

Fourth assessment of transparency portals in regional governments

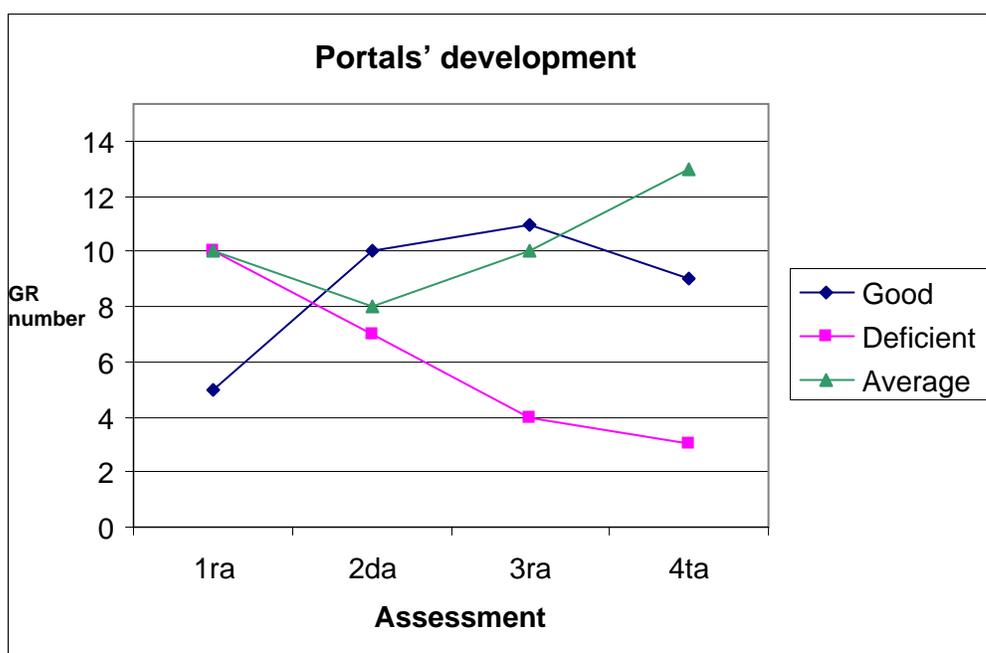
MOST REGIONAL GOVERNMENTS' TRANSPARENCY PORTALS OFFERED RELEVANT INFORMATION ABOUT THEIR 2007 MANAGEMENT

By: Propuesta Ciudadana Group

In early 2007, the Citizen Surveillance- Area of Decentralization (Vigila Perú), component of the Propuesta Ciudadana Group, began to produce quarterly national assessment reports on transparency portals from 25 Peruvian regional governments. The aim was to periodically gather detailed information about the state of the portals' in order to promote the implementation of the Law of Transparency and Access to Public Information.

The assessments undertaken by the Vigila Perú Area of Propuesta Ciudadana Group evaluate how effectively the portals manage and update information concerning budget, goods and services acquisitions, citizen participation and regional council, as required by the Law of Transparency and Access to Public Information.

The results of the fourth assessment of transparency portals, which was conducted during the first week of March 2008, show the development of the portals' implementation and updating throughout the year 2007. The following chart shows an increase from 5 to 9 portals with complete and updated information, between the first and fourth assessments; it also shows a decrease from 10 to 5 incomplete and/or outdated portals for the same period.



In this fourth assessment we find again that the regional governments of **Junin, Lambayeque, Huancavelica and Piura** stand out. In 2007 they have maintained their high level of performance in updating their transparency portals. In contrast, the regional governments of La Libertad and Madre de Dios have failed to update the information in their portals during 2007. Regrettably, the Regional Government of Huanuco has joined this deficient-level group. Additionally, there was an improvement in the cases of Puno, Cajamarca, Apurimac, Amazonas, Tumbes, Loreto and Ica. In the first evaluation they had occupied the lowest positions as a result of deficient performance;

however, by the end of the year their performance had improved, moving to average, and in the case of Puno up to 'good'.

