

PROGRAM IN SUPPORT OF VULNERABLE GROUPS

(AR-0161)

EXECUTIVE SUMMARY

BORROWER: The Argentine Nation

EXECUTING AGENCY: Social Development Secretariat (SDS)

AMOUNT AND SOURCE: IDB:

OC:	US\$16.5 million
FSO: (local currency)	US\$16.5 million
Local counterpart funding:	US\$22.0 million
Total:	US\$55.0 million
Nonreimbursable TC	US\$ 5.0 million

FINANCIAL TERMS AND CONDITIONS:	<u>OC</u>	<u>FSO</u>	<u>NTC</u>
Amortization period (years):	25	25	N/A
Disbursement period (years):	4	4	4
Grace period (years):	4	4	N/A
Interest rate:	var.	3%	N/A
Inspection and supervision:	1%	1%	N/A
Credit fee:	0.75%	N/A	N/A
Currency:	US\$	Arg\$	Arg\$

OBJECTIVES: The central goal of the program is to introduce and establish a new participatory model for social management that will empower vulnerable population groups and help them to seek out and obtain access to essential social services. The groups identified include female heads of household, youth at risk, the elderly, disabled persons and indigenous peoples.

Specifically, the proposed program will focus on: (i) institutionalizing a participatory planning process that incorporates mechanisms to promote solidarity, stimulate demand for social services among the groups targeted, and improve planning and coordination among local social actors, encouraging these groups and individuals to develop and carry out their own projects and plans at the community and barrio level; (ii) strengthening the operating, organizational and oversight capabilities of local government bodies, civil society and indigenous groups participating in the program; and (iii) boosting the capacity of the SDS and other government agencies to ensure that resources under their social programs are earmarked for those most in need.

DESCRIPTION:

The program will apply this model in providing support for chosen groups and institutions under the following three components:

1. Improving access to social services (US\$46.2 million). This component will have two subcomponents: (i) participatory design; and (ii) development plans for individual communities (barrio development plans) and for cooperative efforts among several communities (joint barrio development plans) for improving access to social services among vulnerable groups. Comprehensive projects and plans to support these groups will be designed, carried out and evaluated with the participation of civil society and grassroots organizations, and government agencies. These operations will be designed to: (i) expand programs run by government agencies and civil society organizations (CSOs) in barrios; (ii) introduce targeted programs operating successfully elsewhere that have yet to be tried in the barrio or barrios in question; and (iii) introduce new activities. The barrios in which these plans and projects will be carried out belong to a group of municipalities located in eight of the country's urban centers with critical importance for poverty-targeting.
2. Institutional strengthening: SISFAM (US\$5.1 million). This component will provide assistance for creation of a national information system to identify population groups most in need of social programs, as well as those already benefiting under these programs. The system will be installed at the provincial and municipal levels.
3. Support for the indigenous population (US\$5 million). Support will be provided under three subcomponents: (i) support and institutional strengthening for indigenous organizations and groups; (ii) specific projects; (iii) promotional activities and public awareness. By strengthening their technical, management, legal and logistical skills, the program will enable regional and local indigenous organizations to carry out specific projects intended to expand access to social services, productive employment, and training and development programs. These projects will be accompanied by promotional activities to provide information of interest to native groups and make the general population aware of their needs and rights.

**ENVIRONMENTAL
CLASSIFICATION:**

The Environment Committee, at its meeting of September 6, 1996, classified this as a Category III operation. On April 8, 1997, a notice was published in a national newspaper indicating the availability of the environmental impact assessment for public consultation; and on April 25, 1997, the Committee on Environment and Social Impact approved the environment and social impact report, which was forwarded to the Public Information Center on May 6, 1997.

BENEFITS:

The program will contribute to the formation of human and social capital, as well as improving equity in the delivery of social services. These benefits will be obtained through: (i) improved access to essential social services for the target groups participating in the program; (ii) incorporation of a new participatory model for the management of social programs; and (iii) building upon initial consensuses established between government agencies and civil society.

RISKS:

The main risks in this program have to do with: (i) possible differences in the application of social policies and the delivery of targeted programs arising from difficulties in coordinating the roles of the various federal, provincial and municipal bodies; (ii) possible lack of clarity in the objectives and criteria of certain targeted programs to be coordinated; and (iii) relative weakness of CSOs/NGOs and lack of clear future prospects for sources of own funds to ensure the sustainability of the planned initiatives. The following steps will be taken to minimize these risks: (i) a formal commitment from provincial and municipal authorities will be required as a condition for barrios under their jurisdiction to join the program; (ii) the participation of local actors from both government and civil society will be built into the process of design and execution of plans and projects, including evaluation and monitoring of results; (iii) reinforcement of the dialogue between State and civil society through their joint efforts to formulate and execute social policies as part of the participatory planning process under barrio and indigenous community development programs; and (iv) specific activities aimed at strengthening the ability of participating CSOs to mobilize and manage funds.

POVERTY TARGETING:

This program falls into the social equity and poverty reduction classification (document AB-1704, paragraph 2.13). Moreover, considering the targeting system to be used, the selection of barrios, types of activity and eligibility criteria, the program

qualifies as a poverty-targeted investment (document AB-1704, paragraph 2.15) (see paragraph 4.22). Despite this, and at the specific request of the country, 60% matrix financing will not be used.

**EXCEPTIONS TO
BANK POLICY:**

The Social Mission of UNDP in Colombia will be contracted directly to provide technical assistance to the SISFAM (see paragraph 3.29). Direct contracting is proposed, as an exception to Bank policy, given the highly specialized nature of the work, an area in which the Social Mission has recognized expertise.

The Bank will perform ex post reviews at random for the selection and contracting of: (i) individual consultants for services valued at less than US\$50,000 and consulting firms for services valued at less than US\$100,000 (see paragraph 3.46); (ii) procurement of goods valued at less than US\$100,000 (see paragraph 3.43); and (iii) the contracting of works projects valued at less than US\$200,000 (see paragraph 3.43). This exception is proposed by virtue of the high number of contracts for procurement of goods and consulting services and for works projects required under the program in very small amounts, in order to streamline execution and supervision.

**RECOGNITION OF
EXPENSES:**

Expenses incurred for procurement of goods and services planned for the program prior to the date of the Board of Executive Directors' approval of the loan may be recognized for reimbursement using the proceeds of the Bank's proposed OC loan up to the amount of US\$300,000, and using local counterpart funds up to the amount of US\$200,000, in accordance with procedures established by the Bank (see paragraph 3.52).

**THE BANK'S
COUNTRY AND
SECTOR STRATEGY:**

The strategy agreed to with the Government of Argentina in 1996 reflects the fact that the Social Action Plan is the government's primary instrument for combating poverty. It calls for the Bank to participate in critical social areas given priority under the Eighth Replenishment, including programs to offset the effects of economic restructuring. The program proposed here is one that the Argentine government deems essential for implementing its Social Action Plan; the central elements of the Bank's strategy are consistent with the objectives of that plan.

As set out in the Bank's strategy for modernization of the State and civil society, participation by CSOs in efforts to formulate, implement and evaluate

social development plans is a key requirement for ensuring sustainability, efficiency, effectiveness and the maximization of resources. In Argentina, the Bank's Country Office has begun to forge closer ties with these organizations by conducting a study of the sector and establishing an advisory council on civil society, which will be directly involved in this program.

**SPECIAL
CONTRACTUAL
CONDITIONS:**

Prior to the initial disbursement of the loans, the first Annual Work Plan (AWP) for the access to social services and SISFAM institutional strengthening components is to be submitted to the Bank.

The following eligibility requirements are to be met for release of the first disbursement under each component:

- (i) The SSPS coordination unit must be in operation.
- (ii) The INAI technical team must be operating.
- (iii) The technical officer in charge of the SISFAM technical team must have been hired (see paragraph 3.6).
- (iv) The AWP for the indigenous peoples component must have been submitted.
- (v) The Operating Regulations, project monitoring manuals, and accounting and procurement manuals for each component must have been put into effect (see paragraph 3.7).
- (vi) Requests for assistance signed by executing organizations and support organizations for at least five barrio development plans from the sample reviewed by the parties during program analysis (see paragraph 3.17).

The Undersecretariat for Social Projects (SSPS) will submit the following for technical review and a statement of nonobjection by the Bank in the course of the program:

- (i) The first five BD plans designed during program execution and approved by the Approvals Committee for the services access component (see paragraph 3.17).
- (ii) Prior to approval of the first JBD plan, the final classification of the JBD plans and the

eligibility criteria for same, for those municipalities that meet the conditions set out in the Operating Regulations (see paragraph 3.21).

Subsequent review of the BD plans and JBD plans approved by the Approvals Committee under the social services access component will, in principle, be by random sampling. If serious deviations from the plan are encountered, the respective plan may be resubmitted ex ante for the Bank's nonobjection (see paragraph 3.17).

The first nine projects under the indigenous peoples component and the final project-type classification will be reviewed jointly, and their approval will be a requirement for authorization of subsequent disbursements under that component (see paragraph 3.37).

Beginning in the first year of the program, the SDS and the Bank will perform a joint annual review of the progress reports and AWP's contained in them, along with their various components. If in any of these reviews the Bank is not satisfied with the status of program execution, the SDS will be required to submit, within 60 days following that review, a supplementary report detailing steps to be taken to correct the problem, including the timetable and budget covering them (see paragraph 3.41).

Once 30% of the program funds have been disbursed or 50% have been committed, the executing agency is to present a mid-term program evaluation to the Bank (see paragraph 3.41).

Following the last disbursement, the executing agency is to perform a final evaluation of program results, through SIEMPRO, using its own resources (see paragraph 3.54).

Conditions would also be agreed as necessary to ensure proper program monitoring and evaluation and the submission of financial statements.

**PROCUREMENT OF
GOODS AND
SERVICES:**

Goods and works: Contracts for goods and construction works will be let in accordance with the Bank's policies (see Annex III-3, Procurement Plan). International competitive bidding will be compulsory for all procurements valued in excess of US\$350,000 for goods, and US\$5,000,000 for works and infrastructure projects, inasmuch as foreign firms have shown very little interest in participating in tenders held

in Argentina for amounts below these thresholds. Tendering in the case of lower amounts will be carried out by: (i) public sector entities, proceeding in accordance with local laws, so long as these do not violate the fundamental principles of the Bank's policies; and (ii) CSOs (acting as PEUs or support organizations), operating subject to the following limits: less than US\$5,000, by sole-source contracting; from US\$5,000 to US\$25,000, by shopping, with a minimum of three bids required; and above US\$25,000, by selective bidding which includes issuing formal invitations to qualified firms (see paragraph 3.44).

Consulting services: For the selection and recruitment of consulting services: (i) entities in the public sector will adhere to the Bank's policies; and (ii) CSOs will use the selective bidding procedure, evaluating the prices and qualifications of individuals or firms, and ensuring that they have at least three years' experience in the respective area.

I. FRAME OF REFERENCE

- 1.1 Since 1990 the Government of Argentina has been undergoing a far-reaching economic restructuring through implementation of its Convertibility Plan, designed to bring down inflation and rein in the fiscal deficit. At the same time, the government has made progress on two fronts in the social sectors by protecting the social programs budget from cutbacks and taking steps to improve the quality and efficiency of these programs by introducing its Social Action Plan. This dual approach to social spending has become even more important over the past two years as rising unemployment threatens to swell the ranks of those living in poverty.

A. Supply of social services in Argentina

1. Composition of social spending

- 1.2 Since 1990, responsibility for social expenditures (excluding social security) has been shifting from the federal government to its provincial and municipal counterparts. As a result, the central government's share in social spending dropped from 48% in 1989 to 37% in 1994. Meanwhile, the role of civil society organizations (CSOs) in the country's social sectors has increased dramatically in recent years. Although many of the CSOs working in development are of relatively recent origin, they have nevertheless developed sufficient experience with the new social policies to offer real opportunities for cooperation and integration of State and civil society in this area. The importance of grassroots groups within civil society, and their ongoing efforts to fill specific gaps in social services at the local level, must be recognized as well. Yet, while the contribution of CSOs to the social sectors has been important, many of these organizations are subject to constraints relating to their institutional capacity and coordination with the sector.
- 1.3 The social expenditures portion of public spending can be broken down into three categories: social security (retirement pensions, health insurance and unemployment insurance); universal programs (expenditures on education, health, nutrition, sanitation, and housing); and targeted programs. The central government remains primarily responsible for social security spending, while the cost of universal and targeted programs is now shared among the three levels of government.
- 1.4 Under the universal programs, jurisdiction is divided among institutions at each level. The national government is usually in charge of designing programs, while the provinces and municipalities carry them out by means of implementing agreements. Targeted programs have generally been viewed as supplementary to the universal social programs. Thanks to an increase in projects

funded by international agencies, the number of targeted programs administered by the national government has risen in the last few years. Through nine ministries, the national government is currently funding approximately 50 targeted programs. Within civil society, organizations such as Caritas and the Red Cross have established a network of institutions and mechanisms for delivery of targeted social services in all of the country's urban areas.

- 1.5 In line with its poverty-reduction goals, government spending on social programs has grown steadily since the introduction of the Convertibility Plan, rising from 16.4% of GDP in 1989 to 18.4% in 1994. This increase was achieved at the same time as overall public spending was being brought down from 33.2% to 29.2% of GDP. Consequently, social expenditure as a percentage of total government spending rose from 50% to 67.2% over this same period.
- 1.6 Unfortunately, owing to the financial crisis produced by the so-called "tequila effect", consolidated social spending in 1995 was trimmed by some 3.9%. This resulted in a 0.7% drop in social security expenditures and reductions of 4% in universal programs and 19% in targeted programs. These cuts resulted in a social budget of US\$23.8 billion, of which social security accounted for 67%, universal programs 28%, and targeted programs 5%.

2. Problems affecting delivery of social services

- 1.7 In addition to difficulties stemming from the recent cut in social spending, both universal and targeted programs face problems related to the way in which services are delivered to recipients. A review of various studies on social services in Argentina reveals the following problems: 1/
 - a. *Excessive fragmentation among institutions at the different levels of government*, leading to duplication of efforts in the planning, execution and administration of resources and programs. Within each individual level of government there is likewise considerable fragmentation among sectors and client groups.
 - b. *There is a lack of experience with systems for diagnosis, selection, monitoring and evaluation of beneficiaries.*
 - c. *Low levels of participation among beneficiaries in determining needs or in the execution and evaluation of programs.* Although programs such as the Cordoba Consensus-building mechanism, the Training Program for Community Action Workers, and the

1/ "Decentralization and the Delivery of Targeted Social Programs in Argentina", SDS/IDB and REI/IDB, 1996; "Evaluación de Programas de Gasto Social Focalizado en la Argentina", REI/IDB, 1996; "Información Institucional", SIEMPRO/SDS, 1996.

Participatory Fund for Social Investment are in operation, their coverage is limited.

- d. ***Lack of appreciation for the role of civil society organizations in devising social programs.*** The various levels of government generally view CSOs as "secondary" institutions when it comes to the implementation of policies and programs. On the one hand, grassroots groups in civil society are thought of as "recipients" of policies; and on the other hand, support groups are seen as volunteer bodies that help to deliver services. This lack of appreciation of the potential of CSOs contributes to their underutilization.

Importance of participation

There are very few empirical studies attempting to evaluate the effects of participation in project preparation and execution. Among the leading studies in this area are: Narayan, D. "Designing community based development", Environmental Department Paper Participation Series 7, 1995, which evaluated 121 water projects funded by the World Bank; and Finterbush, K. and W. Van Wickin, "The contribution of beneficiary participation to development project effectiveness", Public Administration and Development 7, 1987, which is based on the results of 52 project evaluations conducted by USAID. Narayan concludes that with a suitable institutional framework, projects that include significant community participation are able to achieve greater efficiency in terms of lowering the cost of intervention and building capacity in individuals and organizations for executing projects, as well as greater equity by giving people the ability to raise their incomes and gain access to services. Another important feature of such participation emphasized by Finterbush and Van Wickin is the greater efficiency of CSOs in identifying and organizing the poorest groups to participate more directly in the creation of social policies.

B. Argentina's Social Action Plan

1. Approach and policy framework

- 1.8 In view of the above problems, the Social Development Secretariat (SDS) drew up the Social Action Plan in 1995 to improve the administration of expenditures, improve the targeting of social programs, increase coverage for those most in need, and promote greater community input in the process. Given the reduction in government spending in recent years, the plan emphasizes improving the definition of common criteria for the allocation, administration and control of resources in the social sectors.
- 1.9 What is more, the Social Action Plan is based on a broader approach to poverty, one which concentrates on the vulnerability of the poor, looking beyond material deprivation alone and focusing on their inability to access social services. From this perspective, the amount of social spending allocated ceases to be the sole measure of success, so that welfare services that simply respond to urgent needs without generating self-help capabilities are deemed inefficient. Human capital formation and the development of social organization (social capital) are postulated as basic tools for a structured approach to combating poverty.

1.10 In practice, the most important feature of this plan is the design and introduction of a new model of social management based on the following principles:

- a. ***Integrated planning at the local level.*** The intention is to promote activities that are consistent with one another with a multiplier effect, and that respond in a coordinated manner to the needs of the highest-priority groups in each community.
- b. ***Community participation in interventions.*** The management model endeavors to assist persons living in poverty or most at risk using an approach that ensures community participation in the identification, design, execution, monitoring and evaluation of interventions. To do so, it will adopt a strategy of combining preventive and direct support measures with activities that encourage participation, organization and planning by consensus.
- c. ***Monitoring and oversight based on clearly defined goals.*** It is important to have public and private agencies evaluate beneficiary groups as well as the interventions they intend to introduce. This setting of goals and subsequent oversight are necessary to ensure transparency in the administration of public funds, and are of vital importance for strengthening the decentralization process.
- d. ***Sustainability.*** Part of this management model will be to promote social programs that demonstrate continuity over the medium term. Based on this principle, the model will seek to generate institutional and financial capacity sufficient to ensure ongoing and effective development plus commitment at the municipal and barrio level.
- e. ***Institutional strengthening and coordination between government and CSOs.*** One of the most important objectives of this management model is to bring about or support consolidation of the institutional framework by promoting networks to guarantee effective participation by many different social actors at the local level, along with mechanisms for ensuring the cooperation and coordination necessary for creating more effective social policies.

2. Progress in implementing the Social Action Plan

1.11 Implementation of the Social Action Plan has involved taking action on two levels: (1) activities aimed at protecting spending levels and making it more efficient; and (2) measures required for introducing the new management model.

1.12 Under the first of these activities, the Government of Argentina reached an agreement with the Bank under sector loan 871/OC-AR to protect 15 of its 50 targeted programs, at the same time undertaking to improve levels of efficiency and effectiveness. Also, under a social protection project financed by the World Bank,

the government is preparing a review of its social sector spending. The results of this assessment will serve to guide introduction of the Social Solidarity Network described in the following paragraph.

Argentina's experience in participation

Argentina has experience with three programs with participatory components. The first of these is the SDS program to strengthen opportunities for youth, the objective of which is to promote community development projects involving young people. Under this program, urban and rural youth groups are the direct beneficiaries and participate fully in the design and execution of community works and projects. Second is the program to strengthen civil society, also run by the SDS, which promotes cohesiveness among local communities in order to give marginalized groups a say in decisions. Specific activities under this program include: cooperation with community organizations to help them organize and develop, training of both individuals and community organizations involved in carrying out community services, and the production of training materials. The third program is the *Plan Vida* project sponsored by the Provincial Council on Family and Human Development, the object of which is to aid mothers and children in the poorer sectors of Buenos Aires province through action on three fronts: nutrition, health, and community participation and organization. Under the latter component, the strategy adopted by this program is one of selecting community action workers for training in community organization so that they can take over responsibility for food distribution.

- 1.13 Implementation of the new social management model is at its initial stages. Two of the most important activities in this process are to set up the Social Cabinet and the Social Solidarity Network. The Social Cabinet has been created to ensure greater efficiency in spending by establishing common principles and technologies for use at all levels, and to improve coordination of social service delivery at the central level. The purpose of the Social Solidarity Network is to provide a safety net grouping existing social programs according to sectoral objectives, eliminating duplication of effort and reducing the number of targeted programs.
- 1.14 Another key to implementing the Social Action Plan is the creation of the Information, Evaluation and Monitoring System for Social Programs (SIEMPRO). The main activities of this unit, operating under the SDS, will be to: (i) establish a database on social programs; (ii) identify performance indicators for use in monitoring the various targeted social programs; and (iii) provide training for provincial governments in social management. During 1996, SIEMPRO began setting up executing units in Argentina's northern provinces. Finally, in view of the Social Action Plan's emphasis on participation by CSOs, the SDS created the National Center for Community Associations (CENOC) in 1994. This body will promote access to information and cooperation between CSOs and government agencies and programs. The CENOC has grown steadily throughout 1995 and 1996, and now has a database that totals some 3,500 CSOs.
- 1.15 The Social Action Plan proposed by the government is designed to overcome the problems that interfere with delivery of social services as described in paragraph 1.7 above. By emphasizing efficiency in spending and helping local communities to organize, the plan will improve delivery of the country's social services.

