the Constitutional Division. The complaints were filed with the Office of the Prosecutor General of El Salvador in early 2013.

Currently, the Supreme Court (CSJ) is presided over by an interim president after the election of its president was declared unconstitutional on the grounds that the principles of party independence were not honored.[4] All in all, we can state as the Special UN Rapporteur, Gabriela Knaul, has stated: that there has been an institutional crisis that threatens to undermine judicial independence and the principle of separation of powers in El Salvador.[5]

The positive outcome of the LAIP taking effect in May 2011 has been the creation of the Information and Response Offices (OIRs). The OIRs were created within some 80 Executive Branch bodies and the Public Information Access Units in the Legislative and Judicial Branches as well as in the rest of the institutions of the Office of the Prosecutor General and the Office of Internal Control, with the municipalities reflecting the highest incidence of non-compliance. One of the negative outcomes in meeting the LAIP

deadlines was the late appointment of IAIP Commissioners and, consequently, of their installation, which should have occurred in early December 2011 or according to the adjusted deadlines set by the Executive Branch on 30 December 2011. Installation was postponed until 23 February 2013, which caused further administrative and political delays in delivering their operating budgets.

In 2013, the passing of LAIP reforms in February was relevant, thereby taking power from the IAIP to declassify confidential information, leaving only the authority to make recommendations and modify the election process for Commissioners and eliminating the participation of civil society sectors. The President of El Salvador vetoed the reforms after heavy pressure from civil society organizations. In addition to the events is the Legislative Assembly's refusal to publish the lists of advisors and comply with the resolution of IAIP to make them public which, after imposing the corresponding sanction, has had to go to the Office of the Prosecutor General of the Republic for the proceeding to be continued because the judgment was not satisfied.

Implementation of the IAIP has constituted an unprecedented event for the protection of the right to public information. To date, citizen's complaints have been received and processed accordingly. Several governmental bodies have been penalized for failing to comply with the Law. [6]

On the positive side, we stress the creation of a policy of citizen engagement and the beginnings of discussions on the draft citizen engagement in public management law being conducted by the Office of the Deputy Minister of Governance and Modernization of the State (SSGME) (SSGME) with participation from civil society organizations. Likewise, it is important to mention that this same Sub-Secretariat has drafted the Law on Public Office, which will enhance and streamline public management.

El Salvador is in the process of electing a President and Vice President: on 2 February 2014. According to tradition, political parties have conducted election campaigns beyond the legally established time. Even though civil society representatives have filed complaints, they were ignored. The electoral authority has ordered that campaign material be removed on the grounds that it denigrates candidates. Moreover, the source of party finances has been questioned by civil society.[7] Representatives of civil society and of the Government agree that the entry of newly-elected authorities presents a challenge with respect to whether the OGP commitments and transparency-related progress will be sustainable.

The Government of El Salvador will be obligated to affirm its OGP commitments, regardless of the results of the presidential election. For civil society groups, the most important aspect will be to continue consultations with authorities and to ensure that open government efforts continue. If the new administration chooses to change the institution responsible for coordinating, implementing and rendering accounts under the OGP Action Plan, it will need assistance and advice from the SSTA and civil society. The new government will need to be aware of OGP's schedule and the deadlines for submitting its reports. According to the OGP schedule, for example, the day for delivering the new Action Plan is 1 July 2014; in this regard, the Government will be obligated to prepare a new Plan or affirm the Action Plan established earlier on 30 September 2013. Civil society organizations are responsible for promoting an independent and impartial agenda to guide the Government in forming public policy in keeping with an open government.

Stakeholder Priorities

According to the Sub-Secretariat for Transparency, the most relevant commitment is:

Installing and launching electronic space on the sole transparency portal known as "Transparencia Focalizada," whereby the Government seeks to provide information that

citizens can use to make better decisions about products, procedures, prices, quality and services. Implementation: until December 2012.

For the civil society organizations that participated in the process of preparing the independent assessment report, according to the direct benefits they are receiving, they believe that the most relevant commitment is:

Opening Information and Response Offices and developing Accountability in all institutions.

Civil society organizations related to transparency issues consider that no new commitments should be undertaken for the time being. The road ahead must make it possible to more specifically prioritize and schedule indicators and their sources of verification and also to allow their in-depth review.

Other civil society stakeholders–including citizen associations–suggested that the following commitments be considered:

- Promoting the approval of a reform of the Law on Political Parties to establish rules for internal democracy, control of the source and spending from party and campaign finance, establishing rules that limit private contributions rules to control election campaigns.
- Promoting strengthening government institution's independence from parties by establishing clear rules for second-degree election procedures and ensuring the separation of administrative and jurisdictional duties of the Salvadoran General Accounting Office and the Supreme Electoral Court.
- Promoting the creation of a means of ongoing participation for consultation in the Government's public policies.
- Improving Accountability with mechanisms for citizen engagement to monitor the reports submitted.
- Promoting the development of Open Government tools using alternative media to ensure access to communities that do not have the Internet.