Despite the overall positive evolution, the previous chart shows that a decreasing number of regional governments achieved a ranking of 'good' performance in implementing portals between the three and the fourth evaluation. This can be attributed in part to variations in the level of performance of the regional governments of Cajamarca and Apurimac, whose portals started on a deficient level, then improved notably, and ended up with an average ranking. Second, we see the alarming case of the Regional Government of Arequipa, whose portal has declined from its initially 'good' level to an average level of 60%

Ranking of the Regional Governments' Portal Updating Performances

Regional Government	Accomplishment upon the total			
	1st Assessment (%)	2nd Assessment (%)	3rd Assessment (%)	4th Assessment (%)
Junin	71	90	79	92
Lambayeque	74	97	90	89
Huancavelica	84	90	81	87
Piura	81	90	90	85
Ancash	55	66	58	84
Puno	21	23	74	84
Pasco	61	63	66	77
Callao	65	73	71	71
Tacna	65	52	44	71
Cajamarca	29	42	76	66
Cusco	58	71	53	66
San Martin	42	52	60	66
Apurimac	23	94	76	65
Lima (*)	65	56	71	65
Amazonas	48	63	71	63
Ayacucho	52	76	56	63
Arequipa	77	84	76	60
Ucayali	52	60	60	60
Tumbes	29	32	66	58
Loreto	45	47	35	56
Ica	42	85	61	52
Moquegua	52	44	61	52
Madre de Dios	32	Out of work	31	45
Huanuco	52	60	58	44
La Libertad	42	44	42	39
Total 25 GR	53	65	64	66

Note: Not including Lima Metropolitan Area

(*): Not including Callao nor Lima Metropolitan Area

71 to 100%	Good
51 to 70%	Average
0 to 50%	Deficient

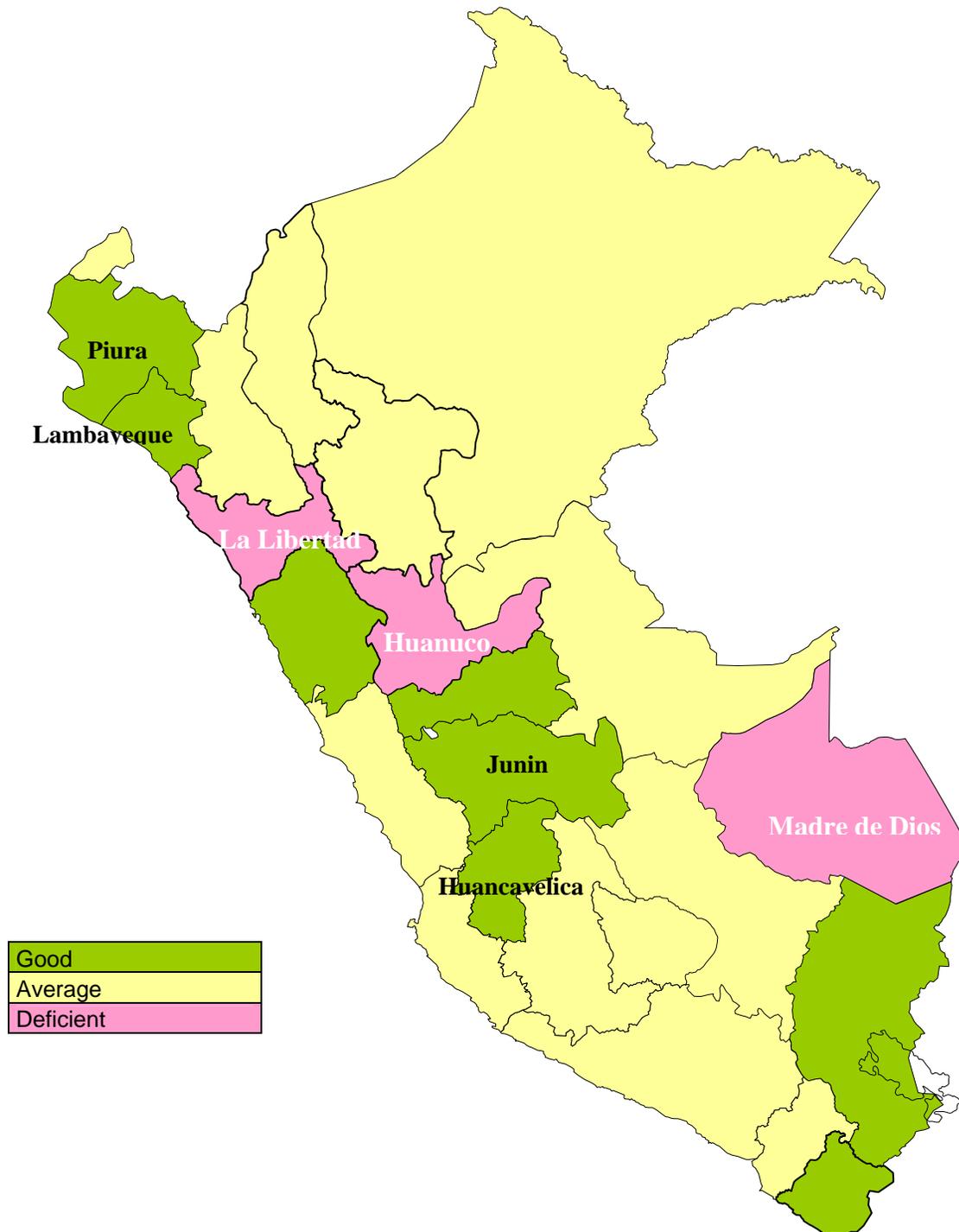
The gradual improvement is also reflected in the average performance of the regional governments, which in the four 2007 quarterly assessments went from 53% to 65% to 64% to 66%.