C. Poverty and vulnerable groups

1. Poverty in Argentina

- 1.16 Implementation of the Social Action Plan is all the more urgent in view of recent developments in poverty levels in Argentina. Although the last few years have seen a major recovery of the country's economy, this progress has been accompanied by a significant increase in unemployment, which rose to 17% of the economically active population in 1996. The unemployment resulting from restructuring of the nation's productive capacity, privatization of State enterprises, the increase in the relative costs of labor versus capital, and the reforms to the country's labor laws have created growing numbers of the "new poor".
- 1.17 These new poor are concentrated primarily in the country's large and medium-sized urban areas and represent a significant worsening of poverty in Argentina. Incomes among this group, although they have dropped close to the poverty line, have nevertheless remained above the bare subsistence level. Although there is no way of directly gauging the phenomenon of the new poor, the closest indicator (percentage of the population living under the poverty line) rose from 17.3% in 1993 to 23.5% in 1995 in Greater Buenos Aires, while the indigence rate fell. Nation-wide, according to the ongoing household survey (1993), the population living under the poverty line account for 27% of the total population, 7% of whom are indigent.

Poverty and unemployment

Tied in closely to unemployment, the emergence of this class of new poor is a different sort of poverty than that seen in 1989. At that time, poverty fell steeply once inflation had been brought under control. In 1995, the "tequila effect" halted the country's growth and interrupted the steady progress it had been making since 1989 in reducing poverty. The drastic reduction in capital flows produced a recession and created a balance of payments crisis. In mid-1995 when the crisis peaked, the country's unemployment rate hit 18.6%. Since then, it has remained above the 17% mark. The effect of unemployment on poverty is analyzed by Morley and Márquez in the document *"Poverty and the Employment Problem in Argentina"*, SDS/IDB, 1996. This study shows that unemployment has been the main cause of the new poor. Although the unemployed as a group made up only 5% of the poor in 1993, the increase in the level of poverty within this group, and its growth in absolute numbers since 1994, mean that unemployment as a whole has contributed close to 50% of the increase in the incidence of poverty. This contrasts sharply with what happened in 1989 when hyperinflation was the main cause of the problem and the reason why workers and pensioners were hardest hit and accounted for most of the increase in poverty at that time.

2. Vulnerable groups

- 1.18 Although the fall in income levels among the new poor is a major problem, there are other factors affecting certain segments of the population and making them more vulnerable to poverty. The social capital deficit among these groups is due to two factors: (1) the weakness, scant political clout and inadequate technical and management capacity of the CSOs through which these groups voice their concerns and demands; and (2) the weakness of the network of

social services and community associations that could organize and support these groups.

- 1.19 With these factors in mind, and with the aim of improving the efficiency of social expenditures through better targeting, the SDS has chosen the following groups among the new poor as the target population for the present program: female heads of household, youth at risk, elders, disabled persons and indigenous peoples. While others among the poor could well have been included, the SDS chose these groups on the basis that social policy is least developed in these areas.
- 1.20 *Single mothers* are among the most vulnerable because of their dual role in providing for the family while simultaneously caring for their children. This group receives no institutional support to improve their work situation or provide care for their children during working hours. They also find it more difficult to access social programs that assist with housing, loans and health services.
- 1.21 *15-24 year-olds living in poverty* are at risk because of their limited schooling and high drop-out rates which limit opportunities for finding employment, all too often resulting in exclusion from the work force and permanent marginalization. Excluding young people from participation in the economy leaves them without prospects and exposed to the risks of violence and crime, addictive behavior (alcohol and drugs), and teenage pregnancy - conditions that lead to a cycle of poverty. 2/
- 1.22 *Elders* account for a growing proportion of the population exposed to biological risks and physical limitations, as well as social hazards, since they have little likelihood of improving their living conditions on their own. To these difficulties must be added the effects of loneliness, social neglect, and the low value attached to their role in society.
- 1.23 *Disabled persons* suffer as a result of their physical limitations and the economic and social effects of these. Given the existing discrimination against them among the general population, they often have difficulty integrating into the social and productive life of the community.
- 1.24 *Indigenous peoples* constitute the most vulnerable population group of all. While they share the widespread difficulties and risks associated with poverty in general, they are also carriers of cultural and social identity, and a way of life that excludes and marginalizes them from the rest of the community.

2/ Because of their central role in the process by which poverty is perpetuated from one generation to the next, activities aimed at these two groups (female heads of household and at-risk youth) are expected to have a major impact in the war against poverty.

3. The size of selected groups

- 1.25 Using an approximation based on studies of unmet basic needs (UBN), the target groups chosen for this program represent some 6.6% of the country's population, and 36.3% of the total population deemed to have unmet basic needs. In the areas served by the program (see chapter II), the target population totals approximately 600,000 persons, not counting indigenous peoples due to lack of information. This figure represents 6% of the overall population in the program's area of influence, and 30.7% of the population located there with UBN. 3/

Table I-1
ESTIMATES OF VULNERABLE GROUPS BASED ON UBN INDEX

	Entire country		Areas served by the program	
	UBN	% OF UBN	UBN	% OF UBN
Total vulnerable groups ¹	2,273,797	36.3	598,927	30.7
Female heads of household	144,699	2.3	37,067	1.9
Youth (15-24 years of age)	1,047,983	16.7	333,604	17.1
Elders	318,607	5.1	79,986	4.1
Disabled persons	626,718	10.0	195,090	10.0
Indigenous peoples	447,300	7.1	n.d.	n.d.

¹ Due to overlap, the categories do not add up to the totals given on this line.

Source: Prepared by project team on basis of data from SIEMPRO and INDEC.

D. Outline of the problem

- 1.26 The delivery of universal and targeted programs alike is characteristically inefficient, ineffective and low in productivity, with little in the way of transparency when it comes to their targeting objectives and criteria. This problem is made worse by a lack of information with which to assess the effects of social policies. The top-down delivery of social services has made it difficult for beneficiaries to participate and limited the ability of public agencies and CSOs to respond.
- 1.27 The recent rise in poverty levels in Argentina underscores the importance of helping the new poor. These individuals have now become the largest group below the poverty line, representing 27% of the total population. Among the new poor, the SDS has identified five vulnerable population groups to be targeted by this

3/ Basing poverty estimates on UBN figures to obtain an approximation of vulnerable population groups may very well understate the case since the poverty group not included in the calculation (the so-called new poor) are more numerous than those that should be excluded (the absolute poor).

program based on their limited ability for accessing social services and the relative lack of provision made for assisting them under current social policy.

- 1.28 Under the Social Action Plan and based on this rise in poverty levels, Argentine authorities are taking steps to make social spending more efficient while improving its targeting. The proposed program would help in continuing to implement the Social Action Plan, focusing on participatory development and strengthening the appropriate government agencies and CSOs. In this way, the program will serve as a vehicle for introducing the new participatory model of social management by demonstrating its effectiveness in high-priority regions of the country. Based on the experience gained during the execution of this program, the model would be replicated elsewhere in the country at the provincial and municipal levels.

E. The Bank's strategy for Argentina

- 1.29 The strategy agreed to with the Government of Argentina under the 1996 programming exercise is consistent with that laid out in the Social Action Plan. According to the country paper (GN-1951-2 and 1951-3), the Bank's actions in Argentina should continue to focus on consolidating and modernizing governments at the central, provincial and municipal levels. In the case of the provinces and municipalities, the Bank is to cooperate in initiating the process of modernization by financing, *inter alia*, institutional strengthening activities. Another priority area for the Bank is the financing of programs to reduce poverty and improve the efficiency of social expenditures. To this end, the program proposed here (which includes the central elements cited in the Bank's poverty-reduction strategy) is an essential tool for implementation of the Social Action Plan.
- 1.30 As advocated in the Strategy for Modernization of the State and Civil Society, the participation of CSOs in the formulation, implementation and evaluation of social development plans is of utmost importance for ensuring sustainability and efficiency in social spending. In the case of Argentina, the Bank's Country Office has begun to forge closer relations with CSOs by conducting a preliminary study of the sector and creating an advisory council on civil society.

F. The Bank's projects in Argentina

- 1.31 The Bank has recently financed seven social projects in Argentina, including: Sector Program in Support of Fiscal Adjustment and Social Reform (871/OC-AR), Assistance to Children in Especially Difficult Circumstances (ATN/SF-4862-AR), Social Investment in Municipalities (830/OC-AR and 932/SF-AR), Barrio Improvement and Sites and Services (940/OC-AR), Education Reforms and Investment (845/OC-AR), Reform of Non-university Advanced Vocational Education (PPF) (915/OC-AR), and Program in Support of Restructuring Production (816/OC-AR and 925/SF-AR). The approach and objectives

of the program proposed here will supplement the activities financed under the above-mentioned programs. Although the final results of these programs are not in since they are still in progress, certain conclusions are already evident with regard to the importance of: institutional strengthening for the organizations involved, development of mechanisms for streamlining procurement, provision of internal controls and ensuring their transparency, and evaluation of program results. With respect to the 1997 operations program, the proposed program would also complement the Program in Support of Productivity and Employment (AR-0169).

II. THE PROGRAM

A. Overall design and objectives

1. Design of the program

- 2.1 The program is consistent with the written guidelines set out in the national Social Action Plan, with particular attention to the special needs of vulnerable groups – female heads of household, youth at risk, elders, disabled persons and indigenous peoples. The program seeks to build into social policy a new model for participatory and integrated social management and support. This model will empower and enable vulnerable population groups to gain access to available social programs, services and benefits through joint action by key actors in both government and civil society.
- 2.2 The program will operate on a decentralized basis in both urban and rural communities, using participatory planning processes to seek comprehensive, coordinated, cooperative and consensual solutions for meeting the needs of vulnerable groups. The sustainability of the program will be ensured through coordination and consensus-building among the various social actors: national, provincial and municipal governments, civil society, and communities. Support will be provided in the form of institutional strengthening for civil society organizations (CSOs) and municipalities, in coordination with the respective provincial level. The central government will help design the participatory model, assist local governments with initial implementation, and transfer the capacity required to ensure its sustainability, including the establishment of a system to identify beneficiaries of social programs.
- 2.3 A social intervention classification system is already in place which seeks to coordinate existing programs that have been judged successful, and test new ones which, in the context of the present social policies, may be capable of producing concrete improvements in the quality of life of the beneficiaries indicated above: (i) meeting their basic needs; and (ii) promoting development of human capital (e.g. skills training or efforts to break the cycle of poverty) or social capital (e.g. organizing communities, empowering CSOs) in a sustainable manner.
- 2.4 The program is not intended to be national in its coverage, but rather to view the problem from both a national and a local perspective, trying the model out in priority urban barrios and indigenous communities which offer a good likelihood of success. Later, based on careful assessment of both the process itself and the results of these pilot efforts, the model can be applied in other jurisdictions as an integral part of the national poverty-reduction strategy.

2. Objectives

- 2.5 The program's central objective is to introduce a new participatory model of social management which will empower and strengthen the ability of highly vulnerable population groups in about 80 barrios and/or high-priority urban zones in eight metropolitan centers and indigenous communities, encouraging them to seek out and gain access to essential social services as a means of: (i) reducing their exposure to social hazards and improving their quality of life; and (ii) making more efficient and more effective social spending available to these group in the areas served.
- 2.6 Thus, the program's specific objectives will be to:
- a. Institutionalize the participatory planning process (PPP) as a means of encouraging solidarity and stimulating demand for social services among groups targeted by the program, mobilize and coordinate the efforts of local social actors in the promotion, preparation, execution and evaluation of barrio development plans (BD plans), joint barrio development plans (JBD plans) and indigenous community initiatives. The PPP is designed to eliminate factors which limit the ability of the target groups to access existing social services.
 - b. Strengthen the operating and management capabilities of participating local and provincial government bodies, civil society organizations and indigenous groups for efficient management of the respective plans.
 - c. Boost the capacity of the Social Development Secretary (SDS) and other agencies within national, provincial and municipal governments, so that they are better able to allocate resources under their social programs to population groups most in need.

B. Components

- 2.7 The program will assist the target population and institutions by means of three components: (1) improving access to social services; (2) institutional strengthening; and (3) support for indigenous groups.
1. Improving access to social services (US\$46.2 million).
- 2.8 This component will finance the design and execution of barrio and joint barrio development plans and projects to assist target vulnerable groups, with the participation of civil society organizations, grassroots groups and government agencies. The activities to be financed under the BD plans and JBD plans will concentrate on the expansion of existing government and civil society programs (e.g. day-care centers and dining rooms for the elderly); incorporation of proven targeted programs not yet tried in a given barrio (e.g. nutrition, youth leadership, senior citizen programs); and introduction of new activities (e.g. home-care

providers, reproductive health for adolescents, training for families of disabled persons).

- 2.9 This component will be used in the larger urban centers selected on the basis of an unemployment index that includes the new poor. This index takes account of both unemployment and underemployment rates, and how they have changed over the last three years. The eight urban centers (in six provinces) with the highest indices were broken down by department and ranked according to their UBN levels. This made it possible to target activities under this component to marginalized areas within priority cities. As a result, 29 departments were selected in Greater Tucumán, Greater Córdoba, Corrientes, Greater La Plata, Greater San Juan, Greater Buenos Aires, Greater Rosario, and Greater Santa Fé (see Annex II-1). ^{4/} Within this group, the program will focus on some 30 of the 50 municipalities in the priority departments. The process used to select municipalities and barrios is described in Chapter III (see paragraphs 3.10 and 3.11).

a. Participatory design subcomponent (US\$1.4 million)

- 2.10 The program will finance participatory planning processes, institutional strengthening and preinvestment activities for barrio and joint barrio projects and plans which are aimed at meeting the needs of female heads of household, at-risk youth, elders, disabled persons and indigenous peoples, and which will be financed with resources from the BD and JBD plans for providing services to vulnerable groups.
- 2.11 The participatory planning process will be developed through workshops on participatory planning including surveys and discussion groups on the status of vulnerable population groups in a barrio and the local availability of related services. The central focus of the PPP will be to formulate BD plans (goal: 70 BD plans) and JBD plans (goal: 10 JBD plans) by consensus. The features of BD plans and JBD plans are detailed in Table II-1. This process, which will include participation by CSOs, the target groups and pertinent public agencies, is described in Chapter III. Thus, the BD plans and JBD plans will be based on a joint commitment by those who will carry out the plans, and the organizations and programs sponsoring the program, to ensure efficient execution and sustainability of the projects in their charge.

^{4/} Bahía Blanca was one of the urban centers with the highest unemployment figures, but when UBN statistics were analyzed at the departmental level this province was above the cut-off line.

Table II-1
FEATURES OF BARRIO AND JOINT BARRIO DEVELOPMENT PLANS

FEATURE	DESCRIPTION
a. Ex ante information	Initial baseline information (indicators)
b. Participatory diagnosis (also serves as input for ex ante evaluation)	Needs of vulnerable groups in the barrio, emphasizing: (i) sociodemographics, supply and demand of services (ii) problems prioritized in TPPs (iii) individuals and organizations participating in PPP
c. Series of projects	(i) promotion and access by target groups to social services under Type A activities & the Operating Regulations (OR) (ii) institutional support for project executing units (PEUs) under Type B activities
d. Identification and full evaluation of PEUs	Study of the institutional and financial capacity of PEUs Identification of institutional support they require
e. Sustainability/coordination plan	For services, specifying sources of funding and institutional support, as well as coordination with other programs
f. Series of essential agreements	Project agreements (SDS-PEU), supervision and monitoring agreement (SDS-SO), and coordination agreements
g. Identification of SOs	Designation of SOs for PPP/ratification by coordinating unit (CU)

- 2.12 The process in this subcomponent involves incorporating selected CSOs as support organizations (SOs) with responsibility for conducting the PPPs. This stage also includes activities designed to strengthen institutions that may require support to formulate projects and meet the requirements for acting as PEUs: helping them formalize their legal and institutional status (registering as a legal entity, meeting basic organizational and accounting requirements) and providing specialized technical assistance (designed for specific vulnerable groups).
- 2.13 Hence, the subcomponent will finance both technical support (consultants and SOs) and logistical support (mobilization, materials) for conducting the PPP, preparation of the resulting projects and plans, strengthening of institutions, coordination of PEUs, and local promotion of the resulting proposals.
- 2.14 The JBD plans have similar features and will follow a similar process, although with a more restricted range of activities and communities. Only 10 such joint programs are planned, and unlike the BD plans they group together various barrios in each participating municipality. Within these, support will be given to projects aimed specifically at female heads of household and at-risk youth (since these two groups are least well served by existing social policies and programs), confined initially to projects in: (i) public awareness; and (ii) support and strengthening of grassroots organizations. The hope is to influence local policies by encouraging municipalities to take a more active role in the participatory process where it involves

more than one barrio and is aimed at assisting the most vulnerable segment of their populations.

b. Subcomponent for BD and JDB plans for social services to vulnerable groups (US\$41.2 million)

- 2.15 This component will finance execution of the BD plans and JDB plans produced in the first subcomponent. Eligible activities for the BD plans include two types which complement one another: one type covers activities related to access to the services themselves (Type A), and another covers support for operating and managing institutions (Type B). Both types may be adjusted in the course of the program.
- 2.16 Type A activities (Table II-2) were devised after a series of workshops and an evaluation of neglected areas (see paragraph 4.15) and include efforts to: (i) expand existing community programs run by the government and by CSOs; (ii) introduce targeted programs that have succeeded elsewhere into barrios where they have not yet been tried to date; and (iii) introduce new activities. The target population, expected results, unit reference costs, coordination with other programs, and eligibility requirements have been defined for each type of activity.

Table II-2
TYPE A ACTIVITIES

TARGET GROUPS	TYPES OF ELIGIBLE ACTIVITIES
Female heads of household	<ul style="list-style-type: none"> 5. Setting up child-care centers (0-13 years of age) 6. Housing upgrades 7. Raising awareness of specific issues 8. Support for access to job training/placement in fields with greatest demand 9. Prevention, information, awareness of reproductive health
At-risk youth	<ul style="list-style-type: none"> 10. Access to advanced training in skills acquired informally 11. Awareness training and information for prevention and treatment of social risks (e.g. drug addiction, teenage pregnancy, low self-esteem) 12. Remedial training and support for education 13. Development and set-up of cultural, recreational and sports programs and centers
Elders	<ul style="list-style-type: none"> 1. Upgrading housing security and functionality 2. Expansion of food assistance programs 3. Sensitivity training and awareness of the problems faced by seniors 4. Creation of educational and recreational opportunities for integration of elders
Disabled persons	<ul style="list-style-type: none"> 14. Improvement of infrastructure and supply of rehabilitation services, and preventing disabilities 15. Improving food assistance infrastructure 16. Information and guidance for disabled persons and their families, raising awareness in the community and among providers concerning the problem of disabilities and services available to the disabled 17. Community training for prevention and early detection of disabilities, and early childhood stimulation 18. Support for efforts to provide access to employment for disabled persons
Activities common to all four groups	<ul style="list-style-type: none"> 19. Support for access to community garden programs and training in growing food 20. Community infrastructure 21. Training of home-care providers for elders and disabled persons 22. Information, communication and referral system to facilitate access to health care for elders and disabled persons 23. Support for creation of associations of young people (both sexes) and FHHs to provide services (e.g. cooperatives, microenterprises, self-help services)

2.17 In the case of *female heads of household*, activities are intended to raise individual and family earning power by helping beneficiaries enter the work force (improving job skills and providing time away from child care duties) and providing opportunities for self-improvement. Activities designed to meet the needs of *at-risk youth* will focus on efforts to help young people integrate into society and the work force, and encourage more productive use of their free time by offering opportunities for personal, cultural and vocational development which are consistent with the demands of modern urban life. Activities aimed at the *elderly* will be designed to make up for gaps in the social safety net by providing assistance with physical or mental health problems, inadequate financial support or housing, or family and social difficulties. These interventions will improve the quality of their remaining years, endeavoring first of all to meet their basic needs, provide for better use of leisure time and promote their acceptance by making the community aware of their role in society and the personal, economic and social investment they have made in the community over their lifetimes. Similar efforts will be made on

behalf of *disabled persons*, for whom activities will be designed to promote acceptance by the community and social service providers, as well as to expand the community resources available to help them find a productive social role.

