

SOCIAL MANAGEMENT SUPPORT PROGRAM

(TC-96-09-33-2)

EXECUTIVE SUMMARY

REQUESTER: Government of Brazil

EXECUTING AGENCY: Office of the Chief of Staff [*Casa Civil*], Office of the President of the Republic

BENEFICIARIES: Federal Ministries and Secretariats of State working in the social sectors, the management teams of the 25 high-priority programs that make up the government's social-sector strategy, other federal and state public institutions, and schools of government.

FINANCING:

IDB:	US\$4 million (FSO)57%	<u>1/</u>
Local counterpart		
funding:	US\$3 million	43%
Total:	US\$7 million	100%

TERMS:

Execution period:	24 months
Disbursement period:	30 months

ENVIRONMENTAL CLASSIFICATION: The Environment Committee, at its meeting of December 9, 1996, classified this as a Category II operation. The information was sent to the Public Information Center on December 18, 1996.

OBJECTIVES: The objective of the program is to make the Government of Brazil's high-priority social programs more effective and efficient and thereby bring about a sweeping change in the way social services are delivered to the majority of the Brazilian population. Its aim is to train a large group of federal and state employees involved in the design and implementation of Brazil's social policy and to provide basic management tools for the federal government's 25 high-priority programs. Through these activities, the programs, which constitute the government's social development strategy, will be made more efficient and equitable.

1/ The Bank's financing, from the net income of the Fund for Special Operations, will be nonreimbursable and provided in local currency (reais).

DESCRIPTION:

The program is comprised of two components:

- a. **Human resource training to strengthen social program design and management** (US\$4 million). It includes: (i) training in leadership and strategy for some 300 employees of the social ministries and high-priority social program teams. Such training will promote teamwork focused on fulfilling strategic objectives, and attention will be given to ways of achieving short- and long-term efficiency and effectiveness and to concepts of power, authority, and consensus-building; (ii) training in Washington for 12 trainers at the federal level and 20 agents of change, who will develop social-sector management training programs; (iii) training courses in social-program design and management to be conducted in Brazil by the trainers for 60 executives in the social ministries, 75 mid-level federal employees, and at least 250 members of the federal government's social program technical teams. The latter will be selected on the basis of criteria agreed upon with the Bank (see paragraph 3.13); and (iv) training courses in Washington for 20 employees of schools of government in 10 states, who will be in charge of updating the curriculum in social-sector design and management at their institutions and training courses for state employees, with a view to establishing a sustainable network of institutions in charge of providing training on social issues. At least 250 state employees are expected to be trained.
- b. **Technical assistance to strengthen a number of management tools for the federal government's high-priority social programs** (US\$1.9 million). It will include: (i) advisory assistance to conduct a diagnostic study of and strengthen the strategies for implementing the programs, and monitor changes therein; (ii) diagnostic studies, advisory services, and training to significantly improve these programs' information systems, to tailor them to program management and make for effective coordination with other pertinent information systems; the order in which the proposed advisory services will be provided will be consonant with the government's sector priorities (see paragraph 3.33); and (iii) advisory services for the design, testing, and implementation of a performance evaluation system, within each program, to guide administrators and governments in their decision-making process.

BENEFITS:

Short-term benefits include improvements to be introduced in the execution of high-priority social programs, which will have a budget on the order of US\$12.5 billion for 1997. Medium- and long-term benefits will also accrue in that the program is a first step in the process of modernization and technical strengthening of future social policy design and implementation in Brazil, through ongoing training of technical staff, curricular improvements, and the networking of the most influential schools of government and public administration devoted to social-sector management and policy.

It should be noted that the training and technical assistance activities will involve both people and institutions. This two-pronged approach – focused both on those who are participating in the implementation of social policy and on basic tools (such as information and evaluation systems) – will help make the process sustainable and will reinforce the actions undertaken in each area. This element, innovative to some extent, is at the core of the program's design and is intended to correct errors made frequently in programs with a strong training component.

RISKS:

Mobility of trained staff. Although the operation has sought to ensure program sustainability to the greatest possible extent by creating longlasting institutional capacity, the mobility of the staff that would receive training, at both the federal and state levels, is a risk that is difficult to avoid. The private sector and especially the public sector can offer more attractive employment alternatives. To offset this risk, the following actions have been taken or are planned: (i) the participating ministries and institutions whose employees are acting as instructors were asked to release such staff members from their duties for the duration of the program; (ii) instructors were selected only from institutions that have shown great interest in participating fully in the program and thoroughly understand its intent and scope; (iii) a stringent selection process was conducted for instructors, some of whom are on the staff of federal and/or state government training schools and who, by the nature of their functions and demonstrated interest, are very likely to remain in their positions, at least for the duration of the program; and (iv) individual training will be supplemented with training at the institutional level, for the development and implementation of management tools to ensure that programs have a lasting impact.

Lack of coordination in activities. A second risk is the possible lack of coordination among the various training and technical assistance activities for teams in the 25 high-priority social-sector programs. The coordination capacity of the Office of the President of the Republic – which through its *Casa Civil* has demonstrated its unconditional commitment to the program – and that Office's ability to elicit support should offset this risk. To expedite matters, a small group of coordinators and facilitators will be formed to ensure that actions are coordinated not only under each component but also between the two components. This coordination is key to ensuring that the two types of training are complementary and that each program and level of execution are approached and attained on a timely basis and with consistent approaches.

**EXCEPTIONS TO
BANK POLICIES:**

The Government of Brazil has requested that the Bank consider waiving the rules for international procurement of consulting services, to enable it to directly hire IDB-INDES [the IDB's Inter-American Institute for Social Development] (US\$63,000), to coexecute the human resource training component, and UNESCO (US\$120,000), to provide logistical support and perform accounting, contracting, and payment functions in relation to all the services and consultants required under the program. The rationale for the government's request is as follows:

Advantages of using IDB-INDES as the specialized agency. The Government of Brazil believes that coexecution of the training component with IDB-INDES offers technical, institutional, and financial advantages. **Technical:** INDES offers training with a multidisciplinary and cross-sectoral approach in the design of social policies and social-sector management. Its efforts will focus on training trainers, developing methods and materials appropriate to Brazil's needs, and monitoring and giving feedback on the training provided. **Institutional:** because INDES is a specialized unit of the Bank, it will have easy access to a wealth of experience in the region. **Financial:** it is at an advantage vis-à-vis other training institutions, since it does not charge for overhead, permanent staff assigned to the program, or the experience built up from investments in the preparation of study and training programs. Accordingly, more of the technical assistance needs will be covered for the same amount of resources.

UNESCO as program administrator. In view of the ad hoc characteristics of the program, its short lead

time, and the fact that it is an urgent, one-time initiative, the Government of Brazil believes it would be more cost-effective to ask UNESCO for logistical support. UNESCO has already been working with the *Casa Civil* and is coexecuting the *Comunidade Solidária* program (ATN/SF-5413-BR). UNESCO offers technical advantages as an administrating agency since it can hire the human resources required by the program expeditiously and has experience with the Bank's goods and services procurement process.

**PROCUREMENT OF
GOODS AND
SERVICES:**

Procurement of services (aside from the exceptions indicated above for IDB-INDES and UNESCO) would be conducted in accordance with the Bank's policies, rules, and procedures.

**THE BANK'S
COUNTRY STRATEGY:**

The Bank's strategy in Brazil concentrates on supporting its objectives of systematically eliminating the causes of chronic inflation, alleviating some of its social consequences, investing in human resources, and promoting economic modernization. In the social sectors, the strategy assigns priority to improving the quality and coverage of education, health care, urban renewal, water supply and basic sanitation services for rural and urban low-income groups.

The proposed program is consistent with the aforementioned strategy inasmuch as it will contribute to: making social spending more effective and efficient; promoting cross-sectoral coordination in the delivery of basic social services; giving priority to efficient management at the various levels of government, with actions conceived from a cross-sectoral perspective; and instituting monitoring and evaluation of the impact of the various actions on the social sectors.