One factor accounting for the improvement in the portals' levels is the regional authorities' understanding of how a positive assessment of a portal can help the population gain confidence in the management's transparency. Also, 'the officials in charge of maintaining the portals' have invested significant effort in fulfilling their duties and enhancing their work. With this in mind, many

of these officials have kept touch with Vigila Perú, which helped them to improve their portals, especially the officials in charge of portals in Apurímac, Cajamarca, Puno and Ancash. Additionally, the two work meetings held by the regional officials in 2007 with the institutions that compose the Citizen Surveillance Observatory (Observatorio de la Vigilancia Social - OBSERVA) provide another example of successful collaboration between the authorities and civil society. These meetings turned out to be valuable opportunities for exchanging information and experiences, which helped the officials to understand the importance of the Law of Transparency and Public Information as well as share the best strategies for the portals' improvement and updating.

Transparency map

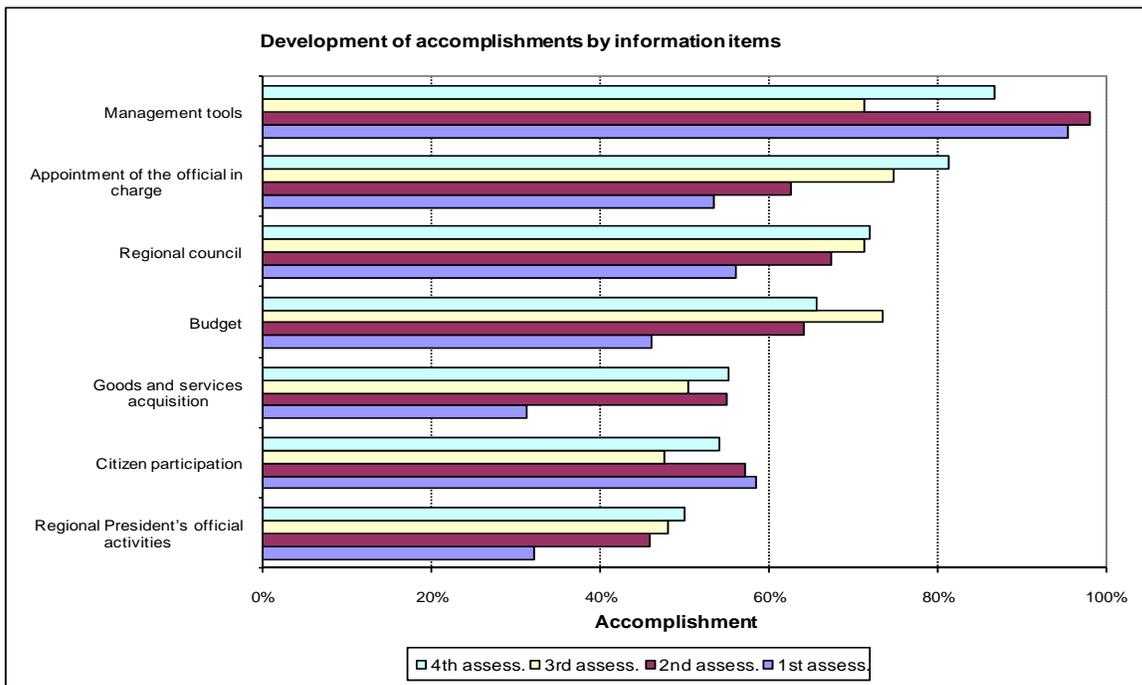
Updating levels for the regional governments' transparency portals (Assessment undertaken in March 2008)



