

**INTERLEGIS - LEGISLATIVE INTEGRATION AND PARTICIPATION NETWORK**

**(BR-0288)**

**EXECUTIVE SUMMARY**

**BORROWER AND GUARANTOR:** Federative Republic of Brazil

**EXECUTING AGENCY:** Informatics and Data Processing Center of the Federal Senate (PRODASEN)

**AMOUNT AND SOURCE:**

IDB:	US\$25 million (OC)
Borrower:	US\$ <u>25</u> million
Total:	US\$ <u>50</u> million

**FINANCIAL TERMS AND CONDITIONS:**

Amortization period:	20 years
Grace period:	3 years
Disbursement period:	3 years
Interest rate:	Variable
Supervision and inspection:	1%
Credit fee:	0.75%
Currency:	Currency basket

**OBJECTIVES:** The Program's objective is to support the process of modernization of the Legislative Power at the three levels of Government (federal, state and municipal), in order to improve communication and flow of information among legislators, increase the efficiency of the legislatures, and augment the participation and representation of the public in the legislative process.

**DESCRIPTION:** **Subprogram I: Formation of the InterLegis Community** (US\$12,000,000), to amplify channels of communication, training and information among legislators, and between legislators and the citizenry.

This subprogram will coordinate the expansion of the InterLegis information network (which already exists in pilot project form at [www.interlegis.gov.br](http://www.interlegis.gov.br)) to subnational levels of the country. It will amplify InterLegis' information and education capacities, with the goal of forming a virtual community of federal, state and local legislators, their staff and their Courts of Accounts. This will permit: real-time communication among these groups and between them and the society in general; electronic meetings and teleconferences; real-time consultation of databases containing legislation, public opinion, bibliographies and jurisprudence; and the

participation of civil society and the public in the legislative process.

**Subprogram II: Development and transfer of technology, services and research** (US\$12,000,000), to support development and dissemination of new informatics products, services and technologies to serve the legislature.

This subprogram will develop new technologies, products and services for legislative organization, informatics, communication and training. It will also finance development and transfer of applied scientific research in legislative informatics and organization.

**SubProgram III: InterLegis Technological Infrastructure** (US\$14,000,000), to provide infrastructure, equipment and training for implementation and operation of the InterLegis network.

This subprogram will finance installation of informatics and communications equipment and preparation of physical space for the central nucleus of the network, installation of informatics and communications equipment in state and local legislatures to permit integration of those that do not presently have the technological resources to enable them to participate in the InterLegis network, and equipping of multi-use rooms in 30 cities to allow for teleconferences and distance education.

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

The proposed program is consistent with the Bank's country strategy for Brazil, in particular with respect to the area of **support to the modernization of the State at both the national and subnational levels**. Similarly, the Program is consistent with the priority that the Bank assigns to **strengthening of civil society and support to modernization of legislative and judicial powers** discussed with Brazilian authorities during the most recent Programming Mission in June of 1997.

**ENVIRONMENTAL/  
SOCIAL:**

Environmental impact is minimal, and no additional analysis or mitigation is required.

**BENEFITS:**

The principal outputs that it is hoped the Program will achieve are:

- i) The InterLegis network, accessible via Internet, interconnecting all of the assemblies of the

country (of which 2,500 will receive equipment to facilitate their access to the system), and making information about the legislative power and process available to the society as a whole. With the development and implementation of InterLegis, information about the work of legislatures will become available to the public, and the public will be able to comment on legislation under debate. InterLegis will boost the dissemination of information in Brazil, expand the public involvement of civil society and help educate and motivate its members. This will facilitate informed voting in elections at the national, state and local levels, a fundamental part of the process of democratic strengthening in the country.

- ii) Training and provision of technological tools to assist legislators and their staffs to manage the legislative process and to administer budgets and personnel, which will give legislatures the tools and know-how to better serve their constituencies and will result in the generation of more transparent data about the legislative process. InterLegis will provide local municipalities with the tools and information they need to identify and capture much-needed federal and state resources and to have more say in the national decision-making process.
- iii) Higher quality of legislation and of legislative oversight. Improved communication on legislative matters among federal, state and local assemblies and greater access by legislators to information about substantive matters related to legislation under consideration will impact the quality of legislation passed at federal, state and local levels.