**SPECIAL
CONTRACTUAL
CONDITIONS:**

Conditions precedent to the first disbursement:

- a. establishment of the program management unit (paragraph 3.39);
- b. presentation of regulations for the use of the resources from a fund established to:
(i) promote competition in the design of training materials (paragraph 3.15); and (ii) cofinance replication of training courses for state employees (paragraph 3.23); and
- c. presentation of the final version of the terms of reference for hiring consulting firms and/or individual experts responsible for:
(i) coordination of the technical advisory services component for high-priority programs;
(ii) coordination of the program management unit;

(iii) preparation of the diagnostic study, design and implementation of the action plan (high-priority programs subcomponent); (iv) training in leadership and strategy; (v) national training network; (vi) strengthening of information systems; and (vii) development of the methodology for evaluating social program performance. (See paragraph 3.43.)

Other contractual clauses:

- a. **Recognition of expenses:** Expenses in the amount of US\$415,000 equivalent – US\$400,000 for UNDP and US\$15,000 for the Bank – will be recognized and charged to the Bank's financing, while US\$300,000 in expenses may be charged to the local contribution (see paragraph 3.50).
- b. **Monitoring reports:** During program execution, the borrower will submit half-yearly reports to the Bank on the results of program implementation (paragraph 3.47(b)).
- c. **Final report:** Within three months after the operation is completed, the borrower will submit a final report on the operation that will include an evaluation of program outputs and outcomes in relation to its objectives (paragraph 3.47(c)).
- d. **Audits:** The program's financial statements, audited by independent external auditors, will be submitted annually (paragraph 3.47(d)).
- e. **Ex post evaluation:** Once the program actions have been completed (24 months after the effective date of the technical-cooperation agreement), the *Casa Civil* will use resources from the financing to hire an outside firm to conduct an ex post evaluation of the program in accordance with terms of reference previously agreed upon with the Bank. The terms of reference for hiring the firm will be submitted to the Bank 18 months after the agreement enters into force (paragraph 3.49).

**SOCIAL
CLASSIFICATION:**

According to paragraph 2.13 of the Eighth Replenishment document (document AB-1704), the operation proposed herein can be classified as a social program inasmuch as its actions are aimed at strengthening social-sector institutions in charge of planning and delivering social services. Since it supports the delivery of social resources in general and does not specify beneficiaries, it cannot be classified as poverty-targeted (according to paragraph 2.15 of document AB-1704).

I. FRAME OF REFERENCE

A. The Government of Brazil's social development strategy

- 1.1 The object of the Government of Brazil's social development strategy is to confront age-old, serious, and complex social problems, improve the population's well-being, and foster equal opportunity, providing protection against structural risks, fighting poverty and inequality, and eliminating all forms of social discrimination. The prerequisites for social development as envisaged in the strategy are the consolidation and guarantee of macroeconomic stability, the promotion of government reform and tax reform, and the restructuring of basic social services.
- 1.2 With regard to restructuring basic services, the development strategy intends to: (i) make access to basic social services universal (social insurance, health care, education, housing, basic sanitation, employment, and social welfare); (ii) make these services more efficient and effective; (iii) improve the quality of services delivered; (iv) promote decentralization and the participation of civil society and encourage its cooperation; and (v) increase the distributional role of these services.
- 1.3 In pursuit of this strategy, out of its sector action plans the Government of Brazil is focusing on 25 social-sector programs related to the objectives set forth, and has assigned priority to them in terms of financing and ensuring a regular flow of funds. In 1997, R\$12.5 billion will be committed for those programs. The list and a brief description of the 25 programs appears in Annex I-1.
- 1.4 The social development strategy is being implemented and monitored by the Câmara de Política Social [Social Policy Board], a high-level social-policy coordination authority that is comprised of the federal ministers with social-sector portfolios. This board, which is headed by the Chief of Staff of the Office of the President (*Casa Civil*), evaluates fulfillment of preestablished targets for each of the 25 programs on a monthly basis.
- 1.5 In view of the problems encountered in the design and implementation of these top-priority programs, a central challenge being addressed in the government's strategy involves supporting the strengthening of their management, making them more flexible, more geared to fulfillment of national social development objectives, and consistent with the progress towards decentralization and with the recent momentum for change.

B. Strengthening of social-sector management

- 1.6 Modern and strategic management methods need to be introduced into the management practices of the agencies responsible for

implementing these high-priority social programs, so as to replace obsolete and rigid management models that emphasize means over results and focus on the delivery of preconceived services with effective and flexible responses to social needs and demands.

- 1.7 Social-sector administrators have to involve the people affected and benefited by policies and programs in the formulation, implementation, and evaluation processes. They also need to have consensus-building skills in order to coordinate with the various institutions and levels of government to achieve greater efficiency and equity in their projects and to be able to adapt their responses to ensure that the social objectives of the policies and programs are achieved.
- 1.8 As democracy in Brazil matures and civil society becomes stronger, social-sector administrators are being increasingly challenged by the growing pressure to achieve social results transparently, equitably, and efficiently. A preeminent consideration here is that the government's social programs are financed from the federal budget but are executed by state and local governments under a decentralized format. Human resource training and management tools are therefore needed at all levels of government.
- 1.9 For the initiatives to promote social development to succeed, the commitment and abilities of a group of professionals in the public sector and civil society will be critical. Their training and experience in policy and program design and in modern social-sector management and their commitment to implementing sustainable reforms are going to be vital to the social development process. In this context, the proposed program will support the creation of a critical mass of committed and skilled professionals and the development of the management tools needed to expedite and institutionalize their efforts to reform and modernize social policies and programs.

C. The Bank's country strategy and experience in the sector

- 1.10 The Bank's strategy in Brazil on the economic front focuses on supporting its objectives of systematically eliminating the causes of chronic inflation, alleviating some of its negative effects on social development, investing in human resources, and promoting economic modernization. To achieve these objectives, the Bank is supporting Brazil's State modernization projects that seek to: (i) strengthen tax administration at the state level; (ii) modernize information systems; and (iii) implement administrative reforms in the federal ministries and planning bodies. In the social sectors, the Bank's strategy assigns priority to improving the quality and coverage of education, health care, urban renewal, water supply, and basic sanitation services for rural and urban low-income groups. In the area of productive infrastructure, the transportation and energy sectors have priority and support is provided for the country's efforts to open its economy, regional integration, and the *Redução do*

Custo Brasil initiative. The projects planned in these areas place emphasis on supporting decentralization together with institutional and administrative reforms and increased participation by the private sector and civil society.

- 1.11 The proposed program is consistent with the aforementioned strategy inasmuch as it will contribute to: making social spending more effective and efficient; promoting cross-sectoral coordination in the delivery of basic social services; giving priority to efficient management at the various levels of government, with actions conceived from a cross-sectoral perspective; and promoting monitoring and evaluation of the impact of the various actions on the social sectors.
- 1.12 The proposed operation is related to two technical-cooperation operations recently approved by the Bank: (i) the *Comunidade Solidária* program (ATN/SF-5413-BR), with US\$8.3 million in financing, which will promote active participation by civil society in the delivery of social services and the fight against poverty; and (ii) assistance in the preparation of the program to support the modernization of the Executive Branch (BR-0220). The latter operation (ATN/SF-5377-BR), in the amount of US\$740,000, is helping the Government of Brazil in the review, development, and formulation of modernization plans for the State apparatus at the federal level. The proposed program also will complement the public policy research and development network of the Instituto de Pesquisa Econômica Aplicada [Applied Economics Research Institute] (IPEA) operation, which the Bank is supporting with US\$25 million in financing (991/OC-BR).
- 1.13 Of the 25 high-priority social-sector programs that would be considered under the proposed program, the Bank is supporting the health sector reform and investment program (REFORSUS) with a US\$350 million loan (951/OC-BR). In addition, proposals for financing are being prepared in the following areas: vocational education sector reform (BR-0247); housing sector (Habitar Brasil) (BR-0273); reduction of maternal and infant mortality (BR-0276); social action for basic sanitation (BR-0269); and consolidation of rural settlements (BR-0274). Any improvements in management that the program can engender will therefore serve to magnify the impact of the investments the Bank supports and will be supporting in the social sectors.