Regional governments' performances in 2007

Outstanding	Deficient
<p>- The regional governments of Junin, Lambayeque, Huancavelica and Piura have had transparency portals that disseminate complete and updated information concerning budget, acquisitions, Regional Council's session reports and standards, as well as participatory budget, accountability audiences and Regional Coordination Council sessions.</p>	<p>- The Regional Government of La Libertad does not provide any information concerning budget, acquisitions, Regional Council's session reports, accountability audiences or Regional Coordination Council sessions.</p> <p>- The portal of the Regional Government of Huánuco went downhill from their average level since the fourth assessment showed that it did not disseminate any information about PIA, acquisitions, citizen participation or Regional Council's session reports.</p> <p>- The portal of the Regional Government of Madre de Dios has yet to leave the deficient-level group. It was not functioning during the second assessment. The fourth assessment showed that it does not disseminate any information about acquisitions, citizen participation or Regional Council's session reports.</p>

Each item is assessed on the basis of increasingly demanding indicator that attempt to reflect the characteristics of each assessed period. The highest levels of dissemination and information updating were those related to management tools, the appointment of the officials in charge of the portals and the Regional Council. The management tools are long term items, so their assessment is not too frequent. Their drop in development in the third assessment is due to the fact that at the time, the publication of the Institutional Strategic Plan had just been introduced as an indicator. For the fourth assessment, this indicator has increased from 18% to 60%. This is an example of how improvements in access to public information rely, to a large degree, on the demands that civil society places on public authorities.

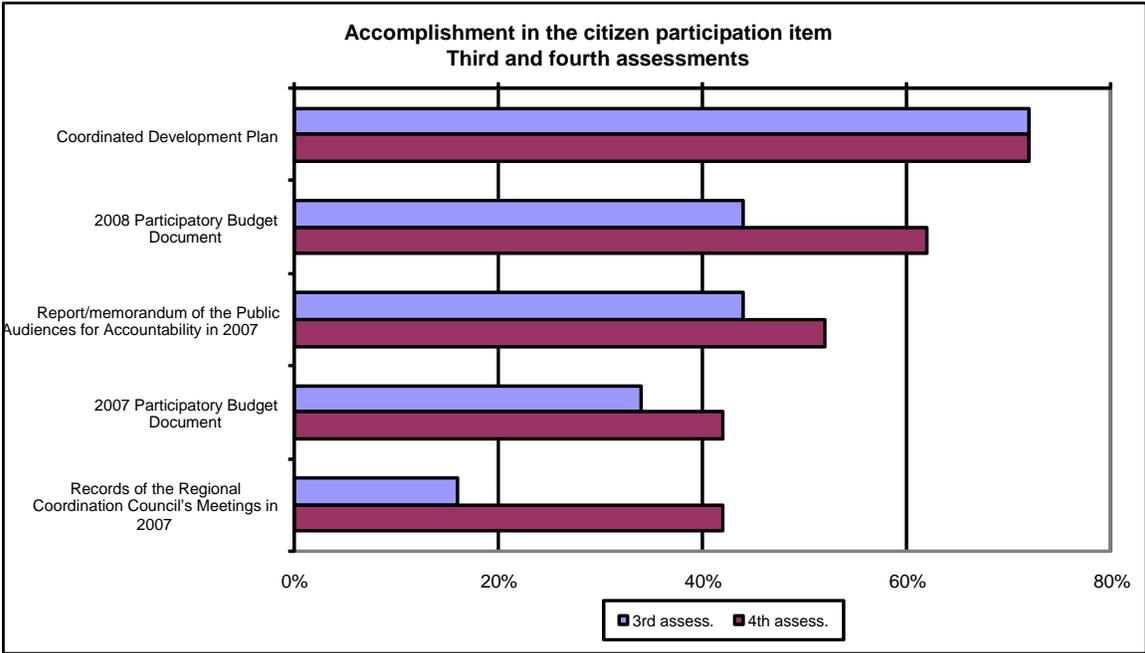


Note: The items with a greater relative scale in the total store (31 points) are: budget (8 points), regional legislation (6 points), acquisitions (5 points) and citizen participation (5 points). With a lower relative scale are management tools (3 points), appointment of the official in charge of the portal (3 points) and the Regional President's official activities (1 point).