Recommendations

In the opinions of participants from the different workshops, the following general recommendations must be considered:

a) Recognizing that Open Government tools help make public management transparent and constitute a factor that prevents corruption, it is necessary to realize that these tools are little known, thereby limiting their use, which is why a strategy for disseminating information about the tools, their usefulness and importance as well as the way to access them must be developed on a complementary basis.

b) In view of the technological gap, the tools produced within the framework of Open Government are not accessible within the territory, either because people do not know how to access the Internet, because they do not have access to the technology (a computer with an Internet connection), among other factors. Therefore, it is recommended that a strategy be established that combines the use of communication technologies with alternative forms or modes of communication to ensure access to information and public participation throughout the territory.

c) From the results from various stakeholders participating in the process of evaluating commitments, one can infer that those initiatives that favor direct and physical contact with the population are better known within the territory; thus, they recommend combining activities that facilitate access to technology with experiences such as the mobile OIR.

d) That the commitments redefined in the new Action Plan 2013-2014 be acknowledged by the authorities and people directly responsible for carrying them out to ensure that they are undertaken within the OGP framework.

e) That a strategy for national dissemination about what OGP is and that the commitments undertaken by the Government be aimed at civil society.

f) That coordination be resumed with civil society and that a comprehensive or specific plan for following up El Salvador's commitments related to transparency and anti-corruption be established by mutual agreement.

g) That the historical archives be protected that can help make the past clear and ensure the opening of government information that can contribute towards justice and historical preservation.[8]

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[1] Social Initiative for Democracy, "20 años de Reforma Electoral" December 2012.

[2] "Corte Suprema declara inconstitucional la partida secreta," El Faro, 25 August 2010, http://bit.ly/1l1PPWh.

[3] Constitutional Division of the Supreme Court, "Judgment 13-2012." See: http://bit.ly/1aoEckc.

[4] Constitutional Division of the Supreme Court "Unconstitutionality Decision 77-2013/97-2013." See: http://bit.ly/1l1PSRV.

[5] Special UN rapporteur on the independence of judges and lawyers, "Preliminary Observations on the Official Visit to El Salvador, 26 November 2012. See: http://bit.ly/1k8g7Ic.

[6] Social Initiative for Democracy, "Informe de Monitoreo de Transparencia al Cuarto Año de Gestión del Presidente Funes," (p. 34), October 2013

[7] "ANDP y FUSADES pedirán reformas a la ley de partidos," La Prensa Gráfica, 1 March 2013, http://bit.ly/1cmN2Pp.

[8] See, for example: information on the theft and burning of files on children who went missing during the civil war, "La ONU pide investigar el robo y la quema de archivos de niño desaparecidos durante la guerra civil," Nitimerica, 19 November 2013, http://bit.ly/1hhymGk.

ANNEX: METHODOLOGY

As a complement to the government self-assessment, researchers from the participating country prepared an independent report. These experts use a common OGP methodology based on a combination of interviews with local OGP stakeholders as well as desk-based analysis.

Introduction

Analysis of progress on OGP action plans is a combination of interviews and analysis of documents and information obtained from non-governmental stakeholder meetings. The report builds on the findings of the Government's own self-assessment and other assessments of progress put out by civil society or international organizations.

Local researchers met with stakeholders to ensure an accurate portrayal of OGP process events. Given budgetary and calendar constraints, IRM researchers cannot consult all affected and/or affected parties. Consequent, IRM researchers strive for methodological transparency and, whenever possible, publicize the process of stakeholder engagement. This process is detailed later in this section. In those national contexts where anonymity of informants—governmental or non-governmental—is required, IRM researchers protect the anonymity of informants.

This report was reviewed by an international panel of experts to certify that it meets the highest research standards. Additionally, the IRM strongly encourages public commentary on public drafts of national documents.

The Independent Reporting Mechanism of the Open Government Partnership has carried out a process of participative research to prepare the Independent Self-assessment Report of fulfillment of the commitments that the El Salvador made in joining the OGP.

The objectives of this research were to:

- Learn about the process of formulating the Action Plan and the opinion that different stakeholders have on it.
- Learn the degree to which commitments have been fulfilled and the assessments of importance and progress.
- Learn which commitment has the greatest relevance and importance.
- Identify future steps or proposals for the continuity or sustainable of Open Government initiatives.

Work included holding four consultation workshops with civil society organizations related to issues of transparency and anti-corruption, with leaders of territorial organizations, with leaders of the Intersectorial Forum for Democratic Reform (Foro Intersectorial por la Reforma Democrática) and with representatives of the Government. Interviews were also conducted with the Sub-Secretariat for Transparency and Anti-corruption, the President and a commissioner from the Institute for Access to Public Information, with a full member of the Tribunal on Government Ethics. In addition, documentation related to the commitments and the OGP process in El Salvador was reviewed as were the tools produced within the framework of the commitments. The consultation process was carried out between October and November.