II. OBJECTIVE

- 2.1 The objective of the program is to make Brazil's high-priority social programs more effective and efficient and thereby bring about a sweeping change in the way social services are delivered to the majority of the Brazilian population. Its aim is to train a

large group of federal and state employees involved in the design and implementation of Brazil's social policy and to provide management tools for the federal government's 25 high-priority programs. Through these activities, the programs, which constitute the government's social development strategy, will be made more efficient and equitable. 1/

- 2.2 It is especially important for the impact of the program to be sustainable. Accordingly, the following specific targets have been established: 2/ (a) train the managers and technical teams of the 25 high-priority social programs in leadership and strategy, to increase their awareness of the need to modernize social-sector management; (b) train a permanent core group of trainers who can exert a strong impact in the high-priority social programs and schools of government; the group would be comprised of 12 federal government employees and 20 employees of state schools of government in Brazil, who as multipliers would help transform the way in which social policies are designed and carried out in Brazil; (c) provide training in social policy and program design and management for about half the members of the technical teams and middle management of high-priority social programs at the federal level - 250 employees - and provide advanced training for a group of 20 agents of change selected for their ability to instigate effective changes in program management; (d) lay the foundations for the startup of an ongoing social management training system at the state level, that will encourage a change in attitudes and behavior in a significant number of employees involved in the direct execution of social programs; (e) conduct a minimum of 10 pilot training programs for staff at the state level in the design and management of social policies and programs; and (f) provide direct support to the 25 social programs given priority by the federal government (see Annex I-1), through technical assistance aimed at reviewing the main problems facing the programs; preparing and implementing an action plan that would make it possible to fulfill the programs' goals and objectives by overcoming their current difficulties; reviewing their information systems so that better use can be made of them; and increasing awareness regarding the question of program performance evaluations, and seeing that an evaluation system is put in place.

1/ The program's conceptual framework is summarized in Annex II-1.

2/ The indicators for program monitoring are provided in Annex II-2.

III. DESCRIPTION

A. The program

- 3.1 The program's proposed objectives would be achieved through the implementation of two components: (i) human resource training to strengthen social program design and management; and (ii) technical assistance to strengthen a number of management tools for the federal government's high-priority social programs.

1. Human resource training to strengthen social program design and management (US\$4 million)

- 3.2 This component itself is comprised of three subcomponents: training in leadership and strategy for federal government employees; training for federal teams in social policy and program design and management; and establishment and startup of a national network for social-sector management training. The three components would be coordinated by a technical coordinator (US\$150,000).

a. Training in leadership and strategy for federal government employees (US\$325,000)

- 3.3 The purpose of this subcomponent is to generate a shared vision of a set of advanced theories on the management of organizations, programs, and projects among high-level authorities in the social-sector ministries, managers of the high-priority social programs, and their technical teams. The training will encourage teamwork focused on fulfilling strategic objectives and will cover the principles of short- and long-term efficiency and effectiveness and a number of concepts of power, authority, and consensus-building.

- 3.4 Training for the social-sector ministry authorities and the technical teams for the 25 high-priority programs will be conducted during the first three months of the program, in the course of 10 awareness seminars. The two-day seminars will each be attended by 30 federal employees. More in-depth training will be provided subsequently for the staff of the technical teams, who will attend five-day seminars.

b. Training for federal teams in social policy and program design and management (US\$1,700,000)

(i) Training for federal trainers and agents of change (US\$444,000)

- 3.5 In order to develop a core group to act as multipliers and seeds of change within the social ministries and the high-priority social programs, the proposed program will provide intensive training for

a group of 12 trainers and 20 agents of change on the principles and tools of social policy and program design and management.

- 3.6 The group of trainers will be selected from staff at the federal social ministries and the Escola Nacional de Administração Pública [National School for Public Administration] (ENAP). They will be nominated by their supervisors and ministers. Each agency will undertake to place the staff member on special assignment for two years if he or she is selected to participate in the team of trainers. The trainers will be selected on the basis of their academic background, their experience in social policy and program management, and their teaching experience.
- 3.7 Trainer training will consist of an intensive four-week seminar on social policy and program design and management, followed by four weeks of work as a team, during which social management topics will be studied in depth, and the training program for the social-sector ministry authorities and social-program technical teams will be designed. Some training on teaching techniques and the use of teaching tools will be included that have been shown to be effective in the training of professionals. During these train-the-trainer sessions, materials will be developed for technical team training.
- 3.8 In addition to the group of trainers, 20 federal social ministry employees will be selected to form a group of agents of change. Candidates will be put forward by their supervisors and ministers. The two main selection criteria will be a demonstrated capacity to manage social policies and programs and a capacity to disseminate information to strategy teams in the social ministries and programs and encourage their use of modern social management tools.
- 3.9 Training for the agents of change will consist of an intensive four-week program that introduces a comprehensive view of social policy and program design and management, with emphasis on tools for management and implementation of policies and programs. During the training, the agents of change will be encouraged to consider the possible applications of the tools at their home organizations. After their training, they will retain their positions with the ministries and programs.
- 3.10 The program funds will cover the cost of training fees, travel, insurance, and per diem of the trainees and individual consultants who will assist the team of trainers in the preparation of the Brazil training program and materials.

(ii) Training for federal teams in social program design and management (US\$1,256,000)

- 3.11 The purpose of this subcomponent is to provide training in social program design and management to a large number of technical teams, middle managers and executives of the Brazilian federal

government's 25 high-priority programs. Training will include analysis of the financial, institutional, and technical features of social programs that can contribute to making them more effective, efficient and equitable. Training will also be provided in the use of management tools such as strategic planning and management, analysis of the managerial environment, decision-making and negotiating skills, financial and human resource management, information systems, and social program evaluation.

- 3.12 The 12 Brazilian trainers who are trained under subcomponent (i) above will design, coordinate, and deliver this training, in coordination with the *Casa Civil*. They will work as a team in the development, delivery, and evaluation of training. Although this team will determine the characteristics and duration of the training courses to be provided, a modular design will be used initially. Thus, in the interval between modules, the participants will have the opportunity to apply what they have learned in earlier modules.
- 3.13 An average of 10 professionals per program will be trained. Candidates will be selected by managers and endorsed by the respective program's Executive Secretary. In selecting the professionals to be trained under the program, managers will give priority to members of their teams who: (i) are primarily responsible for program planning and management; (ii) are willing and able to take on new program-related responsibilities and challenges; (iii) have leadership skills; (iv) are motivated; (v) are committed to the program's objectives; (vi) use a teamwork approach; and (vii) are able to work well with subnational governments.
- 3.14 During the entire training period, the salaries and benefits of the 12 people acting as trainers will be paid by the institutions in which they work. The proceeds of the Bank's contribution to the program will cover the cost of some specific consulting services that may be necessary to supplement this group's work and the texts and materials needed for the training sessions. ENAP will provide classrooms and facilities for the training courses.
- 3.15 The program will allocate resources to a fund for case and other resource material development, in order to promote efficient competition in the production thereof. The regulations of the fund will be drawn up by the *Casa Civil* and presented to the Bank as a condition precedent to the first disbursement.

c. Establishment of a national network for social management training (US\$1,860,000)

- 3.16 Under this subcomponent, a national network for social-sector design and management training will be set up with a sustainable and solid institutional foundation. For this effort to succeed, four activities will be conducted: (i) survey on regional training

providers (public or private universities, research centers, state governments, etc.) and their programs in these areas; (ii) selection, training, and consolidation of a group of 20 employees from universities, schools of government, or other academic centers from 10 states (Bahia, Ceará, Federal District, Minas Gerais, Pará, Paraná, Pernambuco, Rio Grande do Sul, Rio de Janeiro, and São Paulo), which were selected for their installed training capacity in the areas of public policy, government, and public administration; (iii) pilot training programs in the 10 states selected; and (iv) establishment of a system of incentives to offer additional training courses.