The number of 'appointments of officials in charge of the portal', improved due to a greater dissemination of the Regional President's resolutions that made them official. Regarding the item for Regional Council, we notice an improvement in the updated publication of the Regional Councils' Ordinances and Agreements, which respectively rose to 90% and 80% in the last assessment. There is still more room for improvement in the dissemination and updating of Regional Councils' session reports, which initially had reached 22% and is now at 46%.

Additionally, the Regional President's official activities, citizen participation, goods and services acquisitions, and budget require higher levels of dissemination.

The assessment of citizen participation is particularly interesting. Only reaching a level of 57% in the second assessment, it declined to a deficient level of 48% in the third assessment. The reason for this is that the period of this assessment (third quarter of 2007) the assessment of the publication of the submissions from public audiences for accountability, as well as the session records of the Regional Coordination Council (RCC) had already been scheduled for. According to their Organic Law, the regional governments must hold at least two public audiences per year; also, the RCC must undertake sessions at least twice a year. The justified introduction of these two new indicators showed that regional governments did not deliver sufficient information on these important spaces for accountability and citizen participation. The fourth assessment revealed a slight recovery in citizen participation, which rose to 54%. The following chart details the evolution in the level of the citizen participation item, between the third and fourth assessments.



The low levels of citizen participation are explained by the fact that no less than 19 regional governments disseminated very little information or none at all. Only 6 regional governments (**Ancash, Cusco, Huancavelica, Lambayeque, Piura and Puno**) disseminated information about their participatory budget, audiences and RCC meetings.

Relevant aspect of regional management in the fourth assessment	
More disseminated	Less disseminated
The most disseminated information is related to the management tools, such as Organization Chart, Personnel Allocation Chart, Organization and Function Regulations, and the Sole Text for Administrative Procedures, all of them achieving a 100% level of accomplishment. Also featured are the Regional Council's Ordinances (80%) and Agreements (90%), authorities' remuneration (84%), publication of the name and appointment of the official in charge of the portal (81%).	Improvement is needed in the level of accomplishment of the participatory budget (42% in the fourth assessment), the RCC's session records (42%), the Regional Council's session records (46%) and the Regional President's official activities (50%). Other pieces of information that should be more thoroughly disseminated are the providers' list (52%), the Annual Hiring and Acquisition Plan (55%), calls (56%) and results (58%) of the selection processes, as well as investment programs (58%). More details about the indicators and its level of accomplishment can be read in the annexes.

The Regional Governments' Initiatives	
Regional Executive Resolutions	Electronic applications for public information
Between the first and fourth assessments, the number of regional governments that disseminate information about the regional executive resolutions rose from 13 to 17. These standards diffuse the approval of the Annual Hiring and Acquisition Plan, and its subsequent modifications; the appointment of regional managers, directors and advisers, as well as the official in charge of the transparency portals; the installment of administrative processes, among other subjects.	Between the first and fourth assessments, the number of regional governments whose transparency portal contains a link to channel on-line applications for public information access rose from 7 to 12. That is, one can send the application without physically attending the government's institutional premises. One can also receive information via e-mail without any copying costs, with a deadline of seven working days: this is regulated by the Law of Transparency and Access to Public Information.
The regional governments' initiatives are good examples that officials in charge of the portals usually emulate.	

A Few Conclusions
<ul style="list-style-type: none"> • Most regional governments' portals give relevant information about their 2007 management. • The regional governments of Junin, Lambayeque, Huancavelica and Piura have empowered their transparency portals with complete, updated information. • The regional governments of La Libertad, Huanuco and Madre de Dios have delivered portals with little, outdated or no information throughout the year. • It is necessary to improve the diffusion of the Regional President's official activities, citizen participation activities, and goods and services acquisitions. • Citizen surveillance and a demand for public information help to improve the level of transparency portals. • The communication achieved among officials in charge of the portal and a healthy emulation of good examples served to carry on a joint learning process for the fulfillment of the Law of Transparency and Access to Information.

