
TRANSPARENCY, DEMOCRACY AND CITIZEN PARTICIPATION IN LEGISLATIVE ACTIONS; THE CASE OF THE LX LEGISLATURE OF CHIHUAHUA

Red de Participación Ciudadana, A.C
– [Citizen Participation Network, Civil Association]

In 1992, in the Chihuahua dessert region, where inhabitant's dreams drift by, a huge wave emerged: the wave for democracy. It was created by citizens and civil organizations with the purpose of observing the governor election process.

From then on, the civil movement has been a constant in this ocean of social restlessness: federal and local election processes were observed in 1994 and 1995; Indigenous Rights were promoted in 1999. To invigorate citizen participation in public matters, in January, 2001, Red Ciudadana was created with the participation of the following independent, non-partisan, plural and inclusive organizations: Equipo Pueblo-Chihuahua, [Chihuahua People Team]; Mujeres por México, [Women for Mexico]; Frente Democrático Campesino [Peasant Democratic Front]; Coordinadora Ciudadana [Citizen Coordination]; Comisión de Solidaridad y Defensa de los Derechos Humanos [Commission for Solidarity and Defense of Human Rights]; and Frente de Consumidores del Estado de Chihuahua [State of Chihuahua Consumers Front].

We realized that even though the Legislative Power is the highest citizen representation, we did not have – as citizens – access to information related to its tasks and to our Congress people performance evaluation mechanisms.

In the same year of the incorporation of Red Ciudadana, A.C., we launched a unique and innovative project titled "Transparency, democracy and citizen participation in legislative action", which was a social audit over the tasks of the LX Legislature of the State of Chihuahua.

One and a half year after starting the performance analysis, we present this report citizen exercise as a contribution to our country's democratic transition process, with the hope that this experience encourages and promotes the birth of new initiatives, so that the human right to participate in a critical and responsible manner in public matters becomes a reality and to indicate to whom currently are public officers, that their work should always face the people who elected them, and that they must report their activities.

INTRODUCTION

Democratic progress in our country does not only occur in free, clean, and credible electoral processes. Democracy must be constructed day after day by means of an informed, critical, conscious and responsible participation of citizens in public matters. Such participation does not end in criticism or proposals to the Executive Power; it implies a serious social comptrollership not only over this power, but also over the Judicial and Legislative ones. In such a complex society as ours is, the task of functioning as counterweight to each other cannot be left only to State instances. Republicanism must necessarily have the complement of a constant exercise of citizen power in inspecting and leading all three powers.

In order to evaluate the performance of the State of Chihuahua Legislative, we undertook a deep research over such activity different aspects. More than twenty performance indicators for the Legislative Power were designed, in compliance with the Political Constitution of such Federal Entity and with the State Congress Organic Law. The analysis was based upon the information supplied by the Congress Presidency, the several parliamentary groups, and particular state congressmen. This report covers one year and one half of Legislative performance, from October 1st, 2001 to February 29, 2003. Only objective indicators were used and all results were carefully analyzed in team work to avoid any type of biased opinion.

For the performance of this work, we requested information from the Congress, based on the request right recognized in Article 8 of the Federal Constitution and Article 7 of the State Constitution.

Out of the 50 filed information requests, only in 20 cases (40%) a favorable response was received; in 11 cases (22%) the information was incomplete and in 19 cases (38%) the requests were simply disregarded. Part of the information we obtained to evaluate the Congress performance was not sourced from their responses to our information requests, but through revisions made to the State Official Newspaper and the Debate Diary. We were forced to constantly appear at the Plenum sessions and to maintain direct communication both with parliamentary coordinators and with different fractions Congressmen.

During our experience with the Congress, the need to have more specific analysis regarding important topics became increasingly evident. Many of them had already been discussed and disclosed in different events and documents, from which we can emphasize the following ones:

1. Legislative Power's Organic Law amendments analysis;
2. The right of access to information ¹;
3. Diagnosis over the right to information in Local Congress ².

It is necessary to clarify that our intent to monitor Congress activities was not due to any criticism desire towards a specific political party or government.

We consider that this transparency effort must move on systematically, with the purpose of strengthening and promoting an efficient exercise of the Legislative Power.