- 3.17 The purpose of the survey on regional training providers is to identify at least 10 agencies or institutions interested in strengthening their training initiatives in support of the social sectors, and others that are providing training on subjects related to social program design and management.
- 3.18 The following are some of the criteria to be used to select the 10 schools of government that will participate in the training program: level of development of the institution, taking into account its mission, legal status, program focus, level of its human resources, installed capacity, commitment to the program, and ability to respond to the demand for and supply of courses in social-sector management. High-quality institutions will be identified that make it possible to have wide geographical coverage, so that the network will encompass much of the country.
- 3.19 At each of the 10 institutions, up to two employees will be chosen to participate in a four-week intensive course on social-sector policy design and management. They will be selected on the basis of their professional background, experience in the area, teaching experience, ability to work as part of a team, and commitment to the program.
- 3.20 The pilot training events in the 10 states chosen will be conducted at the home institutions of the state trainers. At least two seminars on social-sector policy and management will be offered in each pilot state during the second year of program execution. They will be conducted by the 20 state trainers, working in groups with support from the 12 federal trainers. The group of 20 trainers will share lessons and experiences derived from the pilot programs, in order to strengthen future training initiatives.
- 3.21 A network of trainers will be built up through this joint training of trainers from a number of state schools of government, their interaction with federal trainers, and the delivery of state courses by all the trainers. The sharing of curricula, materials, and experiences will enhance future training efforts.
- 3.22 These activities are expected to influence and modernize the way in which state institutions conduct their social policy design and

management courses and, more significantly, to coordinate the efforts and capabilities of each institution. They will foster the establishment of networks to link institutions and make for a more balanced and mutually complementary supply of social-sector management courses.

- 3.23 To further encourage these efforts, the program will allocate resources to a fund to subsidize some of the costs of the training programs for state employees on subjects related to social program design and management. Any school of government belonging to the network will be eligible to receive resources from the fund as long as it continues to receive good evaluations on the courses it offers and has the capacity to cover the remaining costs. The proportion of costs subsidized will decrease gradually. The regulations for use of fund resources will be drawn up by the *Casa Civil* and submitted to the Bank as a condition precedent to the first disbursement.

2. Technical assistance for high-priority social programs
(US\$1.9 million)

- 3.24 This component consists of providing direct technical assistance to the management teams of the 25 high-priority federal government programs in the following three areas: (i) adjustment of the high-priority programs; (ii) information systems upgrade; and (iii) design and startup of a program performance evaluation system. A technical coordinator will coordinate the three subcomponents (US\$190,000).

- 3.25 The aforementioned areas were identified during the design of the program, through consultations held with the management teams to identify their strategic management problems.

a. Adjustment of high-priority programs (US\$430,000)

- 3.26 In accordance with the federal government's current proposal, which not only attaches special significance to the social sectors but also specifies its top-priority programs in those sectors, this activity pays special attention to the execution of these 25 programs, and to making them more effective and efficient. In particular, it seeks to advance significantly in the fulfillment of their respective goals, in their physical execution, and in making their costs and benefits balance out.
- 3.27 Technical assistance will be provided for an initial diagnostic study to be conducted of each program's current situation and for a realistic action plan to be designed and carried out over the next two years. Each manager of a high-priority program may request technical assistance to support his or her technical team in these activities. The advisors will work closely with each program's technical team, thereby generating not only participatory assessments but also solutions in which the teams feel they have a

sense of ownership, and which will therefore have a greater likelihood of being applied on a sustainable basis. This process will be followed by execution of the new action plans.

- 3.28 The advisors to be funded will act as facilitators to enable each project team to make its assessment and undertake its immediate action plan. This activity will in turn be connected to the team's leadership and social management and policy training program, as described in paragraphs 3.3 and 3.4.
- 3.29 During a second stage, the advisors will be in charge of monitoring execution of each action plan for the priority projects, in the course of regular meetings or seminars with the teams. They will also provide information for monitoring reports to the Social Policy Board.
- 3.30 A group of four individual consultants will be hired to provide the above-mentioned advisory support and to follow up regularly with the technical teams that received assistance. The possibility and advisability of hiring some of the consultants providing leadership and strategy training will be explored. The technical files of the proposed operation contain draft terms of reference for the consulting services for this activity. Program resources will cover consultants' fees, travel, and per diem (where applicable).

b. Information systems upgrade (US\$560,000)

- 3.31 The purpose of this subcomponent is to improve the quality, relevance, and use of the 25 high-priority social programs' current information systems. It will therefore involve advisory services for the programs' technical teams and will consist of four activities. Initially, awareness will be increased about the importance of the information systems and the negative impact of their not working properly. The second activity is an assessment of the current condition of each project's information system. The third activity would introduce the corrective measures needed in the various information systems while the fourth and final activity involves monitoring the startup and operation of the improved systems.
- 3.32 These activities will be coordinated by a team of four consultants, who will support the various technical teams. The focus of these activities is to work on and improve existing information systems, with an emphasis on information needs for program and policy management and feedback. There is no plan to produce complex information systems based on a systems engineering perspective and/or a centralist focus or to provide the programs with hardware or specialized software, areas which are already being financed under the programs' respective proposals.
- 3.33 The advisory services under this subcomponent will be provided by a consulting firm in accordance with the draft terms of reference in

the operation's technical files. In the event that the demand for consulting services exceeds the resources available under this subcomponent, the program executing agency will assign priority to the programs on the basis of the sector priorities indicated by the government. The order of priority of the six programs will be: basic education, basic health care (REFORSUS), expansion of employment opportunities, housing (Habitar Rural), and emergency assistance rights (consolidation of rural settlements).

c. Development and startup of a performance evaluation system
(US\$750,000)

- 3.34 Social policy and program performance evaluation is almost nonexistent in Brazil today. This vacuum leaves policy and program formulation and management teams unable to verify whether their objectives are being fulfilled. The program seeks to make significant progress in efforts to identify the effects and impacts of social programs and to introduce mechanisms for using the information generated thereby for policy and program feedback and design.
- 3.35 This subcomponent will be put in place in four stages: (i) A number of universities and research centers in Brazil will be invited to submit proposals on a methodology for performance evaluation and a proposal will be selected on the basis of a set of criteria to be defined. ^{3/} (ii) The institution whose proposal is selected will develop the methodology and design a strategy to test it in five or six social programs in a representative sample of municipalities in Brazil. The methodology will specify the instruments to be used to gather data, analysis of the behavior and well-being of the targeted population, and guidelines for analysis and use of the data. The design of a pilot application will include the selection of five or six programs to be evaluated, identification of the sample of municipalities in which the methodology will be applied, and a work plan for the pilot test. While work is being done in this area, five Brazilian universities or research centers will be selected by competition to participate in the pilot testing. (iii) The five centers selected will pilot-test the methodology, compile their experiences, and adjust the proposed methodology based on such experiences. The institution that develops the evaluation methodology will coordinate the pilot application and will produce a manual on the adjusted methodology. (iv) The evaluation methodology will be disseminated to the agencies responsible for managing the 25 high-priority programs and its application for the evaluation of such programs will be encouraged. The dissemination process will take place once the technical teams have received training on the design and management of social policies and programs, so that they are more conscious of

^{3/} The terms of reference for selection of the institution will be a condition precedent to the first disbursement.

how essential this tool is. Dissemination of the methodology will be a way of implementing the concepts learned and of making it easier for the teams to apply the evaluation techniques and concepts to their work. The institution that develops the methodology will be responsible for disseminating it, with support from the training component's federal trainers.