2.18 Public information activities will be included in the program to ensure more effective execution of this subcomponent. These will seek to disseminate the achievements and lessons learned in the introduction of the new model by promoting exchanges between the entities implementing the BD plans and JBD plans, as well as with the communities themselves and their CSOs. Participation by provincial and municipal experts in participatory planning processes and in ensuing regional workshops will mark the first step toward building the new model into those levels of government.

2.19 Type B activities (Table II-3) will be designed to meet the most important institutional needs identified among the PEUs (see paragraph 4.15). These will include technical assistance and provision of the equipment needed to ensure effective participation by the PEUs in the design, execution and continuation of the projects entrusted to them.

2.20 This component will be devoted mainly to financing the initial costs of planned activities (training, personnel, materials, technical assistance), generally with declining contributions and gradually increasing local counterpart contributions (see paragraph 3.26). On a smaller scale, resources will also be provided for minor works and equipment purchases needed to carry out the specified services. Funds will also be made available to finance the work of the SOs in providing support for project executing units during the two-year execution period for each BD plan and JBD plan.

Table II-3
TYPE B ACTIVITIES

TYPE OF ACTIVITY	ELIGIBLE ACTIVITIES
Activities to facilitate the reorganization of institutions	Training in design and management of social projects Training in basic methods of administration
Procurement of computer hardware	Purchase of computer hardware Training in its use Purchase of basic furniture
Activities for strategic planning	Technical assistance/institutional strengthening for CSOs and GOs that will carry out social projects for vulnerable groups Management methods to help institutions mobilize resources to continue BD projects.

2. Institutional strengthening: SISFAM (US\$5.1 million)

2.21 This component will support the design and implementation of a Universal Family Identification and Registration System for Social Programs (SISFAM). The system will strengthen the SDS and other bodies (national, provincial and municipal) involved in the social sectors. Technical assistance, training and equipment will be financed.

- 2.22 In view of recent changes in the levels and composition of poverty, as well as in the social initiatives of the SDS and other public and private agencies, management of the SISFAM will be added to the activities of the Information, Evaluation and Monitoring System for Social Programs (SIEMPRO), to streamline social spending and make it more effective. The SISFAM will enable authorities to conduct more precise socioeconomic assessments of specific population groups to ensure technically accurate, objective, equitable and transparent selection of beneficiaries under targeted social programs operated by the State. It will permit the identification of the poorest and most vulnerable families, to set priorities based on family make-up and geographical criteria.
- 2.23 To do this, the component will finance the introduction of a social programs eligibility card (FIBAPS) for use in compiling a roster of beneficiaries under existing social programs, while also identifying the most frequent combination of needs; as well as providing resources for technical assistance, purchase of equipment and inputs, training programs and conducting and processing the results of surveys for the design, pilot testing and implementation of the SISFAM. Also included will be technical assistance to be provided by the SISFAM technical team for the Ministry of Culture and Education in the design of the SISFAM card, study grants and training for the personnel responsible for its introduction, which will serve initially as a means of determining the size, identification, records and monitoring of the drop-out reduction school grants program, and as an essential input for establishment of the final version of the SISFAM. When SISFAM has been duly implemented, a universal system of records will be available at the municipal level for use in selecting the beneficiaries under targeted social programs, increasing their effectiveness by enabling them to target the poor more precisely. The component is designed to make best use of the existing records and targeting instruments, lessons learned in other countries, and other SIEMPRO institutional strengthening activities for the provinces and municipalities.
3. Support for the indigenous population (US\$5 million in nonreimbursable FSO resources).
- 2.24 This component is to be financed with parallel technical-cooperation funding (see Annex II-4) and is intended to create mechanisms for overcoming the cultural barriers that prevent indigenous groups from accessing social and economic programs operated by State and other organizations by adjusting these programs to their aboriginal culture and circumstances; and to facilitate this process by reinforcing the operating and management capacity of indigenous organizations at both the grassroots and support level, and of the related government agencies, within the methodological framework employed in the management model described above. The component will have some 17 programs and projects

operated by the SDS and various other sectors, 5/ with close coordination among them.

- 2.25 The component will be targeted to areas with high concentrations of indigenous peoples, primarily in the northwestern region, involving 12 departments in the provinces of Salta, Jujuy, Formosa and Chaco, serving some 40,000 indigenous people in all. The ethnic groups participating in this component will include the Wichi (Mataco), Toba, Pilagá, Chulupí, Chané, Tapiete, Guaraní and Colla. The component will have three subcomponents: (i) support and institutional strengthening for indigenous organizations and communities; (ii) specific projects; and (iii) promotional and information activities.

a. Support and institutional strengthening for indigenous organizations and communities subcomponent (US\$1.4 million)

- 2.26 Four support organizations (SOs) will offer services in legal training, legal assistance in setting up formal organization agreements for indigenous groups and communities, as well as technical assistance and training for a participatory diagnostic study of local supply and demand, preparation, execution and supervision of projects, with emphasis on administrative organization and management controls. The component will also finance training for SOs and social communicators among indigenous groups. Finally, support will be provided for the acquisition of technological resources to improve management capacity among participating organizations.

b. Specific projects subcomponent (US\$2.9 million)

- 2.27 Eligible activities under this subcomponent are those intended to promote and ensure access to productive projects, job training, and projects involving the environment, health, sanitation, agriculture or bilingual education, among others (see Table II-4).

5/ Agriculture, labor and social security, health, education, leadership training (Indigenous Participation Program, financed by the IBRD, National Conference of the Aboriginal Pastoral Mission, financed by the SDS).

Table II-4
INDIGENOUS PEOPLES SUPPORT SUBCOMPONENT
TYPES OF ACTIVITIES

TYPE OF ACTIVITY	ELIGIBLE ACTIVITIES
Productive activities	Family and community gardens and orchards Capital Investment support (e.g. irrigation, electrification)
Environmental	Environmental training, tree nurseries, reforestation, combined livestock and forestry operations, fish farming
Sanitation	Training in sanitation, water supply systems, construction of latrines
Social services	Job training, remedial schooling, access to study grants, bilingual education, cultural heritage workshops, community health, community centers, radio broadcasting

c. Promotional and information activities subcomponent
(US\$300,000)

2.28 This subcomponent will finance production and distribution of printed and/or audiovisual materials on: (i) the rights of indigenous peoples in raising social awareness and sensitizing the public to the history, culture and current situation of indigenous groups; and (ii) the organization and administration of projects relating to productive activities and access to social services. It will also finance workshops to promote and follow up on the component in order to stimulate participation in the projects by indigenous communities and organizations, with special attention to the inclusion of indigenous women. The types of activities detailed in the Plan of Operations (Annex II-4) will be eligible.

C. Program scale

2.29 The scale of the program is determined by the need to validate both the new management model and the types of activity selected for the vulnerable groups chosen as the target for this pilot project. The proposed scale will allow for adequate testing of the management model and types of intervention within the scheduled period of four years, using a critical mass of vulnerable groups in urban and rural communities without exceeding the financial capabilities of the SDS and participating PEUs. It should be noted that the scale of the social services access component is based on an analysis of the BD plans and related needs of vulnerable groups in the barrios that make up the sample, as well as on the institutional and financial capacity of the PEUs. The scale of the indigenous groups component is based on critical areas neglected under the regular programs of the National Institute for Indigenous Affairs (INAI), and is considered supplementary to the latter and a pilot project in its own right with respect to the proposed types of intervention. The size of the institutional strengthening component corresponds to the observed needs of institutions and is intended to provide continuity among civil society organizations assisting vulnerable groups, on the one hand, and to provide program resources to support implementation of the SISFAM in a third of the country's municipalities, on the other hand (see paragraph 3.28).

D. Costs and financing

- 2.30 It is estimated that the total cost of the program will be US\$60 million, of which US\$5 million would be in the form of nonreimbursable (parallel) technical-cooperation funding in local currency. A detailed breakdown and timetable are in the technical files.

Table II-5
PROGRAM COSTS AND FINANCING
(in millions of U.S. dollars)

PROGRAM COMPONENTS AND INVESTMENT CATEGORIES	IDB CONTRIBUTION				LOCAL COUNTER-PART	TOTAL	%
	OC	FSO	ATN	Total			
1. Access to social services component	11.2	15.3		26.5	19.7	46.2	77.0
1.1 CU of SSPS	2.6			2.6	1.0	3.6	6.0
1.2 Participatory design	1.4			1.4		1.4	2.3
1.3 BD and JBD plans	7.2	15.3		22.5	18.7	41.2	68.7
1.3.1 Access to services	1.9	15.3		17.2	17.8	35.0	58.3
1.3.2 Institutional support	5.3			5.3	0.9	6.2	0.1
2. Institutional strengthening: SISFAM	3.1			3.1	2.0	5.1	8.5
2.2.1 SISFAM technical team	0.4			0.4	0.1	0.5	0.8
2.2.2 Plan/implementation	2.7			2.7	1.9	4.6	7.7
3. Support for indigenous population			5.0	5.0		5.0	8.3
3.1 CAPI technical team			0.4	0.4		0.4	0.7
3.2 Support and strengthening			1.4	1.4		1.4	2.3
3.3 Specific projects			2.9	2.9		2.9	4.8
3.4 Promotional and information activities			0.3	0.3		0.3	0.5
Subtotal	14.3	15.3	5.0	34.6	21.7	56.3	93.8
4. Unallocated	0.1	0.0		0.1	0.1	0.2	0.3
4.1 Escalation	0.1	0.0		0.1	0.1	0.2	0.3
5. Financial costs	2.1	1.2		3.3	0.2	3.5	5.8
5.1 Credit fee					0.2	0.2	0.3
5.2 Inspection & supervision	0.1	0.2		0.3		0.3	0.5
5.3 Interest	1.9	1.0		2.9		2.9	4.8
TOTAL	16.5	16.5	5.0	38.0	22.0	60.0	100.0

E. Types of financing

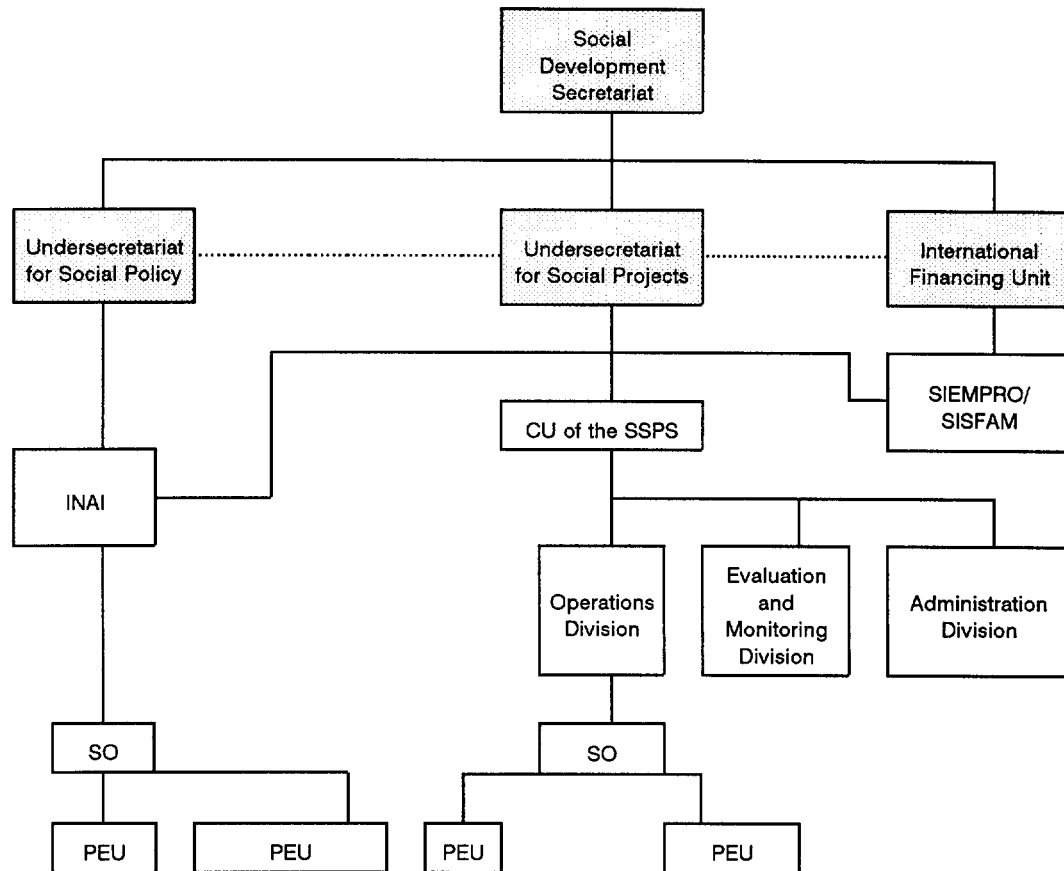
- 2.31 The financing is of various types and conditions. The ordinary capital (OC) portion will be financed in United States dollars as the sole currency, with a term of 25 years at a variable rate of interest, with a grace period of four years, a credit fee of 0.75% and an inspection and supervision charge of 1%. The FSO in local currency will be financed over 25 years at interest of 3%, with a grace period of four years and an inspection and supervision charge of 1%. The nonreimbursable financing will be in local currency from the FSO. The IDB contribution will amount to 60% of the loans from the OC and FSO (not counting technical-cooperation funding). Although the program qualifies as poverty-targeted under the Eighth Replenishment, it will not be using 60% matrix financing at the specific request of the country (see paragraph 4.22).

III. PROGRAM EXECUTION

A. Executing agency

- 3.1 The government has named the Social Development Secretariat (SDS) as responsible for execution of the program, through its Under-secretariat for Social Projects (SSPS). Since the program has three complementary components, each with its own method of execution and different target populations, these will be executed under a coordinating unit (CU) and two technical teams within the Secretariat (see Figure III-1). This organizational arrangement, which includes the participation of various bodies within the SDS, will streamline execution of the program by giving the SSPS charge of operations while providing access to expertise and using existing channels for internal coordination within the SDS.
- 3.2 For execution of the access to social services component, the CU under the SSPS will have the following duties: (i) selecting the municipalities and barrios; (ii) evaluating, approving and monitoring the barrio development plans and joint barrio development plans to ensure compliance with the rules and procedures adopted for this purpose; (iii) coordinating operations with provincial and national programs that serve the same target populations; and (iv) promoting awareness and publicizing activities under the program. To carry out its duties, the CU will have a coordinator heading three divisions: operations, evaluations and monitoring, and administration. In addition, it will have an Approvals Committee, made up of the Secretary of the SSPS, the coordinator and the heads of each of its three divisions. Finally, the CU will have some 13 officials and the support of consultants to draw upon for its tasks.

Figure III-1
ORGANIZATION CHART FOR THE VULNERABLE GROUPS SUPPORT PROGRAM



- 3.3 Execution of the institutional strengthening component will fall to SIEMPRO which reports to the International Financing Unit, a division of the SDS. SIEMPRO will be strengthened for this purpose by the creation of a technical team made up of the senior officer in charge of the team, a database manager, one systems engineer and a surveys expert, and will also be assisted by consultants and a specialized agency. This team will: (i) coordinate development of the instruments and strategies needed for implementation and operation of the SISFAM; and (ii) provide technical assistance for the provinces and municipalities with implementation and use of the instruments designed and information produced.
- 3.4 For execution of the indigenous groups support component, the technical team of the National Institute for Indigenous Affairs (INAI) will have a coordinator, an official responsible for evaluation and supervision, and another to act as administrator. The technical team will be responsible for: (i) supervising the community training programs and providing support for project preparation; (ii) evaluating proposed projects, directing environmental impact studies; and (iii) supervising promotional and information activities. The team will have an Approvals Committee made up of the director of the INAI, the team coordinator, and the

official responsible for evaluation and supervision. In carrying out this component, the CU will be advised by Oversight Committees made up of representatives from participating indigenous communities. Before presentation of the operation to the Board of Executive Directors, the SDS must present to the Bank a copy of the resolution formalizing its coordination with the INAI.

- 3.5 Given that the program emphasizes strengthening the institutional and operational capacity of participating organizations from local governments and civil society, its execution and supervision will entail participation by the following organizations under a defined framework:

a. **Support organizations** (SOs). The SOs are civil society organizations (CSOs) with technical expertise in the design and management of social projects, which will provide support in the preparation of the plans and projects under the access to social services component and the indigenous groups component. The SOs will supervise and provide technical support for the project executing units, ensuring that goals are met at the local level.

b. **Project executing units** (PEUs). Participating municipalities and CSOs that are legally constituted are eligible to act as PEUs under the access to social services component, provided their objective is to assist the groups targeted by the program, they have experience in managing social projects, and they undertake to allocate the material and financial resources necessary for proper execution of the projects. The list of those eligible to act as PEUs under the indigenous groups support component includes communities entered in the National Register of Indigenous Communities or the provincial registries of corporate entities, as well as indigenous organizations of a regional or local nature, indigenous cooperatives or other legally recognized associations of indigenous producers.

- 3.6 Commencing operations of the SPSS coordinating unit and the INAI technical team, along with the hiring of the expert in charge of the SISFAM technical team, will be conditions precedent to the first disbursements under the respective components.

B. Rules governing project execution

- 3.7 Each province to participate in the program must submit a letter of commitment. The program resources will be transferred to the executing entities on a nonreimbursable basis. Execution will proceed in accordance with the operating, technical and financial procedures set out in: (i) the loan contracts and technical cooperation agreement between the Bank and the borrower; and (ii) the Operating Regulations (ORs) for each of the program's components. The ORs and their appendices define, among other aspects, the following: the operating mechanism for the respective component, criteria for the selection of areas of intervention, ceilings for the financing of BD plans and JBD plans per executing

unit and per small project, the types of projects eligible for financing, mechanisms for implementation of the SISFAM, and monitoring and evaluation procedures. These regulations will be supplemented by the following normative documents: organizational and procedural manuals, guides for the preparation of plans and projects, monitoring manuals, accounting and procurement manuals, standard agreements with the SOs and PEUs, municipalities and provinces, according to the component; and the internal rules of procedure of the Approvals Committee. Entry into force of each set of ORs will be a condition precedent to the first disbursement under the respective component.

C. Execution period and deadlines for commitment of resources

- 3.8 The program will be executed in a period of four years. The resources for the BD plans and JBD plans must be committed within the first two and one-half years, and all remaining loan proceeds must be committed in the first three and one-half years. Both of these periods are to be reckoned from the date on which the loan contract enters into effect.

D. Access to social services component

1. Participatory design subcomponent

- 3.9 A design period of five months has been allotted for preparation of each BD plan, during which the municipalities, barrios and SOs will be selected and the BD plans will be designed using the methods and criteria laid out in the Operating Regulations for the component and the guide for preparation of plans and projects. In preparing this operation, a total of 10 BD plans have already been designed to provide a starting point for the program.
- 3.10 Selection of municipalities. In conjunction with the governments of the provinces involved, the CU will choose approximately 30 municipalities in the selected departments (see paragraph 2.9). In order to be eligible for selection, municipalities must: (i) have offices serving the target groups; (ii) sign a letter of intent allowing the component to be carried out in its jurisdiction and undertaking to cooperate with participatory planning processes; (iii) be listed in the plan of action developed by the SDS; and (iv) have a population above 10,000, with 70% of its people in urban centers. As part of the selection, the Operations Division of the CU will prepare a preliminary diagnostic study of the municipality, assessing the feasibility of carrying out the component within its area and presenting the final selection to the Approvals Committee for clearance.
- 3.11 Selection of barrios for BD plans. Once the municipality has been chosen, the Operations Division will hire a local consultant to prepare a sociodemographic and institutional diagnosis of potentially eligible barrios. That Division will then submit to the municipality a list of barrios that meet the eligibility criteria, and by mutual agreement officials of the two authorities

will select the barrios from that municipality which will participate. A total of approximately 70 barrios or urban zones will be chosen as meeting the following eligibility criteria: (i) verification of the presence of target groups is provided; (ii) they are home to between 500 and 2,000 families, at least 75% of which are living in poverty; (iii) ownership of at least 80% of the properties in the barrio is titled; (iv) the area is served by social programs operated by the national, provincial and/or municipal governments, and/or civil society organizations, with which the BD plans can be coordinated; and (v) working in the selected barrio is among the priorities adopted by the municipality.