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Annex 1: Indicators for the 4th assessment

Items	Indicators	Maximum store
Budget. Updated on December 31 st	2007 opening institutional budget	0,5
	2008 opening institutional budget	0,5
	2007 modified institutional budget	2
	2007 budget execution	2
	2007 investment program	2
	Remunerations for authorities, officials and general personnel	1
Goods and services acquisitions. Updated on December 31st	2007 Acquisitions and Hiring Annual Plan	2
	Calls for goods and services acquisition processes in 2007	1
	Results of goods and services acquisition processes in 2007	1
	Providers' List	1
Management tools	Organization Chart	0,5
	Personnel Allocation Chart (PAC)	0,5
	Organization and Function Regulations (OFR)	0,5
	Sole Text for Administrative Procedures (STAP)	0,5
	Institutional Strategic Plan (or 2007 Institutional Operative Plan)	1
Regional President's official activities. Updated on January 2008		1
Citizen Participation	Coordinated Development Plan updated	1
	2007 Participatory Budget Document	1
	2008 Participatory Budget Document	1
	Records of the Regional Coordination Council's sessions in 2007	1
	Report/memorandum of the Public Audiences for Accountability in 2007	1
Regional Council. Updated on January 2008	Records of the Council Meetings	2
	Regional Ordinances delivered	2
	Regional Agreements delivered	2
Appointment of the official in charge.	The name of the official in charge of the portal is published and the Regional President's resolution that appoints them is attached	3
Total		31

Annex 2: Performance of the regional governments by information item. Fourth assessment

Item	Indicators	Maximum score	Amazonas	Ancash	Arequipa	Ayacucho	Cajamarca	Callao	Cusco	Huancavelica	Huancayo	Ica	Junin	La Libertad	Lambayeque	Lima	Loreto	Madre de Dios	Moravia	Pasco	Piura	Puno	San Martin	Tarma	Tumbes	Ucayali	Total	Maximum score	Accomplishment (%)	
Budget Updated December 31*	2007 opening institutional budget	0,5	0,5	0,5	0	0	0,5	0,5	0,5	0,5	0	0,5	0,5	0	0,5	0,5	0,5	0	0,5	0,5	0,5	0	0,5	0,5	0,5	9	12,5	72%		
	2008 opening institutional budget	0,5	0,5	0,5	0,5	0	0,5	0,5	0	0,5	0	0	0,5	0	0,5	0,5	0,5	0	0	0,5	0,5	0,5	0	0,5	0	0	7,5	12,5	60%	
	Medical institutional budget	2	1	2	0,5	2	0,5	1	2	0,5	2	1	0	2	0	2	1	0,5	2	1	2	2	1	2	2	1	2	33	50	66%
	Budget execution	2	1	2	0,5	2	0,5	1	2	0,5	2	1	0	2	0	2	1	1	2	1	2	2	1	2	2	1	0	31,5	50	63%
	Investment program	2	2	2	2	2	1	1	2	1	2	1	0	1	0	1	0	1	2	0	2	2	2	0	0	0	2	29	50	58%
Goods and Services Acquisition Updated December 31*	Remunerations for authorities, officials and general personnel	1	0,5	1	1	1	1	1	0,5	0,5	1	1	1	1	1	1	1	1	0,5	1	0	0,5	1	1	0,5	1	21	25	84%	
	2007 Annual Hiring and Acquisition Plan	2	0	1	0,5	1	2	0	2	2	1	0	1	2	0	0	2	2	0	1	2	2	1	2	1	0	27,5	50	55%	
	Calls for goods and services acquisition processes	1	1	0	0	0	1	0,5	1	0,5	0,5	0	0	1	0	1	1	1	0	0	1	1	0,5	0	1	1	14	25	56%	
	Results of goods and services acquisition processes	1	1	0,5	0	0	1	0,5	1	0,5	0,5	0	0	1	0	1	1	1	0	0	1	1	0,5	0	1	1	14,5	25	58%	
	President's List Organization Chart	1	0	1	1	0,5	0	1	0,5	0	0	1	1	0,5	0	1	1	0	0	0,5	1	0	1	0,5	0,5	0	1	13	25	52%
Management tools	Personnel Allocation Chart (PAIC)	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	12,5	12,5	100%	
	Organization and Function Regulation (OFR)	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	12,5	12,5	100%	
	Stat. Test for Administrative Procedures (STAP)	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	0,5	12,5	12,5	100%	
	2007 Institutional Strategic Plan (or Institutional Operational Plan)	1	0	1	0	0	0	1	1	0	1	0	0	1	0	1	1	1	0	1	1	1	1	1	1	0	15	25	60%	
Regional President's official activities	Coordination Development Plan	1	0,5	1	1	1	0,5	0	1	0	1	1	1	0,5	1	0	1	0	0	1	1	0	0,5	0	0	0	12,5	25	50%	
	2007 Participatory Budget Document	1	1	1	1	0	1	1	1	1	1	0	1	0	1	0	0	1	1	1	1	1	1	1	0	0	18	25	72%	
	2008 Participatory Budget Document	1	0	0,5	1	1	0	0	0	0	1	0	1	1	1	1	1	0	0	0	1	1	0	0	0	0	10,5	25	42%	
	Records of the Regional Coordination Council's sessions in 2007	1	0,5	1	1	1	0,5	0,5	0,5	1	1	0	1	1	0,5	0,5	1	0	0	0,5	0	0,5	1	1	0	0	15,5	25	62%	
	Report/memorandum of the public accountability audience in 2007	1	0	1	1	1	0	0	1	0	1	0	1	0	1	0	0	0	0	0	0	1	1	0,5	0,5	1	0	13	25	52%
Regional legislation Updated January 2008	Records of the Regional Council's sessions up to February 2008	2	1	1	1	1	0	1	0	1	2	0	1	2	0	2	0	0	0	1	1	1	2	2	1	1	1	23	50	46%
	Regional Ordinances (approved Stat, abstract and file)	2	2	2	1	1	2	1	2	2	1	1	2	1	2	2	1	2	2	2	1	2	2	2	1	1	2	40	50	80%
	Regional Agreements (approved Stat and abstract or file and file as to January 2008)	2	2	2	1	1	2	2	2	2	2	1	2	2	2	2	2	2	2	2	2	2	2	1	1	2	45	50	90%	
Appointment of the official in charge of the portal	The name of the official in charge of the portal is published and the Regional President's resolution that appoints them is attached - up to January 2008	3	2	2	3	2	3	3	1	3	3	3	3	3	3	3	1	0	1	1	3	3	3	3	3	3	61	75	81%	
Total		31,0	19,5	26,0	20,0	18,5	19,5	20,5	22,0	20,5	27,0	13,5	16,0	28,5	12,0	27,5	20,0	17,5	14,0	16,0	24,0	26,5	26,0	20,5	22,0	18,0	18,5	514	775,0	66%
	Accomplish (%)	63%	84%	65%	60%	63%	66%	71%	66%	87%	44%	52%	92%	39%	89%	65%	56%	45%	52%	77%	85%	84%	66%	71%	58%	60%				