- 3.36 The resources of the program will cover the costs of hiring the institution that will develop the methodology and the agencies conducting the pilot tests.

B. Cost and financing

- 3.37 The total cost of the program is estimated at US\$7 million, of which the Bank will finance up to the equivalent of US\$4 million in local currency on a nonreimbursable basis from the Fund for Special Operations (FSO), and the Government of Brazil will cover the remaining US\$3 million, as shown in the following table:

Table III-1: Cost by component
(US\$ thousands)

CATEGORIES	IDB/FSO	LOCAL	TOTAL	%
A. TRAINING	1,815	2,220	4,035	57.6
1A. Technical coordination – training	0	150	150	
1B. Leadership and strategy	200	125	325	
1C. Design and management for trainers and agents	345	1,355	1,700	
1D. National training network	1,270	590	1,860	
B. TECHNICAL ASSISTANCE	1,760	170	1,930	27.6
2A. Technical coordination	20	170	190	
2B. Adjustment of high-priority programs	430	0	430	
2C. Information systems upgrade	560	0	560	
2D. Performance evaluation system	750	0	750	
C. OVERHEAD	425	610	1,035	14.8
TOTAL	4,000	3,000	7,000	100.0

- 3.38 The Bank's contribution will be disbursed at the request of the Brazilian government, through the *Casa Civil*, for payments to consulting firms and/or to set up a revolving fund. The government's contributions will be made through national budget allocations (US\$2.2 million) and resources from the Fundo de Amparo ao Trabalhador [Workers' Aid Fund] of the Ministry of Labor (US\$430,000) and the Caixa Econômica Federal [Federal Savings Bank] (US\$370,000).

C. Coordination and execution

1. Executing agency

- 3.39 The entity responsible for implementing the program would be the Office of the Chief of Staff (*Casa Civil*) in the Office of the President of the Republic, which in turn would set up the program management unit (PMU), a small, ad hoc unit headed by the advisor to the Chief of Staff and comprised of a general coordinator, two technical coordinators - one for each component - and secretarial staff. ^{4/} The coordinators will be responsible for the technical aspects of component implementation and will ensure coordination among the various activities and between the training and technical assistance activities.

2. Participation of UNESCO and IDB-INDES in program execution

- 3.40 The PMU will be assisted by a committee comprised of the Bank's Inter-American Institute for Social Development (IDB-INDES), UNESCO, and the head of the PMU. The committee will meet every four months to evaluate and schedule program activities and monitor the technical elements. UNESCO will give the PMU logistical support, performing accounting, contracting, and payment functions for all the services and consultants required under the program. UNESCO will charge the equivalent of 3% of the Bank's financing for the services to be rendered (US\$120,000).
- 3.41 The Government of Brazil has requested that IDB-INDES participate in the program (US\$63,000), taking responsibility for the following activities: (i) coordinate regular meetings with project consultants, in order to bring methodologies and concepts in line, share ideas and experiences, and standardize language and criteria; (ii) train 12 federal government trainers, who will work with INDES teaching staff to choose the content and materials for training of federal social program managers and technical teams; (iii) train 20 agents of change - federal public servants who will bolster their skills to be able to act strategically in the application and dissemination of modern social-sector management tools; (iv) train 20 trainers selected from state academic institutions with programs in public administration or management, who in turn will provide training to state government staff and within existing and future study programs; (v) support the production of materials and studies for training to be offered under the program; and (vi) monitor and provide feedback on training offered in Brazil in the context of this program.
- 3.42 The program resources will also cover the cost of travel to Brazil and per diem for IDB-INDES staff for training and monitoring

^{4/} The establishment of the PMU is a condition precedent to the first disbursement.

activities, as well as travel and per diem for trainers and agents of change for training at IDB-INDES headquarters in Washington, D.C. The local contribution to the program will cover training fees for agents of change in the basic course. In addition to IDB-INDES costs to be recognized in the program, the Institute will cover course fees for federal and state trainers and the time of its instructors, who will be working with these trainers and participating in program monitoring. The estimated value of this IDB-INDES contribution - from its administrative budget - is US\$200,000.

3. Procurement of goods and services

- 3.43 For execution of the program, the Government of Brazil, adhering to the Bank's policies (Annex C to the loan contract), will hire consultants and/or specialized institutions pursuant to terms of reference previously agreed upon with the Bank, the final version of which will be submitted to the Bank as a condition precedent to the first disbursement. The procurement plan is presented in Annex III-1.

4. Period of execution and schedule of activities

- 3.44 The program will be executed over 24 months and the financing will be disbursed over 30 months, counted from the date the agreement enters into force.
- 3.45 The program activities will be carried out according to the timetable agreed upon with the Bank. As the timetable indicates, the training and technical assistance activities will be carried out simultaneously, so that their complementary features can be coordinated. Training in strategy and leadership and federal trainer training will be the first activities to be carried out, since they pave the way for the others. Once significant progress has been made in these areas, executives and middle-management staff (including the managers of the 25 high-priority programs) will be trained in social policy and program design and management. During this training, updated and detailed information will be provided to the executives and managers on the full range of training and technical assistance activities that the program will provide to their teams. The demand of the social program teams with regard to program activities will thus be addressed. The activities to establish the national social-sector management training network and training activities at the state level will begin within six to eight months after the initial federal activities, in order to take advantage of the lessons learned at the federal level and thereby strengthen the state-level actions.

5. Environmental classification

- 3.46 The Bank's Environment Committee, at its meeting of December 9, 1996, classified this as a Category II operation, meaning that

program implementation would have no direct or indirect impact on the environment. A specific environmental report was therefore not required.

6. Monitoring and evaluation

3.47 In order to enable the program activities to be monitored, the *Casa Civil* will be responsible for presenting the following reports to the Bank:

- a. Methodology for measuring the program's impact. Once the action plan for the operation and the curricula for the INDES training subprogram have been developed, a proposal for measuring the impact of the program is to be presented. This proposal will emphasize the application and sustainability of the training and the means of verifying the processes and some outputs and outcomes (Annex II-1), thereby making it possible to monitor the program and prepare the respective reports.
- b. Progress reports. These reports are to be submitted every six months during program execution. They will contain details on the level of fulfillment of the planned activities, with special emphasis on those described in detail in Annex II-1 to this document, and will include conclusions and recommendations for the adoption of corrective measures and adjustments needed to ensure that the program is properly implemented.
- c. Final report. Within the first three months after the end of the operation, a final report will be submitted that includes an evaluation of the program's results in relation to its objectives.
- d. Annual audited financial reports. During program execution, within the first three months of each calendar year, the *Casa Civil* will submit an annual financial report on the program to the Bank, prepared by the internal auditors attached to the Office of the President of the Republic and through the Internal Control Secretariat, indicating the use of the resources of the Bank's financing and the local counterpart contributions.

3.48 The Country Office in Brazil will be responsible for monitoring the operation as a whole, on the basis of data provided by the *Casa Civil*, which should be consonant with the guidelines set forth in Annex II-1 and the impact evaluation methodology to be presented by the *Casa Civil* with help from IDB-INDES. IDB-INDES at Bank headquarters will have technical responsibility specifically for the training subprogram.

7. Ex post evaluation

- 3.49 Once the program actions have been completed (24 months after entry into force of the agreement), the *Casa Civil*, with resources from the financing, will hire an outside firm to conduct an ex post evaluation of the program in accordance with terms of reference previously agreed upon with the Bank. The executing agency will submit the terms of reference for the hiring of the firm 18 months after the effective date of the agreement.