**RISKS:**

The InterLegis system requires active participation by state and municipal legislatures. Because participation by state and local legislatures in the Program is entirely voluntary, project strategy seeks to ensure adequate participation through:

- i) Creating a product that is designed in response to user demand. The InterLegis pilot project has met with considerable demand and there are indications that the demand will continue to grow as the services offered by InterLegis are adapted to become more useful to the needs of the future members.

- ii) Making sure would-be participants are technologically enabled to participate, through training in use and maintenance of equipment, as well as substantive training in the legislative process.
- iii) Setting in place mechanisms to provide that legislatures receiving equipment and technical assistance will be active users, such as contracts with legislatures which will require their active participation and provision of funds for maintenance and upgrading of equipment.

It is possible that the demand by municipal legislatures will be greater than the capacity of the program to provide equipment and training. PRODASEN has therefore prepared a strategy to prioritize response to demand as the project is implemented, to assure that the program can respond to the demand generated in an orderly fashion.

**SPECIAL  
CONTRACTUAL  
CLAUSES:**

Conditions prior to first disbursement:

- i) contract between Borrower and executing agency (§ 3.3);
- ii) project execution unit formalized (§ 3.4) and directors hired (§ 3.7);
- iii) regulations for participants approved (§ 3.9); and,
- iv) agreement between PRODASEN and the Brazilian Legislative Institute (ILB) signed (§ 3.3).

Additional contractual clauses: (i) PRODASEN will provide equipment and services only to those states and municipalities that have signed an agreement substantially similar to the model agreement annexed to the Regulations for Participants (§ 3.10); (ii) prior expenses would be recognized in an amount of not more than US\$2 million in counterpart funding for construction of the central nucleus for InterLegis and set-up and initial operation of the Program executing unit; and not more than US\$ 1,250,000 in counterpart funding and US\$1,250,000 in Bank financing for equipment and consulting services required to set up InterLegis multi-use rooms in 30 cities throughout the country (§3.17); and (iii) should the executing agency opt to hire an international technical assistance organization, the Bank will approve the contract with that organization before any program funds are transferred to it (§3.20).

**POVERTY TARGETING AND SOCIAL CLASSIFICATION:** Not a poverty-targeted operation.

**EXCEPTIONS TO BANK POLICY:** None.

**PROCUREMENT OF GOODS AND SERVICES:** Procurement thresholds:  
ICB: US\$350,000 for goods;  
US\$5 million for construction works.  
Ex post spot checks for individual consultancies for amounts under US\$50,000.

## I. FRAME OF REFERENCE

### A. The legislative power in Brazil

- 1.1 In the late 1970's a process of political re-democratization began in Brazil, leading to indirect elections for the President of the Republic in 1985 and direct elections for all elected positions in 1987. A Constitution promulgated in 1988 defines the responsibilities and functions of Executive, Legislative and Judicial branches of the government at the federal, state and local levels, in a federal republic system. The legislative power in Brazil is made up of the National Congress, which includes the Federal Senate (81 Senators elected for terms of eight years) and the House of Deputies (513 Representatives elected for terms of four years); 27 state assemblies; and 5,600 municipal councils--approximately 70,000 legislators in total.
- 1.2 The National Congress is responsible for approving changes to the Constitution and for passing federal laws. It has sole legislative responsibility for the federal tax system; the federal budget and oversight of federal spending; for national, regional and sectoral development plans; telecommunications; national financial matters such as exchange and monetary policy and oversight of financial institutions and operations; and international treaties.
- 1.3 The federal, state and local legislatures share, according to the Constitution, responsibility to legislate regarding health, environmental protection, historic preservation, education, housing, and sanitation, among other areas of public well-being. Representatives to State Assemblies, who serve terms of four years, approve state constitutions and any changes thereto, as well as all state laws. City Councillors, also elected for terms of four years, approve municipal regulation which legislates on topics of local interest such as the organization of local public services (transportation, health, education, etc.), and use of technical and financial cooperation provided by the Union or the State.
- 1.4 An auxiliary agency of the National Congress, the Court of Accounts of the Union (Tribunal de Contas da Uniao - TCU), is responsible for external control and oversight of spending and fiscal performance of the federal executive branch and any other entity utilizing federal funds. All of the state legislatures and many of the municipal legislatures also have Courts of Accounts to oversee executive agency spending of the state or local budget approved by the legislature.