Annex 3: Level of accomplishment of the indicators

Indicator	Assessment			
	1st	2nd	3rd	4th
2007 Participatory Budget Document	47%	40%	34%	42%
Records of the Regional Coordination Council's sessions in 2007	22%	35%	52%	46%
Regional President's official activities in 2007	32%	46%	48%	50%
2007 Providers' List	12%	33%	54%	52%
2007 Annual Acquisitions Plan	34%	63%	52%	55%
Calls for goods and services acquisition processes in 2007	48%	58%	46%	56%
2007 investment program	14%	46%	42%	58%
Results of the goods and services acquisition processes in 2007	28%	58%	48%	58%
2008 participatory budget document	-	50%	44%	62%
2007 budget execution	54%	69%	74%	63%
2007 modified institutional budget	58%	67%	86%	66%
Coordinated Development Plan	76%	75%	72%	72%
2007 opening institutional budget	68%	83%	92%	72%
Regional Ordinances	74%	81%	80%	80%
The name of the official in charge of the portal is published and the regional executive resolution that appoints them is attached	53%	63%	75%	81%
Remunerations for authorities, officials and general personnel	48%	67%	92%	84%
Regional Agreements delivered (List and abstract or list and file)	72%	85%	82%	90%
Sole Text for Administrative Procedures (STAP)	92%	96%	96%	100%
Personnel Allocation Chart (PAC)	96%	96%	100%	100%
Organization chart	100%	100%	96%	100%
Organization and Function Regulations (OFR)	96%	100%	100%	100%
2007 Institutional Strategic Plan	-	-	18%	60%
Report/memorandum of the Public Audiences for Accountability in 2007	-	-	72%	52%
Records of the Regional Coordination Council's sessions in 2007	-	-	16%	42%
2008 opening institutional budget	-	-	-	60%