- 3.12 Selection of urban zones for the JBD plans. Joint barrio development plans (JBD plans) will not be prepared until the second year of the execution period, and will be limited to a maximum of 10. JBD plans will only be prepared in municipalities that have at least three BD plans in operation by the end of the first six months of the program. To be eligible, municipalities have to indicate interest in developing or improving their official policies for assisting female heads of household and youth.
- 3.13 Selection of SOs. Each plan will have its own support organization (SO), although the same organization need not serve as SO for both the participatory design and execution phases of the plan. In the design phase, the SOs will provide support for preparation of the BD plans and JBD plans, which includes holding workshops for identification and preparation of the plans and technical support for preparation of the projects. Nonprofit entities with the capacity to provide support for the strengthening of grassroots organizations, design social programs and monitor execution of comprehensive projects will be eligible to act as SOs. In selecting the SOs for this phase, the Operations Division will invite entities to submit proposals. Final selection will be the responsibility of the Approvals Committee. The maximum cost for activities of an SO in this first phase will be US\$15,000, and their work must be completed within a period of six months.
- 3.14 Design of the BD plans and JBD plans. For the design of the BD plans, SOs will expand the diagnostic study of the selected barrio by gathering additional information on the characteristics of the target groups and existing programs in that location. This study will be based on available data, plus information gleaned from interviews and local surveys. The SO will conduct the participatory planning process with the assistance of the Operations Division staff and the participation of representatives from public agencies at the municipal, provincial and national level, grassroots civil society organizations and those lending technical assistance, and beneficiary groups, through a series of approximately six participatory workshops, following the methods set out in the guide for preparation of plans and projects. As part of the design process for each plan, the institutions bidding to act as PEUs will conduct an evaluation of their institutional and financial capacity, with the help of the SO. The SO will give

support to the institutions in preparing the projects, and will prepare the BD plan according to the rules laid down in the Operating Regulations for the component. The design of JBD plans will follow a similar process to that described for BD plans, but in a shorter period of time. The SO in this case will conduct a diagnostic study of the eligible barrios in the municipality that were not studied previously, with emphasis on programs dealing with the problems of youth and female heads of household.

- 3.15 Strengthening institutions. Where institutions participating in the participatory planning process have the potential to serve as PEUs but do not meet the basic legal or organizational requirements, or need specific and specialized technical support to prepare their projects, they can request technical assistance through the SO during this phase. The SO will supervise this assistance and may in fact provide it directly. The cost of these activities may not exceed US\$4,000 for legal/organizational arrangements or US\$1,200 per plan for specialized technical assistance.

2. Subcomponent for BD plans and JBD plans to support vulnerable groups

- 3.16 Approval of all BD plans and JBD plans, and the signing of the respective agreements between the CU and the SOs and PEUs for this subcomponent, must take place within the first two and one-half years following date of signature of the loan contract.

a. Evaluation of BD plans and JBD plans

- 3.17 The SO and the institutions applying to act as PEUs will submit the plan and the projects it contains to the CU in the form of requests for its assistance, for evaluation and approval. The Evaluation and Monitoring Division (DES) will conduct an evaluation of the plan – ensuring that it meets the eligibility criteria set out in the Operating Regulations for the component – for subsequent submission to the Approvals Committee (AC). Before approving the plan, the AC may recommend or require changes. Presentation of requests for assistance signed by executing agencies and SOs for at least five BD plans in the sample reviewed by the parties during program analysis constitutes a condition precedent to release of the first disbursement for this component. The SSPS will submit the first five BD plans designed during execution and approved by the AC for the Bank's technical review and no-objection, in order to facilitate preparation of future plans. After that, the Bank will review a random sampling of the plans approved. If any serious departures are found, the approach of ex ante submittal to the Bank for clearance may be reinstated.
- 3.18 Eligibility of SOs. SOs that participate in the design phase, in addition to the general conditions established earlier (see paragraph 3.13) will be eligible to continue as the SO for execution of the plan only if they completed the earlier phase satisfactorily, were duly selected in the PPP, and have submitted

an application for assistance under the applicable plan. For the BD plans, the entity serving as SO may not apply to act as PEU for one of the projects, although for the JBD plans the same entity may serve as both SO and PEU. Nor may the same entity serve as SO for more than one plan. For its duties as SO in this phase, which will have a maximum duration of two years, an organization will receive up to US\$35,000 or an amount equivalent to 7% of the total cost of the BD plan or JBD plan, whichever is greater. The CU will hold annual training sessions with the SOs to strengthen their oversight capabilities.

- 3.19 Eligibility of PEUs. In order for a civil society organization or municipality to be eligible to act as PEU for a BD plan it must (in addition to meeting the criteria set out in paragraph 3.5): have participated in participatory planning activities and be endorsed by the participants; have submitted an eligible project in the form of an application for assistance; have submitted and obtained approval of an institutional-financial evaluation of its organization; have demonstrated technical and administrative capacity; and have the additional resources necessary for carrying out the project. For projects identified as Type A ongoing activities, potential PEUs must undertake to continue the effort after support under the component ends. When submitting the application for assistance for a project that proposes coordination with national or provincial social programs, the potential PEU must present evidence of a coordination agreement made with the respective program, in which the latter undertakes to assume the costs of the operation beginning in the second year of its execution, in accordance with paragraph 3.26. Entities that meet these requirements, as well as those established for SOs under paragraph 3.13 above, will be eligible to act as PEUs for a JBD plan.
- 3.20 At the request of the PEU responsible for a BD plan, or when deemed necessary by the CU based on the PEU's institutional and financial evaluation, a project to strengthen the unit's capacity may be included in the BD plan, in accordance with the provisions governing Type B projects. The SO will coordinate the execution of these activities. The maximum amount of financing available for Type B projects for any one BD plan will be equivalent to 10% of the total cost of the BD plan.
- 3.21 Eligibility of projects. To be eligible for inclusion in a BD plan or JBD plan, projects must have been prepared under the participatory planning process. For barrio plans (BD plans), eligible projects will include both Type A and Type B activities. In the case of joint barrio plans, the SSPS must submit a typology of eligible activities for the Bank's no-objection prior to approval of the first JBD plan, including the eligibility criteria and cost indicators. The projects must meet the technical, economic, financial, environmental and institutional requirements set out in the Operating Regulations for the component. The economic evaluations will be based on application of least-cost criteria through comparison with benchmark unit costs and cost

indicators for each type of project. The environmental requirements refer primarily to measures that must be taken to mitigate any adverse effects arising during construction or rehabilitation works.

b. Flexibility in types of activities

- 3.22 The SSPS may ask the Bank to declare new activities eligible, if they pursue one of the objectives established for each component. New activities must show unit costs equal to or lower than other types of intervention with similar objectives and coverage. When making such requests, the Undersecretariat will submit: (i) rationale for requesting the new service; (ii) proposed amendment to the Operating Regulations for the component and appendices; and (iii) two project analyses. The new services may not be financed with the resources of the program until these documents have been approved by the Bank.

3. Financing limits

- 3.23 The financing of BD plans will be subject to the following limits: for barrios with 500-1,000 families, a maximum of US\$450,000; and for barrios with 1,000-2,000 families, a maximum of US\$600,000. The maximum amount per JBD plan will be US\$600,000. If a BD plan or JBD plan warrants approval of amounts in excess of these limits, the Approvals Committee - through the SSPS - may request a statement of nonobjection from the Bank.
- 3.24 For local CSOs and municipalities, the maximum amount of financing that may be provided per PEU per plan is US\$300,000. Where one of these PEUs warrants approval of an amount in excess of these limits, the Approvals Committee may approve an exception and provide justification for its decision.
- 3.25 For CSOs that are regional or national in scope, the maximum per PEU per plan will be US\$300,000, with a limit of US\$3,000,000 for the entire component, ensuring that the necessary institutional capacity is available. Where one of these PEUs warrants approval of an amount in excess of the component limit, the Approvals Committee, through the SSPS, may request a statement of nonobjection from the Bank.

4. Agreements

- 3.26 To carry out the design phase for plans, the CU will sign an initial assistance agreement with the chosen SO. For the execution phase, a support and monitoring agreement will be signed between the CU and the SO. The execution of each project under a given plan will require the signing of a project agreement between the CU and the PEU, in which the latter undertakes among other things to: carry out the activities listed in the application for assistance, within the time established, submit progress reports, and sit on the local oversight committee. This agreement will also establish the amount of the project and supplementary funding. In the case

of activities with recurring operating and maintenance costs, a timetable will be included indicating a rising proportion of funding by the executing unit and gradually declining contributions from the program, such that the PEU will cover at least 10% of costs in the first year, 30% in the second year, and 100% in the third. The agreement in these cases must also contain a commitment to prepare a plan for continuation of the project, drawn up with the support of the SO, which is to be submitted six months prior to project completion.

5. Supervision and monitoring of plans and projects

- 3.27 The CU will delegate the task of supervising the work of PEUs to the chosen SO. The SO will review progress in the works and delivery of services, verifying compliance with agreed objectives, timetables and technical requirements; submit quarterly progress reports for its plan to the CU, based on reports it receives from each PEU; and approve the corresponding disbursements. The SO will also create a local oversight committee made up of the PEUs, the CU, representatives of the municipality and a cross-section of other local organizations that have participated in the PPP. The committee will meet once each quarter to review results and discuss the programming for the following quarter. Each SO will hold at least two training sessions per year for PEUs responsible for projects under its plan, to review their operations.
- 3.28 The CU will supervise the tasks of the SOs and the overall advance of the plans, and, where warranted, will visit PEUs to inspect their operations. Its oversight will be based on the information given in applications for assistance, the logical framework and its targets, the progress reports received from SOs, and the performance reports prepared by the PEUs and approved by the respective SO. The CU will be responsible for preparing the Annual Work Plan (AWP) and semi-annual progress reports for each component to be submitted to the Approvals Committee for clearance. As part of its oversight duties, the CU will hold two workshops during execution of the BD plans and JBD plans subcomponent in order to provide training for representatives of the provincial and municipal social agencies or programs operating in each of the six provinces.

E. Institutional strengthening component: SISFAM

- 3.29 A SISFAM technical team will be created within SIEMPRO for the execution of this component, and will receive support from other units and departments of SIEMPRO. ^{6/} In addition, each participating province and municipality will appoint an official to

^{6/} Program resources will be used to fund development and implementation of the system in approximately one third of the municipalities. The Programa de Desarrollo Institucional e Inversiones Sociales Municipales (PRODISM) will pay for its implementation in the remaining municipalities, in coordination with SIEMPRO.

coordinate the implementation and maintenance of the system within its territory. This effort will be aided as well by experts with the United Nations Development Programme (UNDP) serving under the Colombian Social Mission and acting as a specialized agency. These experts will provide support in calculating Argentina's cost of living index, as well as preparing and testing the SISFAM survey card and prompt cards, and the software and information processing manuals, in both cases transferring its know-how and technology to SIEMPRO's staff. It is proposed as an exception to the Bank's policy that authorization be granted for direct contracting with this agency owing to the extremely specialized nature of the work, in which the Social Mission has recognized expertise. The continuity of technical assistance and the inter-agency ties created between the Social Mission and SIEMPRO during preparation of this program are essential for achievement of the objectives under this component.

- 3.30 The design of SISFAM will proceed in various stages, beginning with the following steps to be carried out simultaneously: the social programs eligibility cards (FIBAPS) will be introduced initially under SDS programs and subsequently in other national agencies or departments; the survey card and software for the SISFAM study grant program will be designed and training provided for officials of the Ministry of Culture and Education in the utilization and processing of this form; and the cost of living index will be designed. Once the cost of living index and the software and manuals for the final version of SISFAM have been designed, and drawing on the experience gained in implementing the SISFAM study grant program, SISFAM will be applied on a pilot basis in two provinces which are already cooperating with SIEMPRO and have expressed interest in participating in the pilot phase of this project. After the design of the instruments has been tested, system implementation at the national level is planned, scheduling its introduction in 12 provinces in the first year, nine in the second year, and the three remaining provinces in the third year.
- 3.31 The use of SISFAM to target social programs will be made part of the policy of the SDS, ensuring effective utilization of the system. The SDS, through SIEMPRO, will be responsible for coordination with other ministries in the implementation of the system, beginning with its use by the Ministry of Culture and Education for its program of scholarships to remain in school. The implementation of SISFAM at the provincial and municipal levels will be voluntary, and the order in which it is introduced will depend on interest and whether given entities have the necessary organizational capacity. Participating provinces and municipalities will sign an agreement with SIEMPRO undertaking to participate in implementation, use and maintenance of the system within their jurisdictions.
- 3.32 The officer in charge of the technical team will supervise the component, preparing the semiannual progress reports and AWP's for the component. Once approved by the UFI, these reports will be

forwarded to the SSPS. The provincial coordinator will provide supervision for implementation of the system at the local level.

F. Component of support for the indigenous population

- 3.33 The INAI will be strengthened through the addition of a technical team and training of the Approvals Committee, which will ensure proper coordination between these activities and other programs operated by the INAI. The INAI will also sign coordination agreements with public and private sector agencies that can provide supplementary support for execution of the projects.
- 3.34 Selection of SOs. The SOs will be indigenous organizations of a regional or local nature selected jointly by representatives of indigenous communities and the technical team in regional participatory workshops. The SOs will sign an agreement for strengthening with the INAI, listing their responsibilities, which will include providing training programs in the organization and administration of indigenous communities; assisting in the preparation of projects; analyzing the needs of organizations selected in terms of support materials; and monitoring and providing technical support for the execution of projects.
- 3.35 Selection of PEUs. In order for a community or organization to serve as a project executing unit (in addition to meeting the criteria set out in paragraph 3.5), it must have helped prepare the diagnostic studies of its community and participated in the training workshops on project identification and design, have submitted an eligible project, have demonstrated technical and administrative capacity, and have shown that it has the counterpart resources necessary for carrying out the project.
- 3.36 Eligibility for specific projects. The technical team will evaluate projects to make certain that they have been prepared by means of a participatory planning process and in accordance with the guide for project preparation, the Operating Regulations for the component and the requirements for specified types of activities. The team will also decide whether an environmental impact study is required before forwarding them to the Approvals Committee (AC) for clearance. Other eligibility requirements include a commitment by the community to provide counterpart resources, in the form of either services or money, and — for social services — a strategy for ensuring continuation of the project. Preference will be given to projects that include provision for coordination with other programs. The funding limit per project will be US\$50,000, with a maximum duration of two years. The limit on the amount that may be financed per PEU will be US\$120,000 per year.
- 3.37 Once nine projects have been prepared and approved by the AC, the technical team will draw up the final version of the project typology spelling out eligible activities and indicating the other actions and programs with which coordination is required. Once this has been approved by the AC and the Bank has issued a

statement of nonobjection, the AC may continue its procedure of approving projects. Execution of each specific project will be subject to the signing of a project agreement between the INAI and the PEU under which the latter undertakes among other things to carry out the activities indicated in the project as it has been approved, submit progress reports, and offer proof of expenditures under same. This agreement will also establish the amount of the project and counterpart contribution.

- 3.38 Internal review and supervision. The technical team will be responsible for supervision of the component, delegating specific PEU oversight duties to the SOs. Supervision of specific projects will place particular emphasis on the following aspects: meeting the goals agreed to in the timetable; eliciting input from members of participating communities; and verifying environmental impact and the corresponding corrective measures. The PEUs will submit semiannual progress reports to the technical team, authorized by the SO. Using information from these reports, the team will prepare an AWP and a semiannual report on the component. Once these reports have been approved by the AC, they will be presented to the SSPS. At least two internal review meetings will be held per year, with the participation of the technical team, SOs, oversight committees, and those responsible for PEU projects.

G. Program monitoring

- 3.39 Annual Work Plan (AWP). The SSPS will submit to the Bank for nonobjection an AWP for the program covering each 12-month period beginning from the date of signature of the loan contract, made up of the AWP's drawn up for its different components. This AWP must contain among other things an annual strategic plan based on the logical framework and its proposed targets; a detailed list of activities for reaching those targets, projects and activities approved and expected to be approved during the year; a timetable for execution, with estimated disbursements; and a detailed budget showing sources of financing. Presentation to the Bank of the first AWP for the services access and SISFAM institutional strengthening components will be a condition precedent to the first loan disbursement. Presentation to the Bank of the AWP for the indigenous groups component will be a condition precedent to the first disbursement of technical-cooperation funding.
- 3.40 Progress reports. The SSPS will submit semiannual progress reports for the Bank's nonobjection, consisting of progress reports for the various components, indicating *inter alia* any deviation from planned activities - explaining the reasons for these - and an analysis of the maintenance status of works and equipment financed by the program. The areas on which program monitoring should focus are those established in the logical framework (Annex III-2) and the performance targets and outputs agreed to with the Bank. These reports must be submitted within 60 days following the end of the corresponding six-month period.

- 3.41 Annual review and programming. Beginning in the first year of the execution period, and based on the progress reports and AWP, the Bank and the SDS will jointly conduct an annual review of the extent to which program targets have been met and set goals for the following year. This review will be scheduled within the next 30 days following submission of the AWP. If the Bank finds that execution of the program is unsatisfactory based on these annual meetings and/or a review of reports submitted to it, the SDS will have 60 days thereafter to submit additional reports setting out the measures to be taken to correct the situation, and corresponding changes required in the timetable and budget.
- 3.42 Mid-term evaluation. When 30% of program resources have been disbursed or 50% have been committed, whichever comes first, the SDS will, using its own resources and with technical support from SIEMPRO, prepare and present to the Bank a mid-term evaluation of the program, based on indicators and targets in the logical framework. A joint review of this evaluation is to determine: (i) whether the program is meeting its objectives and established targets; (ii) if the respective Operating Regulations and other program requirements are being followed; (iii) how well the CU, technical teams, SOs, and PEUs are performing; and (iv) whether the monitoring system is functioning properly. The results of this evaluation will enable the Bank and SDS to agree on actions and/or adjustments that may be necessary. The mid-term evaluation meeting will replace the review and programming meeting for that year.

H. Other aspects of program execution

1. Procurement of goods and services

- 3.43 Goods and works. Given the considerable number of transactions required under the program involving purchases of goods and contracting of works in very small amounts, and in order to facilitate their execution and supervision by the Bank's Country Office in Argentina, it is recommended that as an exception to its policy the Bank require that procurements be submitted for its prior statement of nonobjection only in the case of purchases of goods valued in excess of US\$100,000, and works contracts valued in excess of US\$200,000. If this exception is allowed, the Country Office will conduct an ex post review of a random sample of these contracts to determine that the Bank's procedures were followed. If this is not the case, the Bank will not recognize the corresponding expenditure for purposes of its financing, the sample will be broadened, and, ultimately, requiring the Bank's prior no-objection may be restored.
- 3.44 In all other respects, procurement under the program will be in accordance with the Bank's policies (see Annex III-3). International competitive bidding will be compulsory for procurements valued in excess of US\$350,000 for goods and US\$5,000,000 for construction works, inasmuch as foreign firms have shown very little interest in participating in tenders held in Argentina for amounts below these thresholds. Tendering in the

case of lower amounts will be carried out by: (i) public sector entities, proceeding in accordance with local laws, so long as these do not violate the fundamental principles of the Bank's policies; and (ii) CSOs (acting as PEUs or support organizations), operating subject to the following limits: less than US\$5,000, by sole-source contracting; US\$5,000 to US\$25,000, by shopping, with a minimum of three bids required; in excess of US\$25,000, by selective bidding which includes issuing formal invitations to qualified firms.

3.45 Consulting services. With regard to selection and recruitment of consulting services: (i) entities in the public sector will adhere to the Bank's policies; and (ii) CSOs will use the selective bidding procedure, evaluating the prices and qualifications of a short-list of individuals or firms, and ensuring that they have at least three years' experience in the respective area.

3.46 For the same reason cited in paragraph 3.43 above, it is recommended that as an exception to its policy the Bank require prior approval for recruitment of individual consultants only in the event of the selection and hiring of individual consultants for services worth over US\$50,000, and consulting firms for contracts valued in excess of US\$100,000. If this exception is allowed, the Country Office will conduct an ex post review of a random sample of such contracts to determine that the Bank's procedures were followed. If this is not the case, the Bank will not recognize the corresponding expenditure for purposes of its financing, the sample of contracts will be broadened, and, ultimately, requiring the Bank's prior clearance may be reinstated.

3.47 Program execution will be decentralized, promoting involvement of local agents in the participatory design and execution of plans and projects. The nature of the program is such that the selection of PEUs cannot and, indeed, ought not be put to tender; rather, these units will be selected from among participants identified in the participatory planning process who submit applications for assistance. This management model requires support organizations at the local level to conduct the participatory planning process, and to provide technical assistance and supervision during its execution. The SOs required to supervise the participatory design phase will be chosen through an open local call for proposals. However, the SOs that will oversee implementation of plans during the execution phase of the program will be selected by the community as part of the PPP, rather than by tender or proposal calls. And the latter SOs will submit an application for assistance in conjunction with their respective PEUs.

2. Disbursements

3.48 The SDS will open a special account to hold the loan proceeds disbursed by the Bank and a special account for the technical-cooperation funding.