8. Recognition of expenses

- 3.50 The executing agency has incurred expenses to prepare the program, including air travel to Washington and per diem for trainers, fees of professionals hired for program preparation, their travel and per diem, and materials. The expenses are expected to total US\$715,000 equivalent by the time the Bank's financing would be approved. Of this amount, US\$415,000 will be charged to the Bank's financing and the remaining US\$300,000 to the local contribution. The amount charged against the Bank's financing includes up to US\$15,000 to be reimbursed to IDB-INDES for costs incurred in hiring the consultants for trainer training (paragraph 3.41) and US\$400,000 to be reimbursed to UNDP, which granted a bridge loan to the *Casa Civil* to finance technical assistance, consulting services, travel, and per diem to develop the program. The project team ascertained that for the procurement of goods and services that would be recognized as costs incurred prior to approval, the procedures followed were similar to those being recommended for inclusion in the agreement.

IV. BENEFITS AND RISKS

A. Benefits

- 4.1 The program is key to making social-sector reform in Brazil feasible. The Office of the President's interest and support, through the *Casa Civil*, is a clear indication of this. Indeed, through its design of this program, the *Casa Civil* is seeking to ensure that its main social-sector programs will be carried out more efficiently and will be more closely coordinated with social-sector actions at the federal and state levels. The program is also a firm step towards setting up a social policy and management training network that will lay solid and modern foundations for social development in Brazil.
- 4.2 Short-term benefits include improvements to be introduced in the execution of high-priority social programs, which have a budget on the order of US\$12.5 billion for 1997. Medium- and long-term benefits will also accrue in that the program is a first step in

the modernization and technical strengthening of future social policy design and implementation in Brazil, through the ongoing training of technical staff and curricular improvements at the most influential schools of government and public administration devoted to social-sector management and policy.

- 4.3 The program was conceived to work at both the federal and state levels, and with how these two levels relate to each other, providing benefits to both. The central level is seeking to deliver its high-priority programs more efficiently and with better coordination and at the same time to offer the possibility of rethinking and modernizing the roles of its technical staff in a strongly federalist country. At the state level, the strengthening of the technical staff in charge of the high-priority programs will begin through the proposed training and a process will be initiated whereby the offerings of schools of government and public administration in the fields of social policy design and management will be updated and coordinated. At various points in the program, federal and state implementers will be brought together with state and federal trainers, which will help participants gain a better understanding of each other's problems and thus improve their relations.
- 4.4 It should be noted that the training and technical assistance activities will involve both people and institutions. This two-pronged approach – focused both on those who are participating in the implementation of social policy and on basic tools (such as information and evaluation systems) and institutional organization – will help make the process sustainable and will reinforce the actions undertaken in each area. This element, innovative to some extent, is at the core of the program's design and is intended to correct errors made frequently in programs with a strong training component.

B. Risks

- 4.5 Although during preparation of the operation efforts have been made to ensure program sustainability to the greatest possible extent by creating longlasting institutional capacity, the mobility of the staff that would be trained, at both the federal and state levels, is a risk that is difficult to avoid. The private sector can offer more attractive employment alternatives. To offset this risk, the following actions were taken or are planned: the participating ministries and institutions whose employees are acting as instructors were asked to release such staff members from their duties for the duration of the program; instructors will be selected only from institutions that have shown great interest in participating fully in the program and thoroughly understand its intent and scope; a stringent selection process was conducted for instructors, some of whom are on the staff of federal and/or state government training schools and who, by the nature of their functions and demonstrated interest, are very likely to remain in

their positions, at least for the duration of the program; and, to avoid becoming overly dependent on instructors, individual training will be supplemented with training at the institutional and program level, through permanent consultants who will provide management tools to strengthen the performance of their functions.

- 4.6 A second risk is the possible lack of coordination among the various training and technical assistance activities for the 25 high-priority social program teams. The coordination capacity of the Office of the President of the Republic – which through its *Casa Civil* has demonstrated its unconditional commitment to the program – and that Office's ability to elicit support should offset this risk. To expedite matters, a small group of coordinators and facilitators will be formed to ensure that actions are coordinated not only under each component but also between the two components. This coordination is key to ensuring that the two types of training are complementary and that each program and level of execution will be attained on a timely basis and with consistent approaches.

LIST OF THE BRAZILIAN FEDERAL GOVERNMENT'S 25 HIGH-PRIORITY SOCIAL PROGRAMS

NAME OF PROGRAM	AGENCIES RESPONSIBLE	OBJECTIVE OF THE PROGRAM	GOALS	AMOUNT (R\$) 1996 Total		EX
Fund for the Development of Basic Education and the Teaching Profession	Ministry of Education	Adopt policies to improve the quality of basic education and enhance the teaching profession based on redistribution and equity, taking cost per student per year as reference, ensuring a minimum investment per student, and allowing teachers' salaries to increase gradually.	Earmark 15% of total state and municipal revenues to basic education by setting up an accounting fund in each state. Redistribution of resources of the fund between the states and their respective municipalities, based on the number of students in elementary school. Guarantee for federal government of a minimum expenditure per student. Earmark 60% of those resources for teachers' salaries.			
Distance learning: instructional television	Ministry of Education	Establish a public instructional television network.	Equip 46,000 public schools with "technology kits" (TV, video recorder and satellite dish).	71M	76.8M	1
National schoolbook program (PNLD)	Ministry of Education	Distribute 99.1 million books (grades one through eight) to 30 million students.	Deliver 99.1 million books by the beginning of the 1997 school year.	292M		
Program to transfer resources for public school maintenance — basic level	Ministry of Education	Transfer resources directly to state and municipal public schools for school maintenance costs and procurement of teaching materials.	Cover 180,000 schools. Benefit 27 million students.	250M		
Evaluation of education	Ministry of Education	Develop instruments to monitor quality, equity, and efficiency of Brazilian education.	Evaluate writing and science skills of 200,000 students in basic education. Evaluate 95,000 students in diploma courses.			(
Define the national curricula for grades one to four.	Ministry of Education	Introduce national curricular parameters.				

NAME OF PROGRAM	AGENCIES RESPONSIBLE	OBJECTIVE OF THE PROGRAM	GOALS	AMOUNT (R\$) 1996 Total		E
Democratization and expansion of vocational education	Ministry of Education	Increase availability of educational opportunities, using the existing infrastructure to meet the demand of workers and employees for technical education.	Expand the number of slots for public technical education from 139,000 to 604,000. Set up 1,200 education centers by changing existing vocational schools. Expand instructional television programs ("Telecurso 2000") from 110 to 920.		1B	1
PROGER (urban and rural)	Ministry of Labor	Generate jobs and income for urban and rural microentrepreneurs.	Generate 328,000 direct jobs.	745M	1.49B	
Credit for low-income small producers	Banco Nacional de Desenvolvimento Econômico e Social [National Bank for Social and Economic Development] (BNDES) Ministry of Planning and Budget	Provide access to credit for the low-income population that traditionally does not have access to lines of credit, through BNDES.	Set up credit mechanisms for the low-income population through "BNDES trabalhador" (cooperation between states and municipalities) and "BNDES solidário" (cooperation with NGOs working in the area of low-income credit).	68M	311M	
National vocational certification program	Ministry of Labor	Offer vocational education programs with a view to improving a person's chances of reentering the job market.	Cover five million workers.	290M		
Rural worker settlement program	Special Policy Ministry	Gradually settle landless farming families.	Settle 280,000 families.	1.2B	4.4B	1
National program to strengthen family farming (PRONAF)	Ministry of Agriculture	Support small producers by giving them access to credit and agriculture support services and by reorganizing the family farm infrastructure.	Benefit 466,000 farm families in 993 municipalities.	1B		(