OBJECTIVES AND INDICATORS

At the beginning of this work, our intention was targeted to promote informed, organized, critical and propositional actions from Chihuahua's civil society, so that the Congress of the State could carry out its tasks in a democratic and transparent manner, in compliance with accountability principles and enabling spaces for citizen participation.

Furthermore, our activity aimed (and we are still there), to cooperate in the construction of a Congress capable of issuing laws that effectively empower citizens' fundamental rights. Therefore, we needed to implement an impartial, detailed and public citizen supervision exercise; most certainly, from a participating

¹ Document shared by the Reporter of Freedom of Speech of the Human Rights Inter-American Commission, during his visit on Mexico.

² Presented before human rights experts in charge of creating a national diagnosis over collaboration matters with United Nations.

society, organized in committees all along the state, demanding information and accountability from government and public officers.

In order to make this possible, we had to create permanent communication mechanisms between the State Congress and citizens, which is – ultimately - the representation axial shaft. In fact, representative function is the foundation of a democratic system, and one of the most important tasks of the representatives. The notion of representation is part of the participative democracy and it emerges from understanding that the representative must keep permanent communication with citizens for relevant decision making. This is why we need clear consultation and agreement mechanisms, capable of enabling individuals to express opinions and to be certain that they will be listened to and that they will be taken into account.

As it was mentioned, to assess Congress performance we created several indicators³.

Regarding legislators activities, these were:

- Professional profile
- Attendance rate
- Fulfilled processes
- Forum participations
- Reports over district visits and reports presented before the Congress

Legislative work:

- Commissions
- Work schedules and meetings held by the Commission
- Plenum performance
- Inspection
- Congress General Accounting
- Congress internal administration
- Administration Committee

³ It is worth to clarify that, due to space restrictions, this work does not include all the indicators used in this monitoring exercise.

LX LEGISLATURE EVALUATION

I. LEGISLATORS ACTIVITY

Professional profile

Regarding congressmen professional profile, we consider that there is a positive balance between different professions, as legislative tasks need a diversity of knowledge and points of view. It is important to observe that only 82% of representatives have higher education.

Nevertheless, it is worth to point out that there are discrepancies between different parliamentary fractions regarding their expertise as public officers and their academic degree, being the fraction of Institutional Revolutionary Party the one with the highest professional profile and experience.

The fact that most representatives have a significant career in partisan organizations has hindered an actual citizenship representation, because within the legislators' performance, especially during discussions and voting law initiatives, partisan origin and interest are decisive. Parliamentary fractions perform a double role: on one hand, they can foster with a greater power their established initiatives; on the other hand, they can waive particular and independent positions.

Regarding legislators professional journey, it is worth to mention that it is common that they use a popular election position to obtain political promotions, which affects the development in Chamber performance. During their office, three legislature members accepted new public offices. Martha Laguette, Pedro Dominguez and Mario Wong become federal representatives. Another legislator, Victor Anchondo, launched his pre – candidacy for the State government. In turn, many others were former representatives, councilmen or mayors.

Attendance

Representatives hold Plenums for seven months per year: from October to December and from March to June, with the possibility of having extraordinary sessions during adjourns. Sessions of Congress ordinary periods are held twice a week. Extraordinary sessions, during adjournment periods, are brief. Mandatory representative attendance is summarized to two days per week during session's period.

Is not possible to know about representatives' activities under adjournment periods, except for the reports they submit regarding their administrative work. No Plenum session had been postponed because of lack of quorum. In average, there were only three absences from representatives in one and a half year of office. We have no information that proves, in compliance with the law, that representatives unjustifiably absent in Plenum sessions had a discount from their salary.

Managements

The reports provided by representatives reflect a hard job, especially regarding individual procedures, as consultancy or economic supports. The Congress has a special area for citizen service, aside from the fact that each partisan fraction dedicates a part of its activities and resources to this function.

Initially, only PAN and PRD representatives' fractions provided us with information. Later on, PRI delivered the information and PT did not produce any kind of information. It is worth to point out that the voting intention of this parliamentary fraction, integrated by only two representatives, has always been compliant with the PRI fraction.

Paragraph V of article 22 of the local Legislative Power Organic Law states that all procedures must be targeted to address collective claims; however, most of such procedures have addressed particular issues, fostering some sort of a patronage and distortion of representatives' role.