- 3.49 Funds for execution of projects included in plans approved under the access to social services component, or the indigenous groups component, will be transferred directly to the PEUs. The PEUs may request advances from the CU to cover the first three months of execution, based on an itemized budget and up to a maximum of 20% of the total cost of the project or US\$5,000, whichever is greater. Subsequent disbursements to PEUs will be subject to the SO's approval of the information required, ensuring that both the content and the form of this information is in accordance with the Operating Regulations and respective project monitoring manuals.
- 3.50 Given its nature, and the large number of purchases of goods and services expected under this operation, a rapid and efficient system for processing disbursements under the program has been devised. Disbursements under this system will adhere to the Bank's rules except with regard to the substantiation of advances and reimbursements of payments made. The SSPS need only submit a request for disbursement to the Bank's Country Office, accompanied by a Breakdown of Payments form and Control of Disbursements and Local Contributions form; the supporting documentation is retained by the SSPS CU, SIEMPRO, or INAI, depending on the component. This will ensure that the information contained in the payment breakdown is duly substantiated by the evidence normally required by the Bank. The bodies named above must retain in their possession the originals and/or copies of the contracts, purchase orders, invoices, receipts, payment vouchers, supplier's certificates, certificates of origin or other documentary proof of the information given in the payment breakdown. These documents must be duly identified and filed and available for review by authorized officials of the IDB and government auditors. The documentation listed here must be kept on file and readily accessible for a period of not less than three years reckoned from the date of the last disbursement under the Bank's loan. This system and the statements to be used for this purpose will be clearly described in the accounting and procurement manuals and project monitoring manuals used for the program.
- 3.51 In the course of its inspection visits, the Bank will conduct simple spot checks of these supporting documents to ensure that all of the materials necessary to substantiate disbursements have been retained, and that the funds included in reimbursement requests are being used in a manner consistent with the Bank's policies. If errors are found, a larger proportion of documents will be checked and the errors reported to the executing agency which will deduct the corresponding amount from future requests.

3. Advance of funds

- 3.52 It is recommended that an advance be created in an amount up to 10% of the proposed loan and parallel technical cooperation to permit prompt and efficient payment of expenditures during the first 180 days of the execution period.

4. Recognition of expenses

- 3.53 The Bank may recognize expenditures incurred prior to approval of the loan by the Board, for the acquisition of goods and services to be used in the program, to be reimbursed up to a maximum of US\$300,000 with resources from the proposed FSO loan, and up to a maximum of US\$200,000 in the case of the local counterpart. To be eligible, expenditures must have been made following procedures substantially in accord with those of the Bank, and within the 12-month period immediately preceding the date of approval of the loan by the Board, in the case of expenditures charged against the FSO loan, and within an 18-month period immediately preceding that date, for items charged against counterpart funding.

5. Auditing

- 3.54 Beginning in the year in which program execution commences and throughout the execution period, financial statements for the program must be submitted annually within four months following the close of the fiscal year, and must be audited by the Auditor General of Argentina, including random sampling of the projects in progress.

6. Final evaluation

- 3.55 At the conclusion of the four-year execution period, SIEMPRO will conduct a final evaluation of the results of the operation using its own resources and based on the indicators listed in the logical framework, the execution and impact targets, and the recommendations of the mid-term evaluation. At the request of the borrower, the program will not include funding for an ex post evaluation.

IV. FEASIBILITY

A. The sample

- 4.1 The sample used for preparation of the program consists of 10 barrio development (BD) plans in seven municipalities selected from three provinces (see Table IV-1). Together, these plans represent a total cost of US\$4.4 million, equivalent to 10% of the funds allocated for the social services access subcomponent. The 10 BD plans include a total of 96 projects that will directly benefit 9,526 individuals. In addition to this BD plan indicative sample, the National Institute for Indigenous Affairs (INAI) held a consultation workshop to ascertain the types of activities needed and proceed with the selection of support organizations (SOs), as the first step in preparing projects to form part of the indigenous groups component.

Table IV-1
BARRIOS COMPRISING THE SAMPLE

PROVINCE	BARRIO/ZONE	POPULATION
Berisso	Barrio Obrero/Juan B. Justo	10,625
	Villa Zula	4,464
	Villa Roca/Villa España	4,416
Quilmes	Barrio Azul	4,275
	Barrio Esperanza	7,200
Tucumán	Los Pocitos	8,550
	Las Talitas	5,498
	Ejército Argentino	8,500
Córdoba	Capital	8,150
	Unquillo	3,500
TOTAL		65,178

B. Institutional feasibility

- 4.2 Given the characteristics of the proposed program, the method used to identify, design, and deliver interventions to beneficiaries is as important as the intervention itself. Hence, the success of the program will depend in large measure on effective introduction of the participatory planning process and the implementation arrangements described in chapter III. On the basis of the program sample, five institutional considerations that will be important for execution of this operation have been identified.
- 4.3 ***Institutional relationships.*** The program is based on the premise that service to vulnerable population groups is the result of joint action under interventions and policies implemented by municipalities, provinces and the national government, and by civil society. Therefore, this program seeks explicitly to link the solving of problems in the barrio to these interventions and policies. Based

on the nature of the institutions involved, four levels of dealings can be identified.

- 4.4 First, in the case of the national government, progress in setting up the Social Cabinet and the Social Solidarity Network are helping to afford a more consistent frame of reference, particularly with respect to targeted programs and relationships between the secretariats and ministries that administer them. Furthermore, the program requirement of agreements between the institutions in charge of the different programs and the project executing units (PEUs) will pave the way for links that can help ensure that services are delivered effectively to beneficiaries under the proposed program.
- 4.5 Second, the major institutional consideration in regard to the provincial governments has to do with developing suitable mechanisms for decentralizing the administration of programs, as well as attempting to coordinate financial and human resources with the national and municipal governments. A first step in this direction is the creation of the Social Program Information, Evaluation and Monitoring System (SIEMPRO), the provincial units of which will provide data on groups living in poverty, findings of evaluations and monitoring of social programs, and a training system for social program management. Having provincial officials take part in the participatory planning process and giving them training in the social management model will help to ensure successful implementation of this program and its eventual replication.
- 4.6 Third, the most significant aspect affecting municipal governments has to do with their need for technical capacity-building to remedy shortcomings in this area. Accordingly, the program will provide assistance for all municipalities acting as PEUs in BD and JBD plans. Creation of support organizations (SOs) as independent bodies serving as catalysts between beneficiaries, civil society organizations (CSOs) and government agencies will ensure that technical assistance is available for the preparation and execution of the plans.
- 4.7 Finally, with respect to CSOs, the program attempts to help them overcome the limitations described in chapter I through technical assistance for drawing up BD plans, to be delivered at the preparatory stage, and later through the inclusion of Type B activities.
- 4.8 ***Development of participatory capacity.*** Development of the participatory process is at once an instrument to be deployed in the program and one of its objectives. Participation is an instrument because it improves the efficiency, effectiveness and sustainability of interventions. Specifically, participation is a means of expediting the "contractual relations" between the parties involved in the delivery of social services (vulnerable groups, CSOs and

- GOs). ^{1/} Secondly, participation is perceived as an end in itself, empowering communities as it helps them advance and gain better access to social services, and thereby building up their social capital.
- 4.9 In order to have a truly participatory process which instills a sense of ownership in stakeholders, projects need more lead time. The experience in preparing the sample projects for this program shows that the participatory planning process should take approximately six months. This has given time for institutional strengthening activities for participating organizations that do not meet the requirements for PEUs. It also allows for the development of participatory capacity from the preliminary stage on, thereby improving the design of interventions and giving beneficiaries and other members of the community a stake in the process and a say in decision-making on priorities among the activities making up a BD plan.
- 4.10 The participatory approaches used in the program have earned the endorsement of the community, CSOs, and municipal and provincial authorities. In the sample projects analyzed, 16 CSOs and 12 agencies, on average, from various levels of government took part in the workshops. Thus, according to this sample, both the communities and the administering organizations have put forward BD plans in which they feel a sense of ownership, and which they have formally committed themselves to help execute and evaluate.
- 4.11 ***The targeting process.*** The targeting process not only identified vulnerable groups with unmet basic needs (UBNs) in regions characterized by high unemployment, but also took into account factors related to the level of organization and the social programs operating within the areas identified. To make the targeting process even more effective, the various classifications devised for program interventions are restricted to activities specifically designed to benefit vulnerable groups. Finally, the high participation rate and variety of actors and institutions taking part in the participatory planning process make the targeting exercise more transparent at the local level.
- 4.12 ***Replicability of the model.*** The experience with the preparation of BD plans for the sample indicates that the program's *modus operandi* can be replicated in the 70 barrios (BD plans) and 10 municipalities (JBD plans) addressed by the proposed program. After this program has been carried out and before it is reproduced elsewhere in the country, however, two aspects need to be examined: (i) the possibility of expanding the scale of interventions and the participatory process through preparation and implementation of the

^{1/} The 1996 document **Strategy supporting reform in the delivery of social services** (SDS/IDB) stresses the importance of involving the community in the design and delivery of social services as one way of making the process transparent.

JBD plans; and (ii) the efficiency of this management model in comparison with traditional forms of social service delivery. The scheduled evaluations will provide additional insights for subsequent replication of the model. The role and limited size of the coordinating units and heavy reliance on SOs and local actors for preparation and execution of BD plans and JBD plans will likewise contribute to the likelihood that this management model will lend itself to replication.

- 4.13 ***Institutional capacity.*** The proposed organizational structure is suitable for the program's features and the pursuit of its objectives. In the first place, the CUs will promote, coordinate, lend advisory support for and oversee the process of planning and executing BD plans, JBD plans, and projects, allowing the main actors (beneficiaries, civil society organizations, government agencies) to define the projects and determine how they will interact and work cooperatively. SIEMPRO has been working on the targeting, evaluation and coordination of social programs, and on social management training, for two years, yielding good results and with strong demand for its services. The SIEMPRO organizational model calls for all the provinces to join in gradually, on a voluntary basis, thereby ensuring provincial support for program operations. 8/

C. Technical feasibility

- 4.14 The premise at the heart of the program's design is that local actors know best what their area needs. What they require is technical support to be able to convey those needs methodically, and they need to understand the technical and financial features of alternative solutions. The program seeks to overcome these limitations by creating a technical support team to assist and provide training for local institutions and communities in identifying, formulating, executing and monitoring solutions to local problems.
- 4.15 ***Technical quality of proposed forms of intervention and projects.*** The repetition of the problems and solutions identified in the participatory planning process that went into developing the sample projects serves to validate the proposed typology of eligible activities. To promote the participatory process, the activities selected are barrio- or community-based, directly benefiting the target groups. The technical quality of Type A interventions is supported by the outcome of workshops attended by specialized public agencies and CSOs, and an assessment of targeted programs available. In addition, the program has established a benchmark technical standard for each Type A intervention, to ensure an acceptable level of quality for these activities. During the analysis mission, the application of the Type A intervention eligibility requirements to the sample projects was reviewed, and

8/ SIEMPRO has signed agreements with nine provinces to date. The remaining provinces will sign agreements in 1997.

only 10.7% of these were found not to satisfy the established criteria. Changes will be made in these projects before they are approved. Type B activities, on the other hand, respond to priority needs for institution-strengthening detected in the participatory planning workshops and institutional analyses conducted by the support organizations. In the case of the indigenous groups component, the nine projects to be financed at the start of the program will be reviewed.

- 4.16 *Transfer of resources and local counterpart funding (sustainability)*. Program funds will be transferred directly to the PEUs in order to maximize the impact on beneficiaries. The sustainability of the projects will be ensured by virtue of commitments to gradually increase the share of funding provided by the municipalities and/or CSOs in the course of the program, in step with the corresponding reduction in the share of program funds used for this purpose. The sustainability of program interventions is also assured by two additional factors: (i) the coordination agreements to be signed with targeted programs at the national and provincial level; and (ii) the submission of a plan for continuity of the project by each PEU six months before the completion of the respective project. 9/

D. Economic feasibility

- 4.17 Table IV-2 presents the percentage breakdown of the sample by vulnerable group, average project coverage, and apportionment of BD plan costs. The execution of the projects is distributed among municipalities (28%), grassroots organizations (60%) and NGOs (12%).

Table IV-2
NUMBER OF BENEFICIARIES AND COVERAGE OF THE SAMPLE

Vulnerable group	% of sample	% coverage	% costs
Female heads of household	8.7	79.0	27.0
Youth (15-24 year-olds)	48.0	35.0	28.0
Elderly persons	23.6	48.0	10.0
Disabled persons	19.7	32.0	4.0
Total	100.0	38.0	100.0

9/ During preparation of the sample, the requirement that PEUs commit to providing a gradually increasing supplementary contribution had a self-selecting effect, leaving only organizations able and willing to take on this responsibility. This commitment also had a positive impact on the sizing, technical solution, and targeting of projects, to make certain that the activity would not overtax the PEU. Finally, this undertaking motivated the PEUs to seek strategies for coordinating efforts and raising funds.

- 4.18 In view of information available at the barrio level and the scale of each intervention, it was decided to use least-cost analysis for the economic appraisal. The unit costs established for the different types of intervention, as well as unit costs for each of the projects in the sample, are available in the program technical files. These unit costs will be used as eligibility criteria for the BD plan and JBD plan projects. During the review of the sample, the effect that program funds will have on leveraging other resources was estimated, including contributions by beneficiaries, PEUs and the institutions that administer targeted programs. The sample indicates that during the first two years of the program, 22% of the funding would come from other sources (18% and 50% in the first and second years, respectively). This figure rises to 41.1% if estimated on the basis of operating costs only.
- 4.19 It is important to note that since the initial definition of the program, emphasis has been on developing a typology of interventions that will support the creation of human and social capital, and not simply attend to the targeted groups' basic needs and bare subsistence. The program is designed essentially to build local capacity for making full use of existing resources and developing community solidarity. These two elements will permit the barrio to go on seeing to the needs of vulnerable groups once the program has been completed.
- 4.20 To facilitate future analysis of the effectiveness of the new management model, an evaluation system will be introduced with the support of SIEMPRO. The Continuing Household Survey which is slated for June 1997 will include a special SIEMPRO-devised module to analyze families' access to social services. Under the system that SIEMPRO will use to evaluate this operation, it intends to repeat this survey in barrios participating in the program in order to measure the change that has taken place.
- 4.21 At a different level, the monitoring system for the coordinating unit will seek to ensure efficient use of the resources employed in the operation. The projects in the BD plans and JBD plans will be monitored regularly using coverage, process and output indicators. Participants in the process of formulating projects will be asked to supply the pertinent information for calculation of the indicators.

E. Poverty-targeting

- 4.22 In order to assist departments in the country experiencing the most critical rises in the phenomenon of the "new poor", the targeting exercise for the social services access component took into account unemployment trends and levels of unmet basic needs. And in the barrio selection process, one eligibility requirement is that at least 70% of families in a barrio be living below the poverty line. The participatory planning process and the typology of activities focus on meeting the needs of vulnerable population groups. Lastly, the eligibility criteria within each activity focus on the poorest members of the community. The findings from the sample

indicate that over 50% of the direct beneficiaries of the social services access component are below the poverty line as defined by the Bank (US\$117 for 1996). In the indigenous groups component, support will target northwestern Argentina, which is home to 75% of the non-urban indigenous population. Thus, the targeting system, the barrio selection procedure, and the typology and eligibility requirements of activities all help to ensure that the program will reach the target groups who are living in poverty. Accordingly, the proposed operation qualifies as a poverty-targeted investment. Notwithstanding the provisions of document AB-1704, 60% matrix funding will not be used, at the specific request of the country (see paragraph 2.31).

F. Impact on women's participation

- 4.23 Given that one of the vulnerable population groups identified for purposes of this program are female heads of household with young children, one of the intervention modalities will focus on supporting this group. The typology for youth interventions likewise includes activities targeted to young women, such as technical training, development of job skills and training in reproductive health matters. The participatory planning approach has been designed to encourage active participation by women and girls in coming up with solutions to barrio problems, which is one of the factors that prompted the inclusion of priority interventions for this population. Special attention will also be given to the particular needs of women in the other vulnerable population groups, and to the participation of indigenous women in decision-making within their communities, particularly in connection with projects to be financed under this program.

G. Environmental feasibility

- 4.24 The program was classified as a Category III operation by the Environment Committee/Committee on Environment and Social Impact, mainly based on the types of projects envisaged in the indigenous groups component. Projects in the other components are not expected to have significant environmental effects since physical investments will consist of minor refurbishment projects on existing facilities (e.g. expansion or remodeling projects). Broadening access to certain social services (e.g. health care, education) will benefit the environment, as concrete improvements are made in the physical surroundings and in human behavior.
- 4.25 The eligibility and selection criteria set out in the Operating Regulations include environmental protection provisions governing rehabilitation works and productive projects to be carried out by indigenous groups. A report on the environmental and social impact of the program on the indigenous population has been made available to the public, and the program will include the services of an environmental specialist in the INAI coordinating unit who will be responsible for monitoring this area.

H. Development impact and benefits of the program

- 4.26 The program will further human and social capital formation and make for more equitable delivery of social services. As noted in chapter I, active beneficiary involvement in the participatory processes will make investments more efficient, more relevant, and more likely to be sustainable. Pursuant to this participatory approach and the targeting element, the program strongly emphasizes seeking concrete activities that will help achieve these objectives at the barrio level. Finally, building capacity for support to participatory planning processes, through civil society organizations, will be a valuable asset to the country.

I. Program risks

- 4.27 Difficulties in coordinating the roles of the various federal, provincial, and municipal agencies pose problems for the application of social policies and the delivery of targeted social programs. This situation could have an adverse effect on efforts to ensure the coordination necessary for introducing the proposed management model. To counter this risk, the following provisions are written into the Operating Regulations for the program: (i) a formal letter of undertaking will be required from provincial and municipal authorities for introducing participatory planning in any of the country's municipalities; (ii) the participation of the various local and provincial government agents in the design process will be assured; and (iii) a participatory system for monitoring execution of the program will be included, to operate through monitoring committees set up to ensure continuing participation by the different local stakeholders.
- 4.28 The unclear objectives and criteria of some targeted programs can reduce their effectiveness despite efforts to articulate them. This risk has been minimized by the use of efficiency criteria for selecting programs and activities to be financed. Participation by beneficiary groups in project planning, execution and evaluation will also help to improve the transparency of local management of these programs by the respective interlocutors.