### B. Principle challenges facing the legislative power

1. Communication and coordination among the three levels
- 1.5 The legislative powers at each of the federal, state and local levels are fully autonomous and independent of one another. The

discussion above makes clear, however, that much of their work is complementary and requires close coordination, if legislation is to be well-conceived. At present, there is no formal communication or information structure connecting the municipal, state and federal levels of the legislative power. State and local legislators are not able to follow the course of debate over federal laws or Constitutional reform in Congress; they do not have direct access to budgetary information indicating, for example, what funds might be available for local health or education projects; they do not know the voting records of their peers in other legislative bodies; and they cannot easily consult databases or other lawmakers about legislative matters of interest to them. This results in overlapping and sometimes conflicting legislation, much duplication of effort, and a tendency to marginalize local government.

## 2. Training and support systems

- 1.6 While a small number of state and municipal legislatures have qualified human, technological and information resources necessary for the full exercise of their functions, most experience a dire lack of those resources. This lack is very likely contributing to the high turnover in local legislatures in recent years - nearly 95% in some elections. Many state and municipal legislators are first-time legislators inexperienced with the legislative process. They receive little legislative information, few opportunities to communicate about issues with peers in other legislatures, little support in the form of training or education and no informatics resources to help with basic administrative functions (such as registries of processes, payroll, internal correspondence, research, inventory control, distribution of legislative materials). This means that state and municipal legislatures have difficulty carrying out the tasks they are meant to perform.
- 1.7 The technological support required to lend efficiency to the most essential legislative functions requires some specialization, particularly in terms of software. That is, software generally available on the market must be adapted, or specialized software must be created, to make it useful to the process of legislative debate, budgetary preparation, and fiscal oversight. The Information and Data-Processing Center of the Federal Senate (Centro de Informática e Processamento de Dados do Senado Federal - PRODASEN), the technological arm of the Federal Senate, is beginning to develop in-house capacity to adapt software to the legislative function; that capacity exists to a lesser extent in the House of Deputies, and is essentially non-existent in state and local legislatures.

## 3. Legislative interface with the public

- 1.8 At present, there is little information available to the public about the legislative process, and there is no efficient means by which the public can communicate its views to lawmakers. Information about the workings of the Courts of Accounts -- their

decisions as to whether executive branch entities are spending public funds appropriately, and information about the use and distribution of public resources -- although "public" information, is difficult to get access to. Legislators and the public would benefit from being able to consult such information from regions around the country. Similarly, there are only limited mechanisms by which legislators can sound out their constituency about issues, or communicate their positions to the electorate on matters of public interest. NGOs and legislators alike are nearly unanimous in stating that legislative information and communication must be modernized if Brazil's political system and culture are to become more transparent, participatory and more legitimate in the public's mind.

#### 4. The legislative task

- 1.9 In parallel to the process of political democratization that has taken place in Brazil, the country has undergone profound change in its national economic policies, introducing structural reforms such as privatization, deregulation, a new competition policy, redefinition of the role of the State, fiscal austerity measures and opening of the economy to the exterior. The Legislative Power has a critical role to play in passing the laws and regulation that define the economic reform. The need for improvement in efficiency and representativity of the Legislative Power increases daily as citizens and civil society require an agile and representative parliament able to lead the modernizing process of the country in a global economy.