NAME OF PROGRAM	AGENCIES RESPONSIBLE	OBJECTIVE OF THE PROGRAM	GOALS	AMOUNT (R\$) 1996 Total		E
Program to reduce infant mortality (PRMI)	Ministry of Health	Reduce the infant mortality rate to 22.6/1,000 by 1998.	Vaccinate 100% of children under one year of age in the 913 municipalities covered by the PRMI. Expand the community health care agents program. Introduce the food supplement program in the 913 municipalities covered by the PRMI.	380M	6.1B ¹	
Health sector reform (REFORSUS)	Ministry of Health	Expand the capacity and efficiency of the health sector through institutional development and restoration of physical network.	Restore, expand, and complete 329 basic health care units.	45M	750M ²	
National school meal program	Ministry of Education	Provide daily nutritional supplement for 180 school days for students in the public elementary school system.	Daily distribution of 32.5 million meals at a cost of R\$0.13/day per student and, in the <i>Comunidade Solidária</i> communities, at a cost of R\$0.20/day per student	600M		
Emergency food distribution program (PRODEA)	Ministry of Agriculture	Institute emergency distribution of staple foods in poor municipalities selected by <i>Comunidade Solidária</i> , municipalities in a state of emergency, and encampments of landless rural workers.	Distribute 18 million baskets of staples in 1,310 municipalities in the <i>Comunidade Solidária</i> program.	50M		
Pro-Sanitation	Urban Policy Secretariat Ministry of Planning and Budget	Expand coverage and improve sanitation services for low-income urban population.	Benefit 3.5 million families with water and/or sanitation.	1.7B	6.05B	
Social action program in sanitation (PASS)	Urban Policy Secretariat Ministry of Planning and Budget	Make access to sanitation services universal in areas with greatest concentration of poverty in large cities and municipalities selected by <i>Comunidade Solidária</i> and infant mortality reduction programs.	Benefit 7.7 million families with: water supply and/or sewerage service and/or trash collection.	220M	3B	

basic sanitation actions under the responsibility of the Urban Policy Secretariat of the Ministry of Planning and Budget.
US\$350 million from the IDB, US\$300 million from the World Bank, and US\$100 million from Eximbank.

NAME OF PROGRAM	AGENCIES RESPONSIBLE	OBJECTIVE OF THE PROGRAM	GOALS	AMOUNT (R\$) 1996 Total		E
Pro-Housing	Urban Policy Secretariat Ministry of Planning and Budget	Improve housing conditions for families with monthly income of up to three minimum wages and in particular those living in areas prone to landslides and floods.	Benefit 423,000 families.	701.8M	3.4B	
Letter of credit	Urban Policy Secretariat Ministry of Planning and Budget	Improve housing conditions and reduce the housing deficit by providing loans for the purchase of land, new and existing dwellings, and construction, alterations, or expansions of housing units.	Benefit 410,000 families.	1.5B	5.9B	
Support for housing construction	Urban Policy Secretariat Ministry of Planning and Budget	Finance housing construction organizations.	Benefit 82,900 families.	475.1M (in 97)	729M	
Habitar Brasil program	Urban Policy Secretariat Ministry of Planning and Budget	Benefit low-income groups through coordinated actions to improve areas with inadequate housing conditions.	Benefit 138,000 families.	210M	791M	
Fight against exploitive, child, and degrading labor	Ministry of Labor	Contribute to the eradication of forced or slave labor, child labor, and other forms of degrading work through the establishment of special inspection groups.	Eradicate child labor through coordinated programs, giving priority to the coal-producing regions of Minas Gerais, the hemp-producing regions in Bahia, and the sugarcane regions of Pernambuco.	6.9M		
Minimum income for elderly and people with disabilities	Office of the President Social Assistance	Through the payment of one monthly minimum wage, contribute to improving the living conditions of people aged 70 years or more and people with serious disabilities who are members of families with monthly per capita income of up to one quarter of the minimum wage.	Benefit 350,000 people.	150M		
Brasil Infância Cidadã [program for Brazilian youth]	Office of the President and Social Assistance	Promote the socioeducational development of children and adolescents between the ages of seven and 14. Provide an allowance ("bolsa cidadã") to keep children in school. Encourage orientation and job training, to enable adolescents to gain understanding of the working world.	Assist 435,500 children and adolescents each month.	111.7M		

THE PROGRAM'S CONCEPTUAL FRAMEWORK				
Diagnosis	The project	Actions and expected outputs and outcomes	Means of verification	Assumptions
1. The high-priority social programs contain high levels of inefficiency and inequality. Human resources need to gain updated program design and management skills within a modern context of decentralization, taking into account contemporary complexities and requirements of social development.	Provides training in social policy and program design and management to agencies involved in high-priority social programs.	Actions: (a) training in leadership and strategy for federal government employees and members of the high-priority program technical teams; (b) train 12 trainers, 25 agents of change, and at least 250 employees in social program design and management. Outputs and outcomes: (a) generate a shared vision of advanced theories on the management of organizations, programs, and projects; (b) set up a system for ongoing training through trainers and agents of change who will act as multipliers; (c) introduce modern concepts and tools for the design and management of high-priority programs.	Monitoring by the Office of the Chief of Staff [Casa Civil], Office of the President of the Republic. User surveys throughout their participation in each training activity and five months after the last module is completed.	A critical mass of human resources trained under the program remain in their respective work teams. There is an uninterrupted flow of resources and the social programs remain a priority.
2. There is a need to expand, strengthen, and update education and training in social policy/program design and management.	Helps to establish a national network for training in social management that has a sustainable and solid institutional framework.	Activities: (a) survey on the regional supply of training courses in social management; (b) training for 20 employees of academic institutions in 10 states; (c) pilot training programs in the 10 states; (d) establishment of a system for training incentives. Outputs and outcomes: (a) inter-institutional strengthening at the state level in social policy design and management is achieved; (b) a network for training in social policy management and design is created.	Surveys of users throughout their participation in each training activity and five months after the last module is completed. Systematic observation of the network's activities by the PMU.	Willingness on the part of state school authorities to support interinstitutional work.
3. The high-priority social programs need to be reviewed, evaluated, and improved so that they can operate more efficiently and effectively.	Provides technical assistance to the management teams of the 25 programs so that significant progress can be made towards fulfillment of each program's goals.	Activities: (a) conduct an up-to-date diagnostic study of each program; (b) prepare and execute action plans to correct existing deficiencies; (c) provide direct advisory services to technical teams; (d) regularly monitor technical teams that received assistance. Outputs and outcomes: generate perceptible changes in the working procedures and tools used for high-priority programs.	Regular meetings or seminars between managers and teams. Information derived from monitoring activities provided to Social Policy Board.	The managers are open to advisory services and motivated to improve the results of their programs.
4. The high-priority social program information systems need to be updated and upgraded so that they are more relevant to each program's action.	Provides direct advisory services for technical teams of the 25 programs to improve each program's information systems.	Activities: (a) conduct a diagnostic study of the current condition of each information system; (b) introduce corrective measures; (c) start operation of improved information systems. Outputs and outcomes: Information systems more relevant and useful, with capacity to offer real feedback on social programs and policies.	User surveys on new information systems and on quality of technical advisory services provided by consultants hired. Systematic observation of the use of information systems in the 25 high-priority programs.	The existing information systems provide useful, underanalyzed, and underused data. The managers and teams are willing (or can be encouraged) to use the evaluation system for feedback.

THE PROGRAM'S CONCEPTUAL FRAMEWORK				
Diagnosis	The project	Actions and expected outputs and outcomes	Means of verification	Assumptions
5. The evaluation of social program performance is almost nonexistent in Brazil, making program feedback and learning from past experience impossible.	Introduces mechanisms that assist in the identification of effects and impacts of high-priority programs and that use the information gathered for feedback and social policy and program design.	<p>Activities: (a) universities and research centers in Brazil will be invited to submit proposals on an evaluation methodology; (b) the institution whose proposal is selected will develop the methodology and apply it to a social program; (c) five universities or research centers will do two pilot tests of the methodology to analyze five or six social programs within the municipalities selected; (d) a manual on the adjusted methodology will be produced; (e) the evaluation methodology will be disseminated to the agencies responsible for the 25 high-priority programs.</p> <p>Outputs and outcomes: An evaluation system that will make it possible to analyze program execution and performance effectively, and its implementation in the management of a number of social programs.</p>	<p>Systematic monitoring on the part of the PMU of the pilot projects and applications of the system by the 25 programs.</p> <p>Surveys or interviews with managers on their reaction to or experience with the evaluation system.</p>	The managers and teams can be motivated to use the evaluation system effectively.