MAJOR URBAN CENTERS RANKED BY COMBINED EMPLOYMENT INDEX

URBAN CENTER	1992			1995			IPPE	Change 1995-1992			IDT	IC
	Unem- plov- ment	Under- employ- ment	Total	Unem- plov- ment	Under- employ- ment	Total		Change in unem- plovment	Change in underem- plovment	Change in totals		
Conurban	7.5	7.9	15.4	19.0	14.0	33.0	0.95	11.5	6.1	17.6	1.00	0.96
Greater La Plata	6.5	6.4	12.9	19.8	10.7	30.5	0.83	13.3	4.3	17.6	1.00	0.89
S.M. de Tucumán /Tafi Viejo	12.5	14.7	27.2	19.2	15.0	34.2	1.00	6.7	0.3	7.0	0.54	0.85
Bahía Blanca	10.7	9.8	20.5	16.6	14.9	31.5	0.88	5.9	5.1	11.0	0.71	0.82
Greater Rosario	8.5	11	19.5	18.4	12.5	30.9	0.85	9.9	1.5	11.4	0.73	0.81
Greater San Juan	9.3	10.1	19.4	14.0	16.6	30.6	0.84	4.7	6.5	11.2	0.72	0.80
Sta. Fe/Santo Tomé	12.3	10.5	22.8	20.3	11.1	31.4	0.87	8.0	0.6	8.6	0.61	0.78
Corrientes	3.6	6.8	10.4	14.7	12.2	26.9	0.67	11.1	5.4	16.5	0.95	0.76
Greater Córdoba	5.3	8.9	14.2	15.9	12.2	28.1	0.72	10.6	3.3	13.9	0.84	0.76
Salta	9.8	13.8	23.6	15.7	13.1	28.8	0.75	5.9	-0.7	5.2	0.46	0.66
Greater Catamarca	5.9	14.3	20.2	12.2	15.5	27.7	0.70	6.3	1.2	7.5	0.56	0.66
Neuquén	8.9	7.5	16.4	16.5	9.4	25.9	0.62	7.6	1.9	9.5	0.65	0.63
Greater Resistencia	5.4	7.6	13.0	12.8	11.4	24.2	0.54	7.4	3.8	11.2	0.72	0.60
Stgo. del Estero/ La Banda	2.3	13.2	15.5	8.6	16.2	24.8	0.57	6.3	3.0	9.3	0.64	0.59
S.S. de Jujuy/ Palpalá	6.6	15.7	22.3	12.4	14.4	26.8	0.66	5.8	-1.3	4.5	0.43	0.59
Paraná	7.1	13.7	20.8	13.2	12.0	25.2	0.59	6.1	-1.7	4.4	0.43	0.54
Posadas	5.8	11.2	17.0	7.8	16.0	23.8	0.53	2.0	4.8	6.8	0.53	0.53
Federal Capital	4.8	7.6	12.4	13.3	8.9	22.2	0.45	8.5	1.3	9.8	0.66	0.52
San Luis/El Chorrillo	6.7	8.2	14.9	10.4	11.0	21.4	0.42	3.7	2.8	6.5	0.52	0.45
Cdro. Rivadavia	13.9	8.9	22.8	14.5	9.1	23.6	0.52	0.6	0.2	0.8	0.27	0.43
Greater Mendoza	4.4	11.2	15.6	6.7	13.3	20.0	0.35	2.3	2.1	4.4	0.43	0.38
Santa Rosa/Toay	2.4	3.5	5.9	10.6	6.2	16.8	0.21	8.2	2.7	10.9	0.71	0.37
La Rioja	8.7	17.3	26.0	11.3	11.4	22.7	0.47	2.6	-5.9	-3.3	0.10	0.35
Tierra del Fuego	9.1	5.8	14.9	10.4	8.7	19.1	0.31	1.3	2.9	4.2	0.42	0.35
Río Gallegos	3.7	4.1	7.8	7.1	5.2	12.3	0.00	3.4	1.1	4.5	0.43	0.14
Formosa	8.9	9.4	18.3	6.4	6.4	12.8	0.02	-2.5	-3.0	-5.5	0.00	0.02

TARGETING OF MAJOR URBAN CENTERS AND DEPARTMENTS BY COMBINED EMPLOYMENT AND UBN INDEX

PRO- VINCE	URBAN CENTER/DEPT.	URBAN CENTERS				DEPARTMENTS		
		POPULATION	EMPL. INDEX	UBN POPULATION	% UBN	POPULATION	UBN POPULATION	% UBN
NORTHEAST								
CR	Corrientes Capital	258,103	0.76	56,203	21.8	265,846	61,264	23.0
NORTHWEST								
TU	Greater Tucumán	622,324	0.85	127,446	20.5			
	Cruz Alta					131,700	44,068	33.5
TU	Tafi Viejo					79,298	19,765	24.9
TU	Lules					44,697	13,422	30.0
TU	Yerba Buena					43,518	9,351	21.5
TU	Capital					467,785	93,212	19.9
CENTRAL AND CUYO								
SF	Greater Rosario	1,118,984	0.81	190,768	17.0			
	Rosario					1,069,293	183,147	17.1
SF	San Lorenzo					128,739	22,453	17.4
SF	Greater Santa Fe Capital	406,388	0.78	74,941	18.4	437,762	82,839	18.9
CB	Greater Córdoba	1,208,554	0.76	171,485	14.2			
	Capital					1,165,381	170,214	14.6
CB	Colón					123,501	23,404	19.0
SJ	Greater San Juan	352,691	0.80	54,327	15.4			
	Rawson					89,989	15,621	17.4
SJ	Chimbas					52,046	12,650	24.3
SJ	Santa Lucía					38,044	5,776	15.2
SJ	Pocito					30,597	9,189	30.0
SJ	9 de Julio					5,940	1,790	30.1
BA	Greater La Plata	642,979	0.89	83,997	13.1			
	Berisso					74,374	13,496	18.1
BA	Ensenada					47,213	8,901	18.9
GREATER BUENOS AIRES								
	Greater Buenos Aires (conurban)	8,330,152	0.96	1,587,820	19.1			
BA	G. Sarmiento					648,268	157,496	24.3
BA	L. de Zamora					570,457	108,913	19.1
BA	Quilmes					508,114	106,870	21.0
BA	La Matanza					1,117,319	241,235	21.6
BA	Alte. Brown					447,805	89,512	20.0
BA	Merlo					390,194	91,705	23.5
BA	Moreno					286,922	75,711	26.4
BA	E. Echeverría					273,740	68,306	25.0
BA	Tigre					256,349	58,392	22.8
BA	F. Varela					254,514	78,867	31.0
BA	Berazategui					244,405	52,141	21.3
BA	S. Fernando					143,450	32,981	23.0
TFU	Tierra del Fuego	67,303		14,578	21.7			
	Ushuaia					29,166	9,148	31.4
TFU	Río Grande					38,137	5,430	14.2
TOTALS		13,007,478		2,361,565	18.1	9,504,563	1,967,269	20.7

Source: Prepared on the basis of EPH and CNPV data from 1991.

ARGENTINA
NONREIMBURSABLE TECHNICAL-COOPERATION FUNDING
COMPONENT OF SUPPORT FOR THE INDIGENOUS POPULATION
(TC-97-04-16-6-AR)

PLAN OF OPERATIONS

I. BACKGROUND

A. Argentina's indigenous population

- 1.1 Indigenous inhabitants of Argentina comprise one of the country's poorest populations. Though there are no precise data on numbers of individuals, communities, or ethnic groups, estimates set the total at about 950,000 people, 450,000 of them living in communities scattered throughout the country. 1/ Indigenous residents of aboriginal communities, coming from at least 18 different ethnic backgrounds, make up about 1.5% of Argentina's total population; in some provinces, the indigenous population accounts for as much as 17% to 25% of the total. In rural areas the heaviest concentrations of indigenous people are in the provinces of Jujuy, Salta, Formosa, Chaco, Neuquén, Río Negro, and Chubut; the first four of these provinces are home to 75% of the total nonurban indigenous population.

Table I-1 REGIONAL DISTRIBUTION OF INDIGENOUS RURAL POPULATION	
Northwest	39%
Chaco	38%
Patagonia	20%
Northeast	2%
Cuyo	1%

- 1.2 The other 500,000 indigenous people are concentrated in urban and suburban areas of the provinces of Buenos Aires, Santa Fe, Chaco, Formosa, and Salta. 2/

1/ INAI and ENDEPA estimates.

2/ Appendix 1 shows the size and distribution of the indigenous population by region, province, and ethnic background. Map 1 (Appendix 2) presents the general distribution of Argentina's indigenous population. Map 2 (Appendix 3) shows departments targeted for the component of support for the indigenous population in the provinces of Salta, Jujuy, Formosa, and Chaco.

B. Poverty and access to social services

- 1.3 No specific studies have been done of indigenous poverty in Argentina, but geographically, the distribution of the indigenous population coincides exactly with the provinces and departments posting the highest unmet basic needs (UBN) indexes. All the country's indigenous peoples – regardless of their unique cultural, social, or organizational features – are living in poverty and outside the mainstream, and are probably the most vulnerable in Latin America, the poorest of the poor. On the social support front, they have particularly pressing needs for food and nutrition, child protection, housing, basic sanitation, and employment services. Unless concrete action is taken to give them opportunities for comprehensive development and full exercise of their rights, they risk disappearing as a society.
- 1.4 Typical problems in indigenous homelands are a high prevalence of preventable infectious and parasitic diseases; high dropout and truancy rates, for which school lunchrooms – if they exist at all – offer scant compensation for children who do attend; inaccessibility of health services for geographically scattered communities; few means of transportation or communication; poor soil and environmental damage, the result of clearing land, indiscriminate logging, large-scale livestock-raising, etc., which put these people's subsistence and food sources in jeopardy; shrinkage of their traditional hunting and gathering grounds, and contamination of fisheries.
- 1.5 The health problems plaguing Argentina's indigenous peoples are complex in themselves and in their many interrelations. Endemic and epidemic diseases such as parasitosis, malaria, cholera, tuberculosis, and Chagas' disease are widespread; child mortality and malnutrition figures are high; and, because communities are so scattered, people have difficulty obtaining primary health care. An important point in this regard is that there is a cultural element here also, inasmuch as primary care centers do not offer services that take account of and respect indigenous languages and cultures.
- 1.6 On the education front, the norm in indigenous communities is high repeater and attrition rates, low literacy rates (when a people's native language is not used), and schools offering no bilingual instruction or intercultural education.
- 1.7 The 1994 Argentine Constitution (Article 75(17)) recognizes the ethnic and cultural pre-existence of the country's indigenous peoples and guarantees respect for their identity and their right to bilingual and intercultural education. It recognizes the legal status of their communities, community ownership and occupancy of their homelands, and promises them a say in natural resources management and in other matters that affect them.

- 1.8 The central quest of the country's indigenous peoples has to do with ownership of the land, not merely because of its monetary value or for legal reasons, but for spiritual reasons. Without tenure, (i) the identity and cultural integrity of aboriginal communities is at risk, leaving them even more to the sidelines and more discriminated vis-à-vis the mainstream; and (ii) their society cannot be economically viable.
- 1.9 As their surroundings are despoiled and their habitat altered, indigenous communities are finding themselves without the resources to which they have traditionally turned for subsistence and occasionally to sell. This is affecting their ability to secure food and also pastureland, medicinal herbs, and raw materials for handicrafts. As a result, many have migrated and taken on casual salaried work or unskilled factory jobs, or have become street vendors, for instance selling crafts from their communities. The defining feature of their dealings with the labor market is that they are unstable and precarious.

II. OBJECTIVES AND DESCRIPTION OF THE COMPONENT

- 2.1 The general objective of this component for support to the indigenous population is to lessen the social risk faced by Argentina's indigenous peoples and improve their quality of life, through a participatory management model that can tie together local community initiatives. In the process, the operational management capabilities of grass-roots and second-tier indigenous organizations will be strengthened and they will be linked up with government social programs. The object, using defined types of interventions, is to test and consolidate experiences on which communities can draw, within the country's existing social policy framework, to achieve concrete improvements in the standard of living of the indigenous communities who would benefit from the planned activities.

A. Beneficiaries

- 2.2 Target groups for this component will be (i) indigenous communities with legal status which are registered in the National Register of Indigenous Communities (RENACI), Law 23,302 or Ministerial Order 4811/96/SDS; (ii) regional or local indigenous organizations; and (iii) organizations of indigenous producers, cooperatives, and others.

B. Description

- 2.3 The component provides for actions to lessen the social risk in indigenous communities and strengthen their capacity to design,

negotiate, carry through, and evaluate their own development strategies. The model will be tested in priority indigenous communities which offer good prospects for success. Subsequently, on the basis of a careful evaluation of the process and outcome of this pilot effort, the model could be extended to other areas and programs falling under the INAI, as part of the national strategy on support for indigenous peoples. Target areas would be parts of the country with high indigenous concentrations (over 75% of the nonurban indigenous population), which coincide with the highest UBN indexes, mainly in northwestern Argentina (with the Tucumán-Orán Forest) and western Chaco Park (Chaco), taking in, in the provinces and departments listed below, the Wichi (Mataco), Toba, Pilagá, Chulupi, Chané, Tapiete, Guaraní and Colla peoples:

Salta:	General San Martín, Rivadavia, Iruya, and Orán departments
Jujuy:	Ledesma, San Pedro, and Santa Bárbara departments
Chaco:	General Guesmes and Almirante Brown departments
Formosa:	Matacos, Bermejo, and Patiño departments

- 2.4 Implementation of the component in the provinces indicated will be contingent on presentation of a letter of commitment by the competent provincial authority for indigenous affairs (*Instituto de Comunidades Aborígenes de Formosa, Instituto Provincial del Aborígen de Salta, Instituto del Aborígen Chaqueño, and Jujuy Provincial Aboriginal Affairs Department*).
- 2.5 The component has been divided into three subcomponents: (i) support and institution-strengthening; (ii) specific projects; and (iii) promotion and information. The types of activities planned for each subcomponent were devised as a systematic response to the requests for support that INAI has received in the past two years from different indigenous communities, nongovernmental and other organizations, and provincial government departments.
- 2.6 Support and institution-strengthening for indigenous groups and communities subcomponent. This will consist of (i) training and legal assistance to secure legal status for the organizations; (ii) training for participatory diagnoses needed to design interventions and assess local supply and demand for them; and (iii) training in project preparation, execution, management, and monitoring. This component will finance training work done by the technical team and support organizations (SOs), and technological resources to build management skills in indigenous organizations. The activities and inputs listed in Table II-1 will be eligible for financing.

Table II-1 SUBCOMPONENT 1: TYPES OF ELIGIBLE ACTIVITIES		
ACTIVITY	OBJECTIVE	TYPE OF SERVICE/PRODUCT
Institutional and legal arrangements to secure formal legal status for indigenous communities (Law 23,320, Ministerial Order 4811/96)	Regularize communities' institutional and legal status and enhance prospects for executing social projects	Technical and financial support to expeditiously institute a legal framework for indigenous communities and draw up institutional agreements
Training in basic institutional administration techniques	Strengthen indigenous communities' social project management capacity	Technical and financial support for courses
Training in social project design and management	Strengthen indigenous communities' social project implementation capacity	Technical and financial support for training in social project design, execution, monitoring and evaluation
Training of indigenous social communicators	Improve communication and relations among groups, communities and institutions	Technical and financial support for training
Training in principles of sustainable natural resources management and development	Build renewed respect for indigenous know-how and practices regarding natural resources	Technical and financial support for training
Equipping SOs and executing units	Upgrade technology available for information activities	Funding support for equipment purchases

- 2.7 Specific projects subcomponent. This subcomponent affords indigenous communities and organizations specific avenues for overcoming political, economic, and sociocultural barriers and will facilitate their access to other social programs. It entails projects involving productive activities, job training, the environment, health, sanitation, education and culture, housing and community infrastructure, and communications, according to the types of projects listed in Table II-2. These satisfy criteria set by the program of support for vulnerable groups as the outcome of participatory planning processes conducted by support organizations, in keeping with the Operating Regulations for the component.

Table II-2
SUBCOMPONENT 2: TYPES OF ELIGIBLE ACTIVITIES

ACTIVITY	OBJECTIVE	TYPE OF SERVICE/PRO
IVE PROJECTS al: community gardens and farms for home consumption, promotion of small-scale and integration of irrigated/dryland farming, growing of aromatic, ornamental and plants, livestock production and management, construction of wire fences and riders, installation of troughs and dams, small animal production (pigs, goats, melidae) g: Community projects ent in fishing techniques; preserving ducts, forest conservation: forests to satisfy demand for wood for building (dwellings, sheds, repairs, fences), trees for fuelwood, living barriers and barriers to check water erosion, management rests, pasture and woodland management, development of nurseries of native trees	Promote alternative strategies for indigenous groups to satisfy nutritional needs Build productive skills in indigenous groups and strengthen preservation and marketing know-how through training in food production	Technical and financial support for: Development of specific community projects Training in food production Training in food storage, preservation Acquisition of basic inputs
NING develop skills for traditional and nontraditional occupations	Help indigenous people join the job market Help create jobs in the community Train indigenous groups to make products using local raw materials	Technical and financial support for: In-service training, production-related management activities
MENT sanitation and the environment	Promote better sanitary and environmental conditions	Technical and financial support for tra
health promoters trol and rebuilding respect for traditional medicine	Promote basic public health and health education services in communities Integrated programs to control vectors of Chagas' disease Promote traditional medicine	Technical support, training, supply of materials Technical support, equipment, construction Technical support: workshops, cultivation
ON safe drinking water solid waste disposal l waste disposal program	Improve sanitation and hygiene conditions	Technical and financial assistance for: Locating and assessing water supply Instilling appropriate, viable solid waste practices Design, siting, construction
and culture broaden access to education, keep children in school and lower repeater rates ops to reinstalled indigenous cultures	Lower dropout and repeater rates Encourage children to remain in school Strengthen cultural identity	Technical and financial support for: Academic support courses Student scholarships Cultural activities

ACTIVITY	OBJECTIVE	TYPE OF SERVICE/PRO
ents in dwellings and surroundings	Improve housing conditions Improve sanitation and hygiene conditions, particularly relating to Chagas' disease	Technical and financial support for re expanding or upgrading housing, co and facilities
ty and communications infrastructure r refurbishing multipurpose community centers rmation services	Strengthen participatory community activities Strengthen social integration	Technical and financial support for co Supply of radiophone equipment

- 2.8 **Promotion and information subcomponent.** Funding will be furnished for the production and distribution of printed and audiovisual materials concerning (i) indigenous peoples' rights, to sensitize and raise the awareness of society at large about the history, culture and present situation of the country's indigenous peoples; and (ii) organization and management of productive projects and projects to promote access to social services. In addition, funding will be made available to organize workshops to promote and monitor the component, to encourage participation in the projects by indigenous communities and organizations, with special attention to the inclusion of indigenous women. Table II-3 shows the kinds of activities that will be eligible.

Table II-3 SUBCOMPONENT 3: TYPES OF ELIGIBLE ACTIVITIES		
ACTIVITY	OBJECTIVE	TYPE OF SERVICE/PRODUCT
Workshops to promote and monitor the component	Promote indigenous community and organization participation	Technical and financial support for workshops
Production of support and publicity materials	Offer information of interest and importance to community organizations Encourage sharing of experiences Raise awareness in the country as to the indigenous population's sociocultural situation and needs	Technical and financial support for production, distribution and dissemination of materials

III. ORGANIZATION AND IMPLEMENTATION

- 3.1 Implementation of the component will be the responsibility of the INAI technical team. This team will be assisted by four indigenous support organizations to publicize the component and lend technical support to indigenous communities and organizations for the design, execution, and supervision of projects in the various subcomponents.

A. INAI technical team

- 3.2 The technical team will report to management of the National Institute for Indigenous Affairs (INAI), under the Social Development Secretariat (SDS), pursuant to the respective SDS order. The unit will operate with an approvals committee, a general coordinator, an evaluation and monitoring officer, and an administration officer. Their specific functions are listed in Appendix 4.

1. Approvals committee

- 3.3 The PMC for the indigenous peoples component will have three members: the director of INAI or person appointed by the director (or, in their absence, the general coordinator), as chairman; the general coordinator of the component, and the evaluation and

monitoring officer. The administration officer will provide secretariat services for the committee.

- 3.4 The PMC will give final approval for the operation of the different subcomponents comprising this component, ensuring that they fulfill the objectives of the program, the technical cooperation agreement, and the component's Operating Regulations. The committee will draw up its own rules of procedure. It will also decide the final amount allocated to each project, and will perform the specific functions listed in Appendix 4.
- 3.5 General coordinator. The coordinator will be responsible for technical, administrative, and financial coordination of the component. Appointed by the SDS following selection procedures set out in the Operating Regulations of the component, this official will perform the functions described in Appendix 4.
- 3.6 Evaluation and monitoring officer. An environmental specialist will be in charge of evaluating specific project proposals presented by support organizations and for monitoring their execution, as described in Appendix 4.
- 3.7 Administration officer. This officer is responsible for financial, accounting, and administrative support for the team's general operation. The functions to be performed by this person are described in Appendix 4.
- B. Support organizations
- 3.8 According to institutional arrangements for the component, four support organizations (SOs) are to be set up, one for each of the provinces of Chaco, Formosa, Jujuy, and Salta. Eligible candidates are local and regional private, nonprofit indigenous organizations, cooperatives, or other indigenous producer organizations. They must demonstrate that they are technically equipped to promote human development programs and have experience in training for project design and management, in basic institutional administration techniques and strengthening of indigenous communities, and must have worked in the area in question. The SOs will be responsible for promoting the component regionally, provincially, and locally, supplying orientation, technical support and training to indigenous communities and organizations for the design, implementation, monitoring and evaluation of individual projects, as described in Appendix 4.
- 3.9 SOs will be selected, on the basis of the foregoing criteria, at a participatory workshop organized by the technical team, with participation of representatives of indigenous organizations and communities and of provincial government indigenous affairs agencies (IPA in Salta, ICA in Formosa, IDACH in Chaco, Indigenous Affairs Directorate in Jujuy).

- 3.10 Each SO will have at least one coordinator and two field promoters (three in the province of Salta, given the ethnic makeup and ecology of the project zone). The SOs will perform technical functions, with advisory support from a Monitoring Committee made up of representatives of participating indigenous communities in the respective project areas. SOs will have funds to engage technical assistance to develop specific projects and for training courses.

C. Eligibility criteria

- 3.11 Indigenous communities and organizations as executing units. Indigenous communities and organizations eligible to act as project executing units for the different subcomponents will be the target groups previously identified. Communities which express an interest in taking part in the component but do not satisfy these requirements will receive advisory support to adjust their organization to be eligible. To be given access to funding under the component, indigenous communities will have to participate in producing socioeconomic and cultural assessments on their own and in workshops on development and management of specific projects. The indigenous community must also commit itself to an in-kind contribution as a counterpart for implementation of specific projects. The SOs will assist executing units and will be responsible for establishing counterpart conditions and accounting for and overseeing contributions and activities during project execution. The Operating Regulations for the component provide further details on eligibility criteria.
- 3.12 Eligible expenditures. Eligible outlays in the three subcomponents of this component will be preinvestment expenditure (to obtain formal legal status, baseline and environmental impact studies), capital expenditure and technical assistance (equipment, training, scholarships, construction) and, on a decreasing basis, recurrent expenditures (fees, salaries, per diems, transportation). The component may fund purchases of inputs and operating expenses to temporarily supplement other social services to be implemented, provided an agreement as to the continuation of such services is first reached with the authorities in charge of them.
- 3.13 Ceilings for support. The maximum in support for a single project is US\$50,000 per year; the maximum per year per executing unit is US\$120,000. If warranted requests are made for amounts in excess of those ceilings for a project or executing unit, the program AC will examine the request for an exception and forward it to the Bank, through the SSPS, for clearance.