#### C. The reform underway: InterLegis

- 1.10 In 1997 PRODASEN initiated the establishment of an information and communication system among legislators, and between legislators and the citizenry. PRODASEN has designed and implemented the initial technological structure for this system, which is called InterLegis, and has begun to put InterLegis at the disposal of legislators on a pilot project basis. The pilot project can be accessed at [www.interlegis.gov.br](http://www.interlegis.gov.br). InterLegis presently contains links to databases of interest to legislators and the public, such as O Dia no Senado, Correio Braziliense, the Congressional Library, TV Senado, Radio Senado, and the daily Congressional Digest, as well as links to Web pages of the U.S. House of Representatives, the New York Times, the United Nations, and Roll Call. InterLegis has, at present, capacity to provide electronic mail to federal, state and local legislators, and contains space to host homepages for each legislature and every legislator in the country. This ability to host homepages is especially useful for legislatures that do not have a server; legislatures with their own servers simply link their homepages to InterLegis.
- 1.11 In this first, pilot project, stage of implementation, only those legislatures having computer equipment and Internet access can become members of InterLegis. As a result, 15 state assemblies (of



26 total), and 12 municipal legislatures (of a total of 5,600) are now members of InterLegis, as is the House of Deputies and organizations directly related to the legislative power, such as the National Association of State Legislatures, the National Association of Municipal Legislators, and the Association of Legislative and Budgetary Assistants of the Federal Senate.

- 1.12 The next stage of implementation of InterLegis, the stage for which Bank support is sought, will amplify its information and training capacities so as to provide a useful information and communication instrument between legislative bodies and civil society. This next stage will also increase Interlegis' capacity to provide administrative support to the legislative process, and provide training and equipment to permit InterLegis to be extended to additional state and municipal legislatures. As InterLegis is implemented, a program of education and dissemination will help explain its utility and versatility to legislators and to the public, and educate citizens about the role of the legislature in a democracy.
- 1.13 InterLegis, when fully implemented, will use the medium of Internet to create a network that not only brings together existing information databases important to legislators and the public interested in following the legislative process, but that also creates new databases in response to legislators' needs (for example, model laws for regulation at the local level), sets up communications networks between legislators of the three levels (through an e-mail system and through forming of on-line discussion groups organized around particular legislative issues), and provides educational opportunities and technological tools to improve management of the legislative process. Legislators will be able to share drafts of legislation as they are prepared, receive constant updates on floor and committee action, and have access to voting records.
- 1.14 The development policy of the Federal Government of Brazil assigns highest priority to modernization of the State at all levels and in all three branches of government, seeking the redefinition of the role of the public sector and the adoption of principles of efficiency, effectiveness, transparency, legitimacy and accountability. It is in this context that InterLegis has been designed to contribute to the strengthening of the Brazilian Legislative Power and to greater integration and participation by the public and civil society in the national decision-making process.

D. Bank experience with legislative projects

- 1.15 Bank projects in modernization of the Legislative Power have been approved in Costa Rica, Dominican Republic, Ecuador, Panamá and Perú, and legislative reform components have been included in operations approved in Paraguay, Bolivia and Nicaragua. In addition, a regional technical cooperation operation will establish

a network of global legal information for Mercosur countries, a project that is complementary to the proposed operation (in that InterLegis can establish a link to the MERCOSUR network).

E. Strategy of the Bank in Brazil

- 1.16 The proposed program is consistent with the Bank's country strategy for Brazil, in particular with respect to the area of **support for the modernization of the State at both the national and subnational levels**. Similarly, the Program is consistent with the priority that the Bank assigns to **strengthening of civil society** and **support to modernization of legislative and judicial powers** discussed with Brazilian authorities during the most recent Programming Mission in June of 1997.