INDICATORS FOR PROGRAM MONITORING

A. Training in social policy and program design and management

Indicator	Source of information	Purpose	Target
Training activities for federal teams			
Number of trainers trained in Washington	PMU records	Monitor the establishment of a core group of multipliers, who will conduct training programs in social policy and program design and management for technical teams and managers of the high-priority programs.	12
Number of federal technical employees trained in Washington	PMU records	Monitor the added capacity for introducing changes in principles and tools of social policy and program design and management in Brazil's ministries.	20
Training in leadership and strategy			
Number of two-day seminars in fundamentals of leadership and strategy for government teams Number of seminar participants	PMU records	Track the body of federal employees who have knowledge of advanced theories on organizational management and fundamental knowledge of power, authority, and consensus-building.	10 300
Number of five-day advanced seminars on leadership and strategy for employees and technical teams in charge of each high-priority program in social management Number of seminar participants	PMU records	Track the formation of a core group of federal employees familiar with advanced concepts needed for the proper management of organizations, programs, and projects.	10 250
Training in social program design and management			
Number of federal executives trained in Brazil	PMU records	Monitor training of core group of federal executives in a position to have a positive influence on the execution of high-priority social programs.	60
Number of middle managers trained in Brazil	PMU records	Monitor training activities involving middle managers of high-priority social programs.	75
Number of federal technical employees trained in Brazil	PMU records	Monitor training activities of technical human resources working on the high-priority social program teams.	250

Indicator	Source of information	Purpose	Target
% coverage of program executive teams (broken down for each of the 25 programs)	PMU records	Verify that the participants meet the profile of the plan of operations' target population and that different groups in said population are represented.	80%
% coverage of programs' mid-level staff			80%
% coverage of programs' technical staff			50%
% of participants who complete all the course modules	PMU records	Make sure that participants in courses that are broken down into two or more nonconsecutive modules complete all the modules.	90%
Number of one-week modules in social management for mid-level teams of each high-priority program and a number of mid-level ministry staff	PMU records	Monitor social management training for middle managers.	12 (3 cycles of 4 modules each)
Number of people participating in each module			25
Number of one-week modules in social management for the high-priority programs' technical teams	PMU records	Monitor social management training for staff involved in high-priority programs.	40 (10 cycles of 4 modules each)
Training activities involving teams from the states			
Number of state trainers trained in Washington	PMU records	Monitor the creation of a core state-level group with the capacity to disseminate modern social design and management principles.	20
Number of state employees trained in Brazil	PMU records	Monitor the added capacity for introducing changes in principles and tools of social design and management in the pilot states.	250 approximately
Number of pilot state training events	PMU records	Monitor state institutions' social management and policy course methodologies.	10
Impact of training at the federal level			
% of participants who feel they have come out of the training with concrete tools that will allow them to change initiatives on which they work	PMU records	Measure impact potential.	85%
Average overall reaction to the training (on a scale of 1 to 10, with 1 being the lowest rating and 10 the highest)	Evaluation sheets	Measure the course participants' level of satisfaction.	7.5 lowest rating
% of participants who, six months after completing their training, have applied tools or knowledge acquired in the course	PMU records (evaluation system)	Assure short- and medium-term program impact generated by the training.	80%
% of participants who, six months after completing their training, cite an example of change in process	PMU records (evaluation system)	Assure short- and medium-term program impact generated by the training.	80%

Indicator	Source of information	Purpose	Target
% of participants who, six months after completing their training, feel that the training has changed the way they work	PMU records (evaluation system)	Assure short- and medium-term program impact generated by the training.	80%
Impact of training at the state level			
% of participants who feel they have come out of the training with concrete tools that will allow them to change initiatives on which they work	PMU records	Measure impact potential.	90%
Average overall reaction to the training (on a scale of 1 to 10, with 1 being the lowest rating and 10 the highest)	Evaluation sheets	Measure the course participants' level of satisfaction.	7.5 lowest rating
% of participants who, six months after completing their training, have applied tools or knowledge acquired in the course	PMU records	Assure the short- and medium-term program impact generated by the training.	80%
% of participants who, six months after completing their training, cite an example of change in processes or policies, that was included in the training	PMU records	Assure the short- and medium-term program impact generated by the training.	80%
% of participants who, six months after completing their training, feel that the training has changed the way they work	PMU records	Assure the short- and medium-term program impact generated by the training.	80%
National social management training network			
% of interaction among the 10 institutions selected: % that have social management-related academic exchanges with the others (curricular support, instructors, etc.)		Monitor the establishment of networks for coordination between institutions, thereby enabling a more balanced supply of social management courses.	60%
% of interaction between the various network institutions and other entities in their respective states		Monitor the impact of the new social policy and management theories introduced by the network institutions on the target populations of each of the 10 pilot states.	75%

B. Technical assistance for high-priority programs

Indicator	Source of information	Purpose	Target
Activities carried out for technical assistance to the high-priority programs			
Number of programs assessed and action plans designed	PMU records	Monitor progress in advisory assistance to programs and action plans designed.	25
Number of action plans implemented and monitored	PMU records	Monitor implementation of action plans.	25
Number of regular work meetings between social program managers and consultants	PMU records	Monitor progress in advisory assistance to high-priority programs.	150 (6 for each program)
Activities to strengthen information systems			
Number of seminars on information system strengthening	PMU records	Monitor information system strengthening activities.	3
Number of diagnostic studies performed on information systems	PMU records	Monitor information system strengthening activities.	25
Number of systems updated	PMU records	Monitor the outcome of advisory services on information systems.	20
Activities related to social program performance evaluation systems			
Number of pilot applications — municipalities	PMU records		To be determined once the sample is selected
Number of programs in which evaluation systems have begun	PMU records	Evaluate effectiveness of programs.	At least 15

PLAN FOR CONTRACTING OF CONSULTING FIRMS

	SOURCE-IDB	METHOD	YEAR OF CONTRACT
Strengthening of information systems	US\$560,000	ICB*	Year 1
Evaluation system development	US\$440,000	LCB**	Year 1

* ICB = international competitive bidding. Compulsory for consulting services valued at over US\$200,000.

** LCB = local competitive bidding.

NOTE: The other contracts involve IDB-INDES (US\$48,000), UNESCO (US\$120,000), individual consultants-trainers, evaluation, and support staff, awarded through calls for offers (US\$858,000), and academic training centers (universities) (US\$350,000). For the last two categories, approximately 70% of contracting will take place in year one and the remainder in year two.

PROPOSED RESOLUTION DE- /97

BRAZIL. NON REIMBURSABLE TECHNICAL COOPERATION FOR THE
SUPPORT OF A SOCIAL MANAGEMENT PROGRAM

The Board of Executive Directors

RESOLVES:

1. That the President of the Bank, or such representative as he shall designate, is hereby authorized, in the name and on behalf of the Bank, to enter into such agreements with the Federal Republic of Brazil and to adopt such other measures as may be pertinent for the execution of the plan of operations referred to in Document_____ with respect to a non reimbursable technical cooperation to support a Social Management Program.

2. That up to the equivalent of US\$4,000,000, in local currency, is authorized for the purposes of this resolution, chargeable to the net income of the Fund for Special Operations.

3. That the above-mentioned sum is to be provided on a non-reimbursable basis.