D. The project cycle

- 3.14 The process to be followed for presenting, appraising, and approving specific projects is set out in the Operating Regulations for the component.

IV. MONITORING, EVALUATION AND AUDITING

- 4.1 This component calls for a joint SDS/Bank review of project types and eligibility criteria once the indigenous communities being supported by SOs in the context of participatory workshops submit the first nine projects to the CU for approval. The results of this joint review of the first nine projects will serve as a basis for deciding whether to continue the component, in accordance with the relevant clause of the technical cooperation agreement.
- 4.2 The SOs will prepare and submit to the technical team an Annual Work Plan (AWP) containing a detailed list of activities, description of goals, estimated execution and disbursement timetables, and an expenditure budget for each of the projects planned. The SOs will also submit, along with the executing units, semiannual reports to the technical team on the progress of the AWP, indicating any discrepancy between actual and planned activities and giving the reasons why. The semiannual progress reports are to be submitted within not more than 30 days after the end of the six-month period concerned. Based on this information, the technical team will draw up AWP's and semiannual progress reports on the component for approval by the AC and for submission to the SSPS to be presented to the Bank for clearance.
- 4.3 The technical team will delegate the task of supervising executing unit operations to the SOs. The technical team, in turn, will be in charge of supervising SO operations and overall progress on the component. In supervision of the execution of specific projects financed, the emphasis will be on progress according to the schedule and goals agreed upon, participation by executing unit members, performance of training courses, and environmental impact and related mitigating measures. To this end, use will be made of the documentation specified in the Operating Regulations for the component (socioeconomic and cultural diagnostic assessments, requests for project assistance, statements of expenses, etc.).
- 4.4 Evaluation. At least two internal evaluation meetings will be held each year under the participatory planning process to assess component performance and progress. The meetings will be attended by the technical team, SOs, CSOs, and project officers. Mid-term and final evaluations of the component and its results will be performed by the SDS with its own resources and technical support from SIEMPRO, in accordance with general program provisions.

V. COMPONENT COST AND DISBURSEMENT

- 5.1 The total amount provided for execution of the indigenous population component of the program is US\$5 million, to be provided on a nonreimbursable basis in local currency from the Fund for Special Operations, for execution within 45 months and disbursement over a four-year period. Details and background information are available in the RE1/SO1 technical files.

Table V-1 COMPONENT COST BY SUBCOMPONENT, ITEM AND SOURCE		
ACTIVITY	IDB (US\$)	%
3.1 Technical team	390,800	7.9
3.2 Support subcomponent	1,309,200	27.7
3.3 Specific projects subcomponent	2,900,000	58.0
3.4 Promotion and information subcomponent	400,000	6.4
TOTAL	5,000,000	100.0

- 5.2 Financial management. The funds under the specific projects subcomponent will be disbursed directly to executing units by the INAI upon AC approval of the projects submitted. The funds transfer mechanism will be established in each strengthening support agreement between the INAI and SOs and in project agreements to be signed by the INAI and executing units. The funds will be deposited in the account of the executing units and SOs pursuant to the provisions of the Operating Regulations for the component and related strengthening support agreements and project agreements.
- 5.3 The technical team will maintain accounting records in accordance with a chart of accounts approved by the IDB, based on generally accepted accounting principles. The technical team will provide statements of expenses in accordance with Bank procedures and the accounting, procurement and monitoring manuals. The executing units and SOs will keep accounting records according to a comparable chart of accounts approved by the technical team in those manuals and will provide statements of expenses in accordance with technical team procedures.
- A. Disbursement period and schedule
- 5.4 The entire disbursement period for the component will be four years. The initial disbursement will be for US\$200,000, based on anticipated administration expenses in the first quarter and anticipated preinvestment expenses for the first nine projects. The authorization of subsequent disbursements and continuation of the component will depend on the results of the joint technical team/INAI/SDS and Bank evaluation of those projects.

Table V-2 COMPONENT DISBURSEMENT SCHEDULE					
ACTIVITY	YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL
3.1 Technical team	99,000	99,000	99,000	99,000	390,800
3.2 Support subcomponent	367,000	339,000	339,000	339,000	1,309,200
3.3 Specific projects subcomponent	96,666.2	290,000	1,643,333.8	870,000	2,900,000
3.4 Promotion and information subcomponent	170,000	82,000	58,000	10,000	400,000
TOTAL	732,666.2	810,000	2,139,333.8	1,318,000	5,000,000

VI. COMPONENT BENEFITS AND RISKS

- 6.1 The major risks associated with the indigenous population component relate to: (i) component funding being obtained by groups not belonging to the target population; and (ii) conflicts arising between indigenous organizations and communities owing to a lack of institutional capacity to ensure the continuity of specific projects or to ensure equitable distribution of surpluses or services generated by specific projects.
- 6.2 To avoid non-indigenous groups obtaining component funding, SO eligibility has been limited exclusively to indigenous organizations operating in each province, excluding religious missions and indigenous advocacy groups. The SOs will have access to funds to hire specialized technical services.
- 6.3 To avoid political conflict among indigenous organizations, it has been decided that SOs are to perform purely technical functions and not represent the indigenous communities in each area. They will be selected at workshops to be held in each province with the participation of representatives of indigenous communities and provincial organizations responsible for indigenous affairs (who are themselves indigenous, for the most part). The members of advisory committees responsible for monitoring the component in their areas will be appointed at those workshops. The first two subcomponents (support and strengthening, specific projects) have been designed to stress the strengthening of management capacity in indigenous organizations and communities, above and beyond the immediate results of specific projects. This process also involves counterpart commitments to ensure project sustainability, including the anticipated important role of commitments by beneficiary communities themselves (e.g. infrastructure maintenance and distribution of surpluses generated by productive projects). These counterpart commitments are to be established as a condition precedent for disbursement of any small project. They are to be within the community's means but represent a significant contribution, e.g. in local materials, manpower and, in some cases, money.

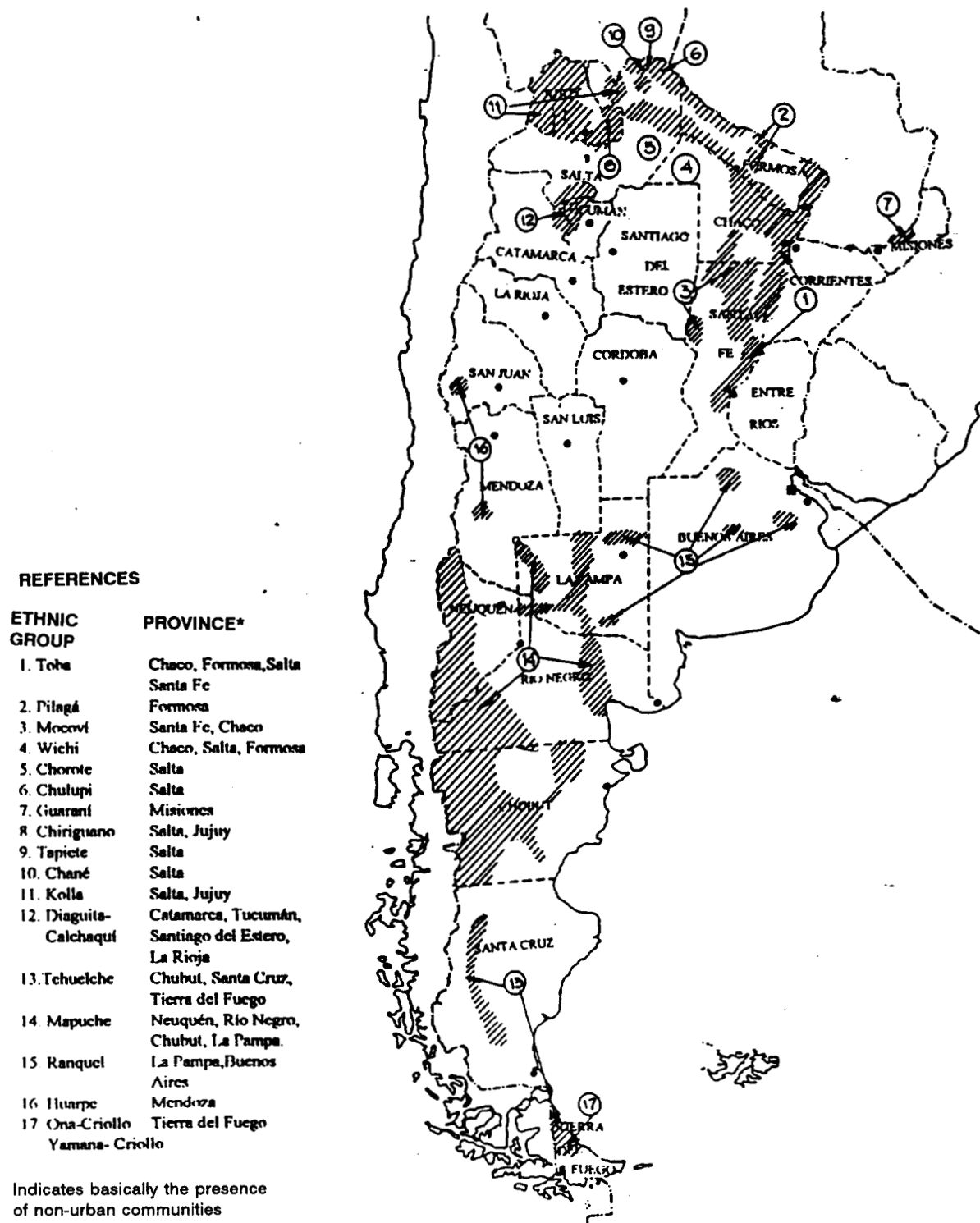
DISTRIBUTION OF INDIGENOUS POPULATION IN ARGENTINA

MAJOR NATURAL ENVIRONMENTS	REGION	PROVINCE	ETHNIC GROUP	ESTIMATED POPULATION	
MOUNTAIN/ANDEAN STEPPE	NORTHWEST	Jujuy	Kolla	170,000	179,200
		Salta	Chané	1,400	
			Tapiete	600	
			Chulupí	1,200	
		Catamarca Tucumán	Diaguita- Calchaquí	6,000	
PLAINS, HIGHLANDS, SAVANNAH	CHACO	Chaco	Toba	60,000	174,200
		Formosa	Mocoví	7,300	
		Salta	Pilagá	5,000	
		Santa Fe	Wichi-	80,000	
		Jujuy	Mataco	900	
			Chorote Chiriguano	21,000	
COAST	NORTHEAST	Misiones	M'bya	4,800	7,700
			Guaraní	2,900	
ANDEAN STEPPE/XEROPHILOUS HIGHLANDS	CUYO	San Luis	Huarpes	200	200
		San Juan Mendoza	Puelches		
SUBANTARCTIC FOREST/STEPPE	PATAGONIA	La Pampa	Ranquel	****	91,480
		Neuquén	Tehuelche	1,000	
		Río Negro	Mapuche	90,000	
		Chubut	Onas	480	
		Santa Cruz			
		Tierra del Fuego			
URBAN AND SUBURBAN AREAS WITH LARGE POPULATIONS		Cities of Santa Fe, Resistencia, Posadas, Formosa, Salta		500,000	500,000
TOTAL					952,780

SOURCE: ENDEPA (data from various sources)
INAL (data from various sources)

MAP 1

APPROXIMATE DISTRIBUTION OF ARGENTINA'S CURRENT INDIGENOUS POPULATION



DUTIES OF EXECUTING AGENCIES

A. Major tasks of technical team

- Coordinate with SSPS
- Coordinate with national, provincial and municipal agencies and organizations carrying out social programs and dovetail actions
- Organize workshops on SO identification and selection under a participatory methodology
- Provide technical support to SOs and indigenous community organizations in carrying out their actions
- Evaluate the technical, economic, institutional and environmental feasibility of specific projects
- Approve specific projects and make administrative arrangements for disbursements
- Supervise and monitor project execution
- Supervise the preparation of information materials
- Perform component administration
- Submit AWP and semiannual progress reports to the PMC, to be forwarded to the SSPS

B. Functions of approvals committee

- Approve the selection of four SOs and establishment of monitoring committees
- Support identification and selection of participating indigenous organizations and communities
- Approve semiannual progress reports submitted by executing units and SOs
- Approve AWP of SOs
- Propose changes in activity types to the SSPS, and others deemed necessary, in each annual review, for submission to the Bank
- Approve AWP and semiannual progress reports for component and present them to the SSPS

C. Responsibilities of general coordinator

- Monitor achievement of component objectives and be accountable to INAI director for same
- Call meetings of PMC and enforce its resolutions
- Represent the component in dealings with national, provincial and local authorities
- Disseminate component activities and direct potential social demand by indigenous communities
- Coordinate component activities with other social programs
- Organize workshops on SO identification and selection under a participatory methodology

- Prepare the work plan for developing information materials
- Prepare AWP's and progress reports for component

D. Duties of evaluation and monitoring officer

- Verify and evaluate fulfillment of eligibility criteria for executing agencies and projects
- Evaluate projects submitted technically, economically and institutionally, and forward conclusions to PMC
- Analyze projects from the standpoint of environmental and natural resource conservation, identify positive and adverse environmental impact, and propose alternatives for mitigating any adverse impact
- Monitor projects under way, emphasizing environmental considerations, in coordination with SOs
- Recommend continuation or suspension of funding
- Coordinate component activities with other national and provincial programs
- Implement reporting system on projects, for monitoring purposes
- Submit reports on environmental status of projects
- Prepare terms for component POA

E. Duties of administrative area

- Prepare annual budget for component and perform budget controls
- Implement and monitor compliance with procurement and contracting procedures
- Prepare necessary documentation for disbursements and payments
- Perform financial and accounting management of funding transactions under the component
- Keep records of applications for support received
- Take part in technical team support activities, including procurement of items needed to carry out component activities and human resources management

F. Major duties of SOs

- Promote indigenous groups component within its sphere of activity
- Identify indigenous communities and organizations eligible to participate in component
- Organize participatory diagnostic studies of communities' socioeconomic and cultural situation
- Hold training workshops on organizational, administrative and technical issues relating to identification, formulation, design, implementation and monitoring of specific projects
- Provide technical support to indigenous communities and organizations in formulating projects in accordance with project profile proposed and types of activities identified
- Rank specific project profiles by priority and submit them to technical team for approval

- Propose coordination arrangements with local organizations, provincial government agencies, and others carrying out social programs
- Identify and propose to technical team requirements in terms of information and support materials
- Supervise and evaluate jointly with technical team performance of component within its sphere of activity
- Prepare an AWP and semiannual progress reports on its activities

LOGICAL FRAMEWORK

OBJECTIVE SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
Implement a new participatory social management to empower groups and enable them to demand essential social services. The groups include female heads of household, young people, the elderly, the disabled, and indigenous peoples.	Increase in social management actions channeled through implementation of participatory planning methodologies, and decrease in the proportion of vulnerable groups at risk.	SDS comprehensive system for monitoring social programs (SIM) Annual Work Plan Progress reports Mid-term evaluation	Organizations at various levels of government and CSOs have capacity to undertake required management changes There is no increase in structural risk factors in major urban areas and areas where indigenous groups are concentrated Continuity in the implementation of social programs requires a new strategy
Development and integration of social services and strengthen community participation, decentralization, and maximum use of resources	Rates of use of social services geared to these groups rise Participation in social management by communities and CSOs increases	SIM indicators Program statistics Statistics on health, education, and access to services	Continuity in sector policy and programs and in coordination to improve quality of life for vulnerable groups Process of reforming social management continues moving towards a participatory, results-based approach Participation by communities and organizations is institutionalized
SOCIAL SERVICES ACCESS COMPONENT			
STRATEGY DESIGN OF BARRIO DEVELOPMENT PLANS SUBCOMPONENT			
Identify needs and demands of vulnerable groups and ensure community participation in project planning and execution by local organizations concerned	Barrios with plans prepared including projects addressing identified risks affecting vulnerable groups and strengthening actions for plans' executing agencies Improvement in development and integration indicators	SIM of SDS Annual Work Plan Progress reports Mid-term evaluation	Required operating adjustments made Interinstitutional coordination maintained as needed for management, as well as organization and participation for execution
IMPLEMENTATION OF JOINT BARRIO DEVELOPMENT PLANS FOR SERVICES FOR VULNERABLE GROUPS SUBCOMPONENT			
Execution of barrio and joint barrio plans in support of vulnerable groups, including B Develop human and social capital of groups through support for access to services Respond to priority needs in support of management of executing units, within their administrative capacity, and to changes involved in program	Number of barrio and joint barrio development plans and projects carried out Number of projects carried out to strengthen management and administration capacities of organizations concerned	SIM records Annual Work Plan Progress reports Mid-term evaluation Program statistics	Effective demand exists for services offered under barrio development plans and projects There is a recognized need for strengthening by CSOs, by institutional evaluation

BRIEF SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
INSTITUTIONAL STRENGTHENING COMPONENT: SISFAM			
Technical assistance, training and initial visits of SISFAM to identify current and beneficiaries of social actions by the improve coordination of social programs vulnerable groups	Number of municipalities operating SISFAM	SIM records Annual Work Plan Progress reports Mid-term evaluation	Consensus on complementary roles of grassroots CSOs, support NGOs, and the State in implementing social programs Mechanisms to coordinate civil society and the State are institutionalized The municipalities undertake a commitment to SISFAM
SUPPORT FOR INDIGENOUS POPULATION COMPONENT			
FOR INDIGENOUS COMMUNITY ORGANIZATIONS AND ASSOCIATIONS SUBCOMPONENT			
Exposure to social risks by indigenous peoples in 12 departments	Exposure to social risks reduced in 12 departments in four provinces, chiefly in the northwestern and Chaco region	SIM records Annual Work Plan Progress reports Mid-term evaluation	Local social services (with which coordination is needed in this subcomponent) participate
PROJECTS SUBCOMPONENT			
Execution of specific projects centered on survival and subsistence and initiatives to social training and human development	Number of projects carried out with program funding which address the demands and needs of indigenous peoples	SIM records Annual Work Plan Progress reports Mid-term evaluation	The participatory methodology will enable these experiences to be built into the dynamics of indigenous communities
KNOWLEDGE AND INFORMATION SUBCOMPONENT			
Improvement of society's knowledge and awareness of indigenous peoples' social organization and support them in exercising their rights	Number of organizations given institutional strengthening in the form of legal registration in RENACI, training, implementation of information systems and access to existing programs	SIM records Annual Work Plan Progress reports Mid-term evaluation	The public is receptive to the awareness campaign

NARRATIVE SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
ACCESS TO SOCIAL SERVICES COMPONENT		
PRIMARY DESIGN OF BARRIO DEVELOPMENT PLANS SUBCOMPONENT		
Studies of barrios to determine the features of the program's target population, existing programs addressing the issue of vulnerable groups, and the organizations that could take part in the participatory planning process	Number of barrio diagnostics conducted Number of inventories of existing programs in the barrios selected	SIM records Annual Work Plan Progress reports Mid-term evaluation
Participatory planning workshops on identification and prioritization of problems and needs of vulnerable groups, and selection of possible activities to address them	Number of participatory planning workshops held	SIM records Annual Work Plan Progress reports Mid-term evaluation
Identification and presentation of projects by organizations involved in barrios identified (NGOs and GOs) and technical assistance to that end	Number of consultations and requests for technical assistance for project preparation	SIM records Annual Work Plan Progress reports Mid-term evaluation
Preparation of self-diagnostics of the financial and institutional situation of organizations involved, in preparation for a future institutional strengthening	Number of institutional evaluations performed Number of institutional strengthening projects prepared and presented	SIM records Annual Work Plan Progress reports Mid-term evaluation
Preparation of barrio and joint barrio development plans	Number of barrio and joint barrio development plans prepared and presented	SIM records Annual Work Plan Progress reports Mid-term evaluation
JOINT BARRIO DEVELOPMENT PLANS FOR SERVICES TO VULNERABLE GROUPS SUBCOMPONENT. TYPE A		
Subsistence initiatives		
Improvement of housing conditions for the elderly and female heads of household	Number of elders and female heads of household having improved their housing situation and that of their children Number of homes of elders and female heads of household renovated and equipped	SIM records Annual Work Plan Progress reports Mid-term evaluation
Improvement and equipping of existing space to provide nutritional support to the elderly	Number of dining rooms for the elderly and disabled equipped for nutritional support Number of disabled and elderly persons with access to better nutrition and having acquired proper dietary habits	SIM records Annual Work Plan Progress reports Mid-term evaluation