Before the lack of a common format to submit their reports, it is difficult to assess the Congress performance, as some legislators describe their activities by communities or municipalities, while others report their performance per addressed individuals, and still others, by characterized groups or issues. This situation lead us to create, together with parliamentary fractions' advisors, a format to capable of propitiating among legislators a systematic practice over their work, allowing citizens to have reliable information and to produce comparative studies.

Participations in Tribune

The measurement over this topic has been complex, because it is difficult to precise what an intervention exactly is, given that a judgment presentation, for example, it is not comparable with a comment, motion, a simple reference or criticism against opposed positions.

From public reports created by Red Ciudadana over representatives' performance, some agreements were implemented with the purpose of avoiding disrespectful

references during the sessions. The results of the above were reflected in the third ordinary session period, in which there was a significant reduction of aggression in the tribune.

District and Congress Reports

Article 65, paragraph IV of the State Constitution states that the following are among the duties of representatives:

“To visit, during legislature adjournments, the district that elected the corresponding representative, or the districts in which those representatives elected by proportional representation live, to obtain information regarding:

- 1) Conditions of public teaching, human rights, justice enforcement and administration;
- 2) The way in which public officers and employees fulfill their offices;
- 3) The condition of socioeconomic development and public services supply;
- 4) Obstacles to district progress and necessary measures to drive all and every element to promote public wealth;
- 5) To present before the Congress, at the opening of the immediate sessions’ period after the visit, a written report containing the gathered observations, proposing at the same time the most convenient improvement measures.”

Different reports were made public in this legislature, with the purpose of promoting public knowledge about the performance of Congress and its representatives. However, they did not cover those topics included in paragraph IV of Constitutional article 65.

Representatives approved an amendment, which establishes the mandatory character of district visits after election, at least once per each adjournment period. If this amendment is fulfilled, it will facilitate an extended proximity between people and their representatives and a better knowledge by the representatives regarding their district. Nevertheless, it must be stated that during the mentioned amendment approval process, an addition to article 65 was proposed, stating that failure to submit the district condition report could be a cause of liability, but this was rejected.

It is worth to mention that the written structure of the above mentioned constitutional article, allows representatives not to submit their report, because the use of the mode “would”⁴ implies the possibility of not presenting any report

if there are no relevant comments to report (as if our state or any district were free of needs).

Most of the reports inspected in this study, beyond evaluating the district state, were mere reports over the representative's work, over their partisan fraction or a comparison against the activities of former legislatures. Only 19 representatives considered in their reports some of the items set forth by law; and only one of them responded in compliance with all aspects thereby included. Eleven legislators did not present any report at all.

Visits to districts can be an important source of information to create law initiatives, because by a direct communication with the represented people, each district actual situation can be known, and from there, it is possible to promote initiatives targeted to population's life quality improvement. Unfortunately, during our district visits, we witnessed that more than just one communication space between legislators and represented people, actually were promotional partisan activities.

Finally, it is worth to mention that there is no system that allows a proper follow-up over the reports presented by representatives, and if such reports are produced, they are simply filed away in the Congress Library.

II. LEGISLATIVE WORK

Commissions work

To perform their tasks, the Congress is integrated by 23 legislative commissions, representing the space in which law initiatives, decree projects and other matters are studied and ruled, for their later presentation before the Congress Plenum (Art. 43 of Legislative Power Organic Law (LOPL acronym in Spanish)). The LOPL establishes that the commissions will be integrated by a minimum of three and a maximum of five representatives, that they will have an activities schedule and they will met, at least, twice per month during ordinary periods and at least once per month, during adjournments, by previous call from the President.

Commissions meetings will be private, but they can hold public meetings with purposes of information and hearing, if so is agreed upon by its members. Their judgments will be approved by majority of votes and their presidents will have quality vote, additional to the regular one.

⁴ 5) To present before the Congress, at the opening of the immediate sessions' period after the visit, a written report containing the gathered observations, proposing at the same time those measures that are considered convenient.

Work schedules and meetings held per Commission

One of the obstacles we have faced in the evaluation of legislative work in their commissions is that there is no official legislative agenda, both in the Congress and the commissions' cases. This is why we consider that it is important to discuss and establish an agenda, agreed upon by the different political parties and society, thereby preventing the prevalence of interests that are beyond state and citizen interests.