Participant Selection

The consultation to evaluate the degree to which the commitments set forth in the Action Plan of El Salvador were fulfilled included a set of stakeholders: 43 representatives from 20 territorial organizations from the departments of Sonsonate,

Ahuachapán, La Libertad, San Salvador, Cuscatlán, La Paz, Usulután and Morazán; of these, 16 men and 27 women participated. Twenty-two organizations related to the issues of transparency and anti-corruption were invited, of which only seven representatives (six men and one woman) participated. Fifteen representatives from organizations that are members of the Intersectorial Forum for Democratic Reform were invited, of which ten participated (eight men and two women). Twenty-five representatives were invited from as many government institutions. Only 14 participated and the gender ratio of the representatives was split evenly.

Meeting #1: 8 November 2013

The first meeting was held on 8 November 2013 with representatives of organizations that are members of the Intersectorial Forum for Democratic Reform. The members are organizations that deal with different issues related to democratic development. A total of ten people from seven organizations participated, being the working guide.

- UNE
- ASOCIACIÓN ATLACATL
- ASOPROVENSAL
- ASDI
- AED
- ISD (Area of Political Impact)
- ASEFIN

Meeting #2: 11 November 2013

The second meeting was held on 11 November 2013 with local citizens groups that are part of the Movimiento Ciudadanía Activa, which is characterized as coming from vulnerable areas. The agenda was followed according to the questionnaire. A total of 43 people participated from the following organizations:

San Salvador:

- ACOMEST
- ADECCAES
- ISD (Territorial Development Area)
- Ciudadanía Activa

Morazán:

- ADESCOMAC
- ISITDL
- ISD (Moraza headquarters)

Sonsonate:

- Intersectorial
- CCPC
- ACIPDL
- ISD (Sonsonate headquarters)

Cuscatlán:

- ACIPDL
- ISD (Cuscatlán headquarters)
- Ciudadanía Activa
- CDL Cojutepeque

La Paz:

- CDL San Pedro Nonualco
- CDL Santiago Nonualco
- ISD (La Paz headquarters)
- ACIPDL

Usulután:

- APATDU
- ISD (Usulután headquarters)
- Movimiento juvenile [youth movement]

Ahuachapán:

- ACIPDL
- ISD (Ahuachapán headquarters)

La Libertad:

- Mesa Ciudadana de Mujeres [Citizens' Roundable of Women]

Meeting #3: 14 November 2013

The third meeting was held on 14 November with representatives from civil society organizations related to issues of transparency and anti-corruption; the agenda followed the questions on the questionnaire. The following participated in this meeting:

- SACDEL
- MEDIO LLENO
- CECADE
- FUSADES
- RED DE CONTRALORIA CIUDADANA

Meeting #4: 15 November 2013

The fourth meeting was held on 15 November with representatives of government institutions related to the commitments. The agenda followed the questions on the questionnaire. The following participated in this meeting:

- ITIGES
- Office of the Superintendent of the Financial System
- Ministry of Labor
- Consumer Protection Authority
- Sub-Secretariat for Transparency and Anti-corruption (Transparencia Activa)
- Office of the Prosecutor General of El Salvador
- Tribunal on Government Ethics
- Ministry of Public Works
- General Accounting Office of El Salvador
- Ministry of the Treasury

Description of Questions

For each work day, the following steps and questions were followed.

STEP 1: Do you know of the commitments that the Government of El Salvador has made to the Open Government Partnership?

STEP 2: If you know about the commitments, do you know the process followed in formulating the Open Government plan? Did you participate?

STEP 3: What is your opinion of the level to which the commitments have been fulfilled and about the assessments of importance and progress?

STEP 4: Have you participated in any interinstitutional space for monitoring the commitments or where issues concerning the commitments have been dealt with? What factors have contributed towards progress and have hindered fulfillment of some:

- General assessment of progress
- Factors that have contributed
- Factors that have hindered

What is the most relevant commitment?

STEP 5: What do you propose for the continuity or sustainability of progress in these commitments?

Which new commitments related to Open Government do you propose be undertaken?

In general terms, how can the entire process be improved?

About the Independent Reporting Mechanism

The IRM is a key means by which government, civil society and the private sector can track government development and implementation of national OGP action plans on a bi-annual basis. An International Experts' Panel designs research methodology and ensures quality control of such reports. The panel comprises experts in transparency, participation, accountability and social science research methods. The current membership of the International Experts' Panel is:

- Yamini Aiyar
- Debbie Budlender
- Jonathan Fox
- Rosemary McGee
- Gerardo Munck

A small staff based in Washington DC shepherds reports through the IRM process in close coordination with local researchers. Questions and comments about this report can be directed to the staff at irm@opengovpartnership.org