NARRATIVE SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
Subsistence initiatives (cont.)		
Renovation of child care centers	Number of child care centers built or renovated Number of female heads of household engaged in work and/or training activities whose children attend child care centers	SIM records Annual Work Plan Progress reports Mid-term evaluation
Infrastructure, equipment and management of institutions providing services to physically and mentally disabled persons	Number of institutions having raised the quality of their services and increased service coverage through building and equipment upgrades Number of disabled persons better served as a result of building and equipment upgrades at institutions	SIM records Annual Work Plan Progress reports Mid-term evaluation
Education and development initiatives		
Cultural centers with recreational and sports activities for young people and	Number of youth centers set up to conduct creative, recreational and sports activities Number of cultural centers set up for the elderly	SIM records Annual Work Plan Progress reports Mid-term evaluation
Initiatives for disabled persons	Number of disabled persons trained to undertake employment initiatives Number of employment initiatives undertaken by disabled persons	SIM records Annual Work Plan Progress reports Mid-term evaluation
Gender and human development		
Generation and dissemination of information about issues affecting the elderly	Number and type of community members sensitized to issues affecting the elderly and the value of their role, through meetings, workshops, conferences, and information materials	SIM records Annual Work Plan Progress reports Mid-term evaluation
Education of female heads of households about family, economic and social issues	Number of female heads of household apprised of their social and legal rights through workshops and meetings promoting recognition of their needs and demands and their valuable role as mothers and members of society	SIM records Annual Work Plan Progress reports Mid-term evaluation
Training of female heads of household in traditional and non-traditional	Number of female heads of household having improved their employment prospects through training received	SIM records Annual Work Plan Progress reports Mid-term evaluation

NARRATIVE SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
Young people and human development (cont.)		
Helping young people to upgrade occupational training acquired informally	Number of young people having graduated from upgrading courses and having improved their employment prospects	SIM records Annual Work Plan Progress reports Mid-term evaluation
Providing and dissemination of information to young people for prevention of social risks	Number of young people sensitized and informed about prevention of social risks through participation in workshops, meetings and conferences	SIM records Annual Work Plan Progress reports Mid-term evaluation
Efforts to improve access and retention and avoid repetition in formal education at secondary level	Number of young people remaining in formal educational system, and reduction in repeater rate	SIM records Annual Work Plan Progress reports Mid-term evaluation
Providing orientation for disabled persons and their family members, and addressing disability-related issues	Number of disabled persons with social and family integration strengthened through community sensitization and increased awareness of disability-related issues	SIM records Annual Work Plan Progress reports Mid-term evaluation
Training for prevention and early detection of disabilities and stimulation for development	Number of family groups and community members trained in early detection of disabilities to reduce their incidence and increase the likelihood of rehabilitation for infants and children with various disabilities	SIM records Annual Work Plan Progress reports Mid-term evaluation
Training home care workers for the elderly and disabled	Number of home care workers trained with knowledge of typical risks affecting the elderly and disabled and care needed to preserve the wellbeing of these two groups	SIM records Annual Work Plan Progress reports Mid-term evaluation
JOINT BARRIO DEVELOPMENT PLANS FOR SERVICES TO VULNERABLE GROUPS. TYPE B		
Applying basic techniques of institutional administration	Number of CSOs and GOs generating information on execution of social projects through accounting administration management Number of basic information systems installed in CSOs and GOs	SIM records Annual Work Plan Progress reports Mid-term evaluation
Design and management of social projects	Number of CSOs trained in implementing an organizational scheme for execution, monitoring and evaluation of social projects Number of social projects executed, monitored and evaluated	SIM records Annual Work Plan Progress reports Mid-term evaluation

NARRATIVE SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
JOINT BARRIO DEVELOPMENT PLANS FOR SERVICES TO VULNERABLE GROUPS. TYPE B (cont.)		
Management for CSOs and GOs to seek funding to ensure sustainability of the program	Number of CSOs and GOs obtaining funding for projects and activities under the program Number of projects and activities financed from alternative sources	SIM records Annual Work Plan Progress reports Mid-term evaluation
Adjustment of CSOs and GOs to changes arising in implementation of social services for the program	Number of CSOs and GOs provided with technical and economic assistance to adjust their organizational structures so as to assume a commitment to implement the program Number of projects implemented based on improved organizational structures	SIM records Annual Work Plan Progress reports Mid-term evaluation
Purchase of computer equipment for CSOs and GOs	Number of CSOs and GOs having improved their technical and operating capacity and efficiency in project administration, implementation and monitoring, through economic assistance for the purchase of computer equipment and training in their use	SIM records Annual Work Plan Progress reports Mid-term evaluation
Purchase of basic furniture for CSOs and GOs	Number of CSOs and GOs with equipped space through economic assistance for basic furniture purchases	SIM records Annual Work Plan Progress reports Mid-term evaluation

NARRATIVE SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
SUPPORT FOR INDIGENOUS POPULATION COMPONENT		
FOR INDIGENOUS COMMUNITIES AND ASSOCIATIONS SUBCOMPONENT		
Legal formalization for registration in RENACI (Law 23,302 and Resolution 10,000)	Number of organizations registered in RENACI	SIM records Annual Work Plan Progress reports Mid-term evaluation
Courses in: (a) basic techniques of institutional administration; (b) design and implementation of social projects; (c) improving coordination of social projects between municipal governments	Number of courses held per area	SIM records Annual Work Plan Progress reports Mid-term evaluation
Facilitate access to existing programs and resources at provincial and local levels	Number of persons served by programs and services coordinated	SIM records Annual Work Plan Progress reports Mid-term evaluation
Use of information and communication systems to strengthen networks of organizations	Number of systems implemented by network and number of networks	SIM records Annual Work Plan Progress reports Mid-term evaluation
Request financial support to consolidate project execution capacity	Number of organizations strengthened and with capacity to execute projects	SIM records Annual Work Plan Progress reports Mid-term evaluation

NARRATIVE SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
PROJECTS SUBCOMPONENT		
Number of productive projects in market gardening, agriculture, bee-keeping, fishing	Number of projects carried out by type	SIM records Annual Work Plan Progress reports Mid-term evaluation
Financial assistance for housing renovation, expansion and upgrades	Number of housing units upgraded, by type of upgrade	SIM records Annual Work Plan Progress reports Mid-term evaluation
Renovation or maintenance of community spaces	Number of community spaces renovated and maintained by type	SIM records Annual Work Plan Progress reports Mid-term evaluation
Financial assistance for installation of services to supply drinking water	Number of water supply services installed and number of direct beneficiaries	SIM records Annual Work Plan Progress reports Mid-term evaluation
Promotion of appropriate and viable practices for solid waste management	Number of persons trained in solid waste management	SIM records Annual Work Plan Progress reports Mid-term evaluation
Financial assistance to upgrade infrastructure and equipment for local health care	Number of health care services upgraded and equipped and number of people covered	SIM records Annual Work Plan Progress reports Mid-term evaluation
Training of young people in construction occupations, based on agreements with other	Number of young people trained in construction occupations	SIM records Annual Work Plan Progress reports Mid-term evaluation
Financial assistance for training in traditional and non-traditional activities	Number of persons trained in traditional and non-traditional activities	SIM records Annual Work Plan Progress reports Mid-term evaluation

NARRATIVE SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
PROJECTS SUBCOMPONENT (cont.)		
Training workshops in setting up cooperatives and other organizations as service providers	Number of persons trained in setting up cooperatives and other organizations as service providers	SIM records Annual Work Plan Progress reports Mid-term evaluation
Training courses to take advantage of craftworking skills of aboriginal peoples and their products	Number of persons trained in making and marketing crafts	SIM records Annual Work Plan Progress reports Mid-term evaluation
Providing technical assistance to support initiatives to produce and market crafts	Number of crafts production and marketing initiatives supported	SIM records Annual Work Plan Progress reports Mid-term evaluation
Cultural heritage workshops	Number of cultural heritage workshops held	SIM records Annual Work Plan Progress reports Mid-term evaluation
Training of bilingual trainers	Number of bilingual trainers trained	SIM records Annual Work Plan Progress reports Mid-term evaluation
Efforts to improve access and retention and avoid repetition in formal education system for young people	Number of young people supported in school support activities. Number of young people remaining in school, and reduction in repeater rate	SIM records Annual Work Plan Progress reports Mid-term evaluation
Training teaching staff to serve indigenous students	Number of teachers trained to serve indigenous students	SIM records Annual Work Plan Progress reports Mid-term evaluation
Working with competent authorities to provide bilingual education	Number of agreements reached with competent authorities to provide bilingual education	SIM records Annual Work Plan Progress reports Mid-term evaluation

NARRATIVE SUMMARY OF OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
PROJECTS SUBCOMPONENT (cont.)		
Health education workshops	Number of persons trained at health education workshops	SIM records Annual Work Plan Progress reports Mid-term evaluation
Health care workers in indigenous issues	Number of health care workers trained in indigenous issues	SIM records Annual Work Plan Progress reports Mid-term evaluation
INFORMATION AND INFORMATION SUBCOMPONENT		
Information and awareness campaign in indigenous issues	Number of people covered by activities under indigenous issues campaign	SIM records Annual Work Plan Progress reports Mid-term evaluation
Training of legal advisory officers to help indigenous communities	Number of legal advisory officers trained to help indigenous communities	SIM records Annual Work Plan Progress reports Mid-term evaluation
Information campaigns on rights of indigenous peoples	Number of people covered by information campaigns on rights of indigenous peoples	SIM records Annual Work Plan Progress reports Mid-term evaluation
Development of information materials on orientation, promotion and protection of indigenous peoples' rights	Number of documents and other materials prepared and distributed on promotion and protection of indigenous peoples' rights	SIM records Annual Work Plan Progress reports Mid-term evaluation
Setting up associations	Number of associations set up with support under the program	SIM records Annual Work Plan Progress reports Mid-term evaluation

2. PROGRAM GOALS IN RELATION TO PURPOSES

PURPOSE	INDICATORS	MEANS OF VERIFICATION	BASELINE	TARGET BY PROGRAM
Development and integration of services through actions facilitating their services	Rates of use for educational services Rates of use for health care and specialized care services Rates of use for nutritional assistance	SIM records		10% increase in rate of use education services 10% increase in rate of use and specialized health care 25% increase in rate of use nutritional support services
Use of public resources	Amount of resources mobilized under targeted and universal programs	Budget outturn for barrio and joint barrio development plans		85% of projects that require cost financing are able to necessary resources
Community participation	Community facilitators with high/medium satisfaction levels concerning design and implementation of barrio and joint barrio plans Percentage of projects under program executed directly or comanaged by CSOs	SIM records		80% of community leaders with high/medium satisfact concerning design and im of barrio and joint barrio p 60% of projects executed o comanaged by CSOs

3. PROGRAM TARGETS RELATING TO EACH COMPONENT			
PURPOSE	INDICATORS	MEANS OF VERIFICATION	TARGETS
al services			
y design of barrio plans	Number of barrio and joint barrio plans prepared and presented	SIM records	
joint barrio plans for services to ups	<p>Type A.</p> <p>A.2.1 Survival and subsistence initiatives</p> <p>Reduce substandard housing indexes for the elderly and female heads of household</p> <p>Increase number of dining rooms equipped for the elderly</p> <p>Increase number of dining rooms equipped for the disabled</p> <p>Increase rates of children aged 0-4 served by child care centers</p> <p>Increase rates of children 5-13 served by schools and child care centers outside regular school hours</p> <p>Increase rates of use for general and specialized health care services</p>	<p>Statistics from program records: child care center registration and attendance, dining rooms equipped, housing units reconditioned and/or renovated</p> <p>Idem</p> <p>Idem</p> <p>Idem</p> <p>Idem</p> <p>Health care center statistics and records</p>	<p>70 barrio plans prepared and presented</p> <p>10 joint barrio plans prepared and presented</p>
	<p>A.2.2 Social capital development initiatives</p> <p>Increase number of young people and/or disabled and/or elderly persons involved in creative, recreational, sports and cultural activities at community centers</p> <p>Increase family and community integration rates for young people, disabled persons, and female heads of household</p>	<p>Statistics from program records (accreditation form, course registration, and technical assistance provided)</p> <p>Results of beneficiary surveys</p>	<p>Improve housing conditions for 30% of the elderly and female heads of household with substandard housing in program areas</p> <p>Equip 35 dining rooms for the elderly and 35 rooms for the disabled in program areas</p> <p>50% increase in the rate of children aged 0-4 and 5-13 being served by child care centers in program areas</p> <p>30% increase in the rate of children aged 5-13 being served by schools and child care centers in program areas</p> <p>10% increase in use of general and specialized health care</p>

3. PROGRAM TARGETS RELATING TO EACH COMPONENT

PURPOSE	INDICATORS	MEANS OF VERIFICATION	TARGETS
ial services (cont.)			
	<p>A.2.3 Training initiatives</p> <p>Increase rates of young people and female heads of household receiving training in traditional and non-traditional activities that improve their employment prospects</p> <p>Increase number of employment initiatives undertaken by female heads of household, disabled persons, and young people</p> <p>Increase rates of persons trained as child care workers</p> <p>Increase rates of persons trained as home care workers</p> <p>Increase number of persons made aware of issues relating to disabled persons, female heads of household, and the elderly</p> <p>Lower school leaving rates</p> <p>Lower teenage pregnancy rates</p> <p>Increase rates of early detection of disabilities</p> <p>Lower rates of care for alcoholism and drug addiction</p> <p>Lower death rate as a result of improperly performed abortions</p> <p>Lower levels of care as a result of improperly performed abortions</p> <p>Type B</p> <p>Increase number of CSOs that meet operating requirements for program implementation</p> <p>Increase percentage of CSOs taking part in training courses in administration, implementation and monitoring of social projects</p>	<p>Statistics from program records (accreditation form, course registration, and technical assistance provided)</p> <p>Idem</p> <p>Idem</p> <p>Idem</p> <p>Results of beneficiary surveys</p> <p>Idem</p> <p>Health care center records</p> <p>Idem</p> <p>Idem</p> <p>Idem</p> <p>Idem</p> <p>Program evaluation and monitoring system</p> <p>Statistics from program records (accreditation form, course registration, and technical assistance provided)</p>	<p>20% increase in percentage of young people and female heads of household improving their employment prospects through training</p> <p>20% increase in new employment initiatives undertaken by female heads of household, disabled people, and the elderly</p> <p>20% increase in the rate of persons trained as child care workers</p> <p>20% increase in rate of persons trained as home care workers</p> <p>50% increase in proportion of persons made aware of issues affecting the disabled, female heads of household, and the elderly</p> <p>15% reduction in school leaving rates in program areas</p> <p>15% reduction in rates of teenage pregnancy in program areas</p> <p>30% increase in early detection of disabilities in program areas</p> <p>20% reduction in care for alcoholism and drug addiction in program areas</p> <p>15% reduction in death rate as a result of improperly performed abortions</p> <p>25% reduction in care as a result of improperly performed abortions</p> <p>50% increase in number of CSOs meeting program's operating requirements</p> <p>50% increase in number of CSOs participating in training courses in administration, implementation and monitoring of social projects</p>
strengthening: (SISFAM)	Increase percentage of municipalities operating SISFAM	SIM records	590 municipalities operating SISFAM (the remaining municipalities will be included in SISFAM with financing from other sources)

3. PROGRAM TARGETS RELATING TO EACH COMPONENT

PURPOSE	INDICATORS	MEANS OF VERIFICATION	TARGETS
al services (cont.)			
indigenous peoples			
strengthening and support	Increase percentage of CSOs executing projects under the subcomponent Increase percentage of CSOs linked in networks	Annual Work Plan Progress reports	80% of CSOs strengthened execute projects 20% of CSOs strengthened participate in networks
projects. Survival and subsistence	Increase participation by beneficiary population in productive projects Increase rates of use of general care services Reduce substandard housing indexes Increase number of persons with access to drinking water and basic sanitation Increase number of persons trained in traditional and non-traditional activities and crafts marketing Increase number of young people trained in construction occupations Lower repeater and school leaving rates	Annual Work Plan Mid-term evaluation SIM records	20% increase in rate of persons employed in productive projects 30% increase in rate of use of health care, educational, and nutritional support services Upgrade housing conditions for 15% of beneficiaries with substandard housing 15% increase in housing units with access to drinking water and basic sanitation 10% increase in number of persons trained in construction occupations 20% increase in rate of young people trained in construction occupations 15% decrease in repeater and school leaving rates
and information activities	Increase number of indigenous associations Increase percentage of general public informed of indigenous peoples' rights and issues	Progress reports PMC surveys	10% increase in number of indigenous associations 15% increase in proportion of population with knowledge about indigenous peoples' rights and issues

ARGENTINA PROGRAM OF SUPPORT FOR VULNERABLE GROUPS

PROCUREMENT PLAN

DESCRIPTION	AMOUNT (US\$000)	SOURCE	PROCUREMENT METHOD	NOTICE DATE
CONSULTING CONTRACTS				
Advisory support and supervision				
Coordinating unit of the SSPS	2,700 80	IDB Local	IC/NCO	3rd quar. 97
Technical team - SISFAM	400	IDB	DC + NCO	NA
Technical team - INAI	270	IDB	IC/NCO	3rd quar. 97
Participatory design				
Barrio survey, selection	500	IDB	IC/LCO	1997-1999
PPP - Support organizations	3,700	IDB	LCO	1997-1999
Institutional arrangements	240	IDB	IC/LCO	1997-1999
Barrio development plans				
Basic institution-strengthening	2,000 400	IDB	IC/LCO	1997-1999
SISFAM				
Pilot plan and implementation	70 210	IDB Local		
WORKS PROJECTS				
Barrio development plan, joint barrio development plan: Type A	7,000	IDB	DC/LS/LRB	1997-1999
	7,000	Local		
Component 3: Specific projects	640	IDB	DC/LS/LRB	1998-1999
EQUIPMENT AND FACILITIES				
Coordinating unit of SSPS and INAI technical team	100	IDB	NS/NRB/ICB	3rd quar. 97
Barrio development plan, joint barrio development plan: Types A and B	4,500 4,500	IDB Local	NS/LCB	1997-1999
SISFAM	1,200	IDB	ICB/LCB	1997-1998
Component 3: Specific projects	1,700	IDB	LS/NS/LCB	1998-1999
TOTAL ESTIMATED	24,380	IDB		
TOTAL ESTIMATED	6,330	Local		

DC Direct contracting
 IC Individual consultant contract
 ICB International competitive bidding
 LCB Local competitive bidding
 LCO Local call for offers
 LRB Local restricted bidding
 LS Local shopping
 NCO National call for offers
 NS National shopping

LEG/RG1/AR-1618

AR-0161

Original: Spanish

PROPOSED RESOLUTION

ARGENTINA. LOAN No. ____/OC-AR.
PROGRAM IN SUPPORT OF VULNERABLE GROUPS

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such contract or contracts as may be necessary with the Republic of Argentina, as Borrower, for the purpose of granting it a financing to cooperate in the execution of the Program in Support of Vulnerable Groups. Such financing will be for the amount of up to sixteen million five hundred thousand dollars of the United States of America (US\$16,500,000), which are part of the Single Currency Facility of the Ordinary Capital resources of the Bank, and will be subject to the "Special Contractual Conditions" and the "Terms and Financial Conditions" of the Executive Summary of the Loan Proposal.

PROPOSED RESOLUTION

ARGENTINA. LOAN No. ____/SF-AR.
PROGRAM IN SUPPORT OF VULNERABLE GROUPS

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such contract or contracts as may be necessary with the Republic of Argentina, as Borrower, for the purpose of granting it a financing to cooperate in the execution of the Program in Support of Vulnerable Groups. Such financing will be for the equivalent of up to sixteen million five hundred thousand dollars (US\$16,500,000) in Argentine pesos, which are part of the resources of the Fund for Special Operations of the Bank, and will be subject to the "Special Contractual Conditions" and the "Terms and Financial Conditions" of the Executive Summary of the Loan Proposal.

PROPOSED RESOLUTION DE- /97

ARGENTINA. NON REIMBURSABLE TECHNICAL COOPERATION FOR A
PROGRAM IN SUPPORT OF VULNERABLE GROUPS
COMPONENT IN SUPPORT OF INDIGENOUS GROUPS

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 Republic of Argentina 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 the Component in Support of Indigenous Groups of the Program in Support of Vulnerable Groups.
2. That up to the equivalent of US\$5,000,000, in argentine pesos, 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.