Considering its conformation, current Congress commissions are just apparently plural. Nevertheless, their diverse political relevance becomes evident if we consider the amount and characterizations of the issues they deal with, and which party is presiding. Commissions work is disparate; meaning that while some of them concentrate a significant amount of work, the others remain almost unnoticed. Most resolutions over those matters that have been submitted to them, although not resulting from the planned task of a given commission, could at least have represented the product of a representative's campaign promises. Therefore, it is urgent to regulate citizen participation pathways in our State, by virtue that the commissions, in absence of clear criteria to prioritize the issues to be dealt with, are in charge of deciding if such issues should or should not be presented to the Plenum.

The following table accounts for such unbalanced work within commissions.

	Commissions	Issue Totals
	Library	1
	Municipal Development and Federal Invigoration	57
	Economic Development	12
	Rural Development	36
	Social Development	3
	Attention to handicapped individuals and vulnerable groups	15
	Public Education, Science and Technology	32
	Equity, Gender and Family	13
	Government and Constitutional Items	116
	Parliamentary Coordination Meeting	89
	Justice and Human Rights	58
	Works and Public Services	101
	Scheduling, Budgets and Public Treasury	185
	Ecology and Environment	10
	Health	7
	Work and Social Provision	18
	Congress General Accounting Surveillance	154
	Border Matters	51
	Civil Protection	14
	Indigenous Issues	3
	Special Commissions	11
	Attention to Elderly Citizens	10
	Youth and Sports	4
	Citizen Participation	15
	Plenum	33

In the LX Legislature, most commissions were presided by PRI, thereby granting this party an unquestionable pre-eminence over Legislature decisions, as amongst the powers granted by LOPL to the Commission President, are the following: to summon for commissions meetings; to monitor work schedule fulfillment; to have a quality vote additional to the regular one; to request supports; to distribute and coordinate Commission's tasks.

Congress commissions leads and targets are related to the interests of the partisan majority and disconnected from the capacities and competence of their tasks. It is necessary, therefore to regulate the distribution of the different positions with the purpose of creating a balance among the several forces and guarantee an objective and transparent performance, supported by an activity agenda.

Access to information related to commissions' performance has increased. During the first analyzed session period, we only received information from four commissions (17.4%), though none of them in response of the requested matters. For the third period we had information from 11 of the 23 existing commissions (48%). Despite this increase, it is necessary to have more detailed information, because in spite of the amount of filed requests, only a few commissions really served them. It is also necessary that the commissions' sessions become public, with the purpose of granting more transparency to their activities.

Another aspect of the commission's work that is necessary to improve is the level of absenteeism from legislators. We know, through some commissions reports, that a significant number of meetings had to be suspended due to lack of quorum. Therefore, the legislature produced an initiative to rule the attendance, not only for sessions but also to commission meetings, where the toughest legislative work is performed. Nevertheless, such initiative was rejected.

In addition to the above described problem, another obstacle must be added to the correct performance of commission's works. The Parliamentary Coordination Board (integrated by the four parliamentary coordinators and the Congress President in turn) has attained a significant power over legislative work, and it has turned into a space for agreements over the issues to be negotiated and the way in which voting is performed.

Currently, within the Commission of Government and Constitutional Items, an initiative of Law of Transparency and Access to Government Information is under study. This Law represents a need claimed by Red Ciudadana, after facing difficulties to access the information that was necessary for this paper, especially regarding the internal Congress management and organization.

PLENUM PERFORMANCE

As opposed to what happens with the Commissions sessions, Plenum sessions are totally public, allowing citizens to know what is happening and under discussion. This legislature is characterized by the large amount of unanimously voted issues and by a full discharge of ruled matters, strongly defeating the

delays of former legislatures. However, we must remember that there are still relevant matters to be revised, despite the social claim. An outstanding case is the one related to the regulation over citizen participation pathways.

Despite the significant amount of ruled issues, only 18.6% is related to legislative matters. 32% are agreement points (petitions, exhorts, pronouncements, procedures), which, generally, are focused on settling partisan matters. It is essential to overcome the partisan focus and to concentrate the work in favor of citizenship.

It is worth to highlight that law initiatives and/or amendments, emanated from social claims proposing more citizen participation over public matters, were all rejected. For example: appointment of Counselors of Human Rights State Commission; the creation of a State Accounts Court; Indigenous Law approval; Legislative State Plan; the Supervisory Unit, among others. The integral amendment of the Electoral Law was postponed.

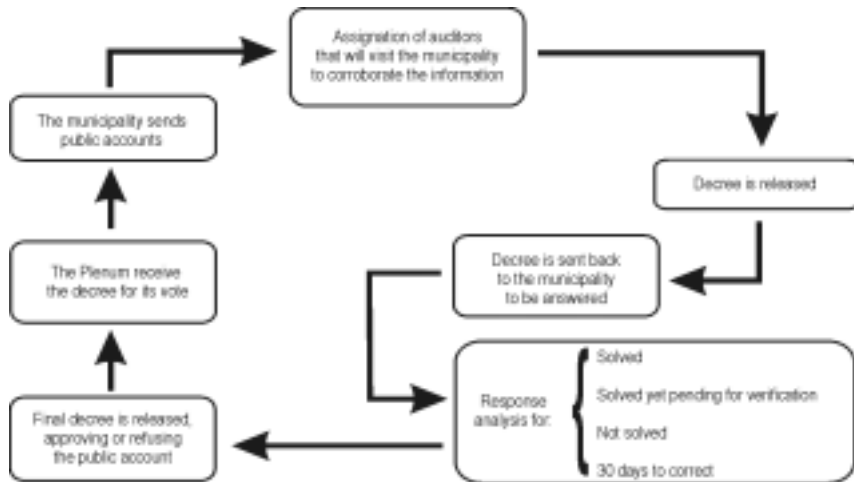
When especially transcendent social development proposals were presented, they were limited to popular consultation, thereby creating the use of hardly transparent criteria and analysis processes. As in the commissions case, there is no legislative agenda for the Congress Plenum, thereby favoring discretionality in the determination of the topics to discuss and their scheduling.

We divided this area in two parts, the first one is the supervisory function towards those entities that receive resources from public Treasury, and the second one, is a revision of the transparency over the exercise of resources inside the Congress itself.

THE SUPERVISION

Congress has the faculty to examine, discuss and approve the State expenditures budget every year, by discussing and approving, first, the necessary contributions to cover them, under their own judgment. Additionally, the Congress must review State Government Public Account, which is presented by the Executive quarterly and yearly. The purpose of the revision is to know the results of the financial office, to confirm if it complies with the stated budgetary criteria, and to supervise the fulfillment of the objectives included in the programs.

The inspection process is detailed in the following outline:



The analysis was made from public accounts audits, which are presented to the Congress Plenum. They are published in the Debate Journal, information main source for Red Ciudadana. The judgment over public accounts is created from the audits performed by the Congress General Accountantship, which is a subordinated technical body of the Supervisory Commission and it is the latter one that is in charge of submitting such judgments to the Plenum.

The work of the Supervisory and Accountantship Commission is the most discussed one in the tribune, because according to some representatives, their work is partial, partisan and without clear criteria in accounts revision and judging. Despite the fact that all public accounts show numerous abnormalities, 95% of them were approved.

Congress General Accountantship

In accordance with the State Congress General Accounting Organic Law, the Congress General Accountantship is the body in charge of performing the countable technical examination of the State and Municipalities Government public account, incomes and expenditures, and the patrimonial condition of decentralized bodies

or semi-state / municipal corporations, goods, assets or public funds, managed by any public entity, as well as state and municipal subsidies.

Regarding the Accountantship activity, in charge of verifying if the income derives from the strict application of income laws and other applicable dispositions in fiscal matters, to verify if public expense complies with the expenditure budget and to verify if the approved programs have been fulfilled. Regarding these activities, it is worth to highlight the following:

- There is no appropriate and uniform criteria for municipal public accounts revisions, causing that the audits are not actually reliable and fair;
- Follow-up over the remarks made to approved accounts is necessary;
- We have no evidence that any administrative and criminal faults are followed up, despite such activity as been recommended by the Congress Accountantship,
- There is no evidences of sanctions to those municipalities that present unapproved public accounts due to errors and/or faults, allowing them to have the same behavior and favoring the repetition of errors as a result from such tolerance.

Regarding Public Accounts, it is also possible to point out some deficiencies that create concern:

- No fulfillment by the municipalities of the established terms to produce or present documents before the Congress (30 days);
- Lack of valid documents to prove municipality purchases or sales;
- Some decentralized public bodies present investment accounts in dollars abroad, which created considerable losses (up to 80%), compared against the returns that would have been obtained if such investment had been made in CETES. All the above information is derived from financial speculations, which are not the main objective of the said bodies. Some examples of the mentioned bodies are: Promotora de la Industria Chihuahuense [Chihuahua Industry Promoter], Fideicomiso Pronaf [Pronaf Fideicommissum], Fideicomiso Salvacar [Salvacar Fideicommissum] and Fideicomiso por el Mejoramiento del Puente Internacional Córdoba [Cordoba International Bridge Improvement Fideicommissum].
- Tax evasion is fostered by considerable purchases from only one supplier who, in some cases, is a public officer's relative. There are also times when these public officers are the owners of the supplier companies.

- There are missing amounts of money that were never recovered, because there are no delivery / reception acts when officers are changed,
- Abnormalities are especially serious in item 33. In the studied municipalities, it was found that there are direct work adjudications, that there are no contracts, that contractors are not compelled by a guarantee, that more than necessary material has been supplied; that some works were never completed, that travel expenses and freights are paid to contractors. Inexistent machinery has been leased, that unpaid expenses are recorded, and there are no work delivery/reception acts.

However, it must be clarified that positive things have also happened. For example, some entities that have received public funds and were never audited before, had to take such type of an inspection for the first time, as is the case of the University of Chihuahua, after 48 years of life. Furthermore, an agreement was formalized indicating that the audits results must be published in the Congress Internet website. This is especially relevant, because the information will be readily available to the public.

Finally, and considering that some of the public accounts errors of are due to criteria discrepancies in the presentation and location of the corresponding information, the Accountantship undertook the task of providing training for the municipalities with the purpose of minimizing such errors.

Therefore, the Supervisory Commission now has the faculty to keep a control record over patrimonial statements; however, it is not empowered to request the competent authority to initiate the necessary procedures to detect possible criminal behaviors.

Unfortunately, an initiative intended to assess public servant's patrimonial statements was rejected. This initiative aimed to take the officer's immediately previous statement as a baseline, and in case of identifying any unjustified increase in an officer's patrimony, the State General Attorney would be notified in order to perform the necessary procedures.

Three initiatives, which aimed to invigorate the supervisory function and presented by the former legislature were rejected during this same legislative period. They were rejected despite the fact that citizens had been consistently demanding to have public bodies to guarantee transparency and proper use of public funds.

It is worth to highlight that the budgetary information provided to Red Ciudadana is not itemized, thereby eliminating any possibility of keep knowledge over the use of such resources.

Congress Internal Administration

The public resources that have been allotted to Congress operation are extremely high. The following table is eloquent enough:

Number of Congress' legislators:	33
2 years Congress Budget:	\$ 315, 829,000
Cost per Chihuahua citizen, per day, per legislator:	\$13,110

In the information provided by the Main Clerkship, we observed a discrepancy in the Expenditures Budget approved by the representatives. Representatives approved a staff of 232 persons (including themselves). However, this entity's report includes 152 non-approved positions to directly assist the 33 representatives; in other words, 4.6 persons per representative, in addition to the 73 positions required for the Congress internal administration. This situation proves a lack of adherence to the approved budgets and reveals an extremely low transparency level in the handling of Congress resources.

It is necessary to perform a position analysis, as well as to evaluate the skills and performance of Congress employees, because in the period under study, aside from considering salary increments, an initiative was presented with the purpose of proposing a higher number of advisors per parliamentary fraction, specifying a minimum of six per fraction.

We consider that the mentioned initiative is not procedural, because a Technical and Research Unit already exists, precisely with consultancy functions and pursuant article 75 of the State Political Constitution: "To perform studies, provide information, address inquiries, issue judgments regarding law initiative projects, and to provide consultancy in all cases over strictly technical and legislative matters, as requested by the Plenum, Parliamentary Coordination Board and the resolution commissions".

Administration Committee

The Administration Committee plays a very important role within the Congress, because in accordance with the sixth paragraph of article 70 of its Organic Law, it is the responsible for the control of Congress' expenditures budget exercise and to monitor the fulfillment of the corresponding expense application and verification regulations.

It is interesting to point out that this Committee is presided by the majority fraction (PRI) and that the other two members are the PAN and PRI fractions coordinators. At the beginning of this LX Legislature, we requested the disclosure of the Congress itemized budget, because we only had the budget general explanation that appeared in the official newspaper and this does not allow us to have a clear vision regarding the use of such resources.

To this date, we have not been provided with any legislative internal audit. State Constitutional article 8 states the citizen right to request information and the obligation of the requested officer is to respond within a term of 15 days; however, after one year and a half in office, there is no official response explaining the reason why the requested information has not been delivered to us as yet.

Conclusions and proposals:

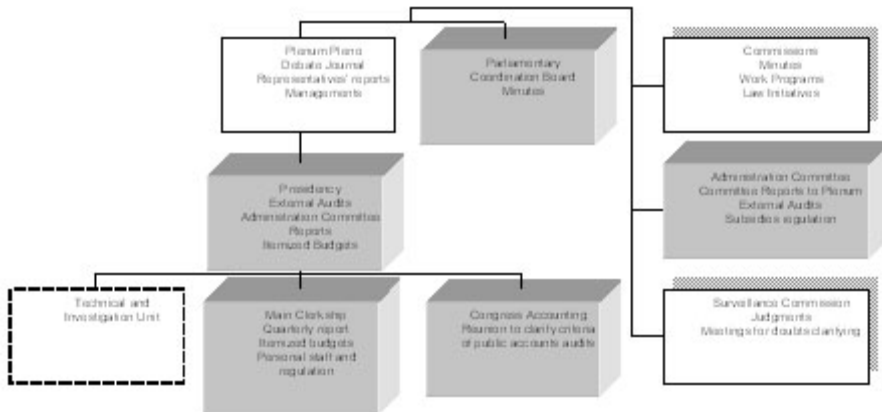
After monitoring Congress performance, we determined that there are numerous aspects that still need a significant amount of work in order to improve transparency and accountability mechanisms. Among them, it is worth to point out the following:

- It is necessary to have clear and precise regulations over the supervisory function performance in order to provide more credibility and impartiality to public accounts revisions. It is also necessary to establish sanctions for those who infringe such dispositions;
- It is necessary that the Congress General Accounting discloses the results and observations made over public accounts;
- It is also necessary to disclose the results obtained from State Congress audits. Such audits should be performed by an independent body elected by two thirds of the Congress;
- A deep and serious revision of the different laws that rule representatives and Congress roles is necessary to invigorate the Legislative Power functions, in order to balance the performance of the other two powers;

- It is important to have a legislative agenda, democratically and publicly agreed upon by the different political forces of our State, political parties and citizens in general;
- It is necessary to legislate over the right of access to information, to guarantee this prerogative independently from the political force in Government,
- With the purpose of creating a joint participation process between the citizens and Government, citizen participation pathways regulation, as set forth in our Constitution, must not be postponed any longer.

With the purpose of providing a general vision of our monitoring and access to information⁵ work, we present a State Congress internal organization map, showing the different bodies from which Red Ciudadana requested information, and the areas with the highest level of opacity. These are highlighted with tri-dimensional squares and, as it can be observed, they are those in charge of the local Legislative Power administrative issues and the internal accounts. Those are the ones that did not serve any of our information requests.

LX LEGISLATURE INFORMATION TRANSPARENCY MAP



¹ Due to space reasons, this work does not include the results of the Citizen Participation and Communication Programs, which embraces a series of activities carried out with different sectors of the Chihuahua's population, and over the creation of promotional materials, respectively. It is also impossible to include information related to the Advisory Council, which has as functions, among others, to guarantee the financial feasibility of this Legislative Transparency project.

Acknowledgments

To all persons who, in one way or the other, have participated in this project; also, to local, national and international social organizations, to academic, government, state and federal institutions, to communication media and to LX Legislature of the H. Congress of the State of Chihuahua for their contributions for the completion of this project.

We hope that this citizen effort means a contribution to Mexican political culture.