## II. THE PROGRAM

### A. Program objectives and benchmarks

- 2.1 The Program's objective is to support the process of modernization of the Legislative Power at the three levels of Government (federal, state and municipal), in order to improve communication and flow of information among legislators, increase the efficiency of the legislatures, and augment the participation and representation of the public in the legislative process.
- 2.2 Benchmarks for measuring success in achieving Program objectives are set forth in detail in Annex I. Principal benchmarks are summarized below:
- i) The InterLegis network, accessible via Internet, interconnecting all of the assemblies of the country, of which 2,500 will receive equipment to facilitate their access to the system), and making information about the legislative process available to the society as a whole.
    - Increase in access to the InterLegis network will be measured by the number of consultations to databases and homepages: 3,000 InterLegis consultations per month by legislators and 300 by the general public by Program end.
    - Benchmarks for increase in quantity of InterLegis information and training opportunities: 3,000 webpages, 2 national databases of current and model legislation, 25 InterLegis courses in legislative processes, 20 manuals setting forth norms of government agencies, specialized legislative information research mechanism, system for collecting and inputting municipal data.
  - ii) Higher quality of legislation , and more fiscal oversight activity among state and local legislatures (as measured by surveys of legislators and staff regarding use of InterLegis in bill drafting; by decrease in the incidence of conflict or duplication in federal/state/local legislation; and by number of queries and discussions by municipal legislatures regarding Court of Accounts opinions); and
  - iii) Public registering of opinions with legislatures increased threefold, and public more informed about the role and activities of the legislative power.

### B. Program description

- 2.3 To reach the objectives defined, the Program will comprise three Subprograms, described below. Specific quantitative outputs anticipated per program component, for the first year of project execution and at the end of project execution, are set out in Annex II.

1. Formation of the InterLegis Community (US\$12,000,000 total; US\$5,900,000 in Bank financing)

**Goal:** Amplify channels of communication, education and information among legislators, and between legislators and the citizenry.

- 2.4 This subprogram will coordinate the expansion of the InterLegis network to subnational levels of the country, and the amplification of InterLegis' information and educational capacities, in order to form a virtual community of federal, state and local legislators, their staff and their Courts of Accounts. Establishment of such a community will permit: real-time communication among these groups and between them and the society in general; electronic distribution of documents such as speeches, public budgets and draft laws; electronic meetings and teleconferences; real-time consultation of databases containing legislation, public opinion, bibliographies and jurisprudence; and the participation of civil society and the public in the legislative process. The subprogram will include three components, as follows:

- a) Training in the legislative process (US\$5,000,000)

- 2.5 This component will develop legislative educational programs that use information technology, on topics such as legislative process, legislative research and drafting, specific subjects under debate in legislatures in the country, and budgetary preparation and oversight. The component will also finance training for legislators in how to consult the electorate during the legislative process; civic education to inform the public on the legislative process and participation; and pilot projects of education in schools, universities and libraries regarding the role of the legislature in a democracy, and citizen rights and responsibilities vis-a-vis the legislative power.
- 2.6 This component will make it possible for PRODASEN to disseminate to state and local legislatures and to civil society groups and the public, educational resources that are now available only to federal legislators in Brasilia. Each educational program will contain three modules: development of training software; implementation of computer-based training; and exchange of knowledge and ideas via periodical seminars or workshops, and course follow-up.
- 2.7 The component will develop 12 long-distance education courses, 12 software packages, and 25 Internet courses; in addition, 6 seminars will be carried out each year of program execution. Total cost of consultancies to carry out this component will be US \$5 million, of which \$2.7 million will go to software development; \$1.3 million to distance education programs; and \$1 million to development and implementation of seminars and follow-up by monitors and educational specialists.

b) Communication via InterLegis (US\$3,500,000)

- 2.8 This component will establish a systematic channel of communication among legislators at the federal, state and local level; and between legislators and the public. This will be done by developing: (i) on-line discussion panels, debates and teleconferences (at least four per year); (ii) at least one project per year aimed at increasing two-way communication between legislators and the public; (iii) opinion polls via the Internet (the first will address matters under debate in the Federal Congress); (iv) two yearly information programs in the media about InterLegis and the legislative process; and (v) the preparation of an InterLegis journal. Total component cost will be US\$3.5 million, of which \$1.5 million will go to design and implementation of media projects and the InterLegis journal; \$500,000 toward design and implementation of panels, debates, discussion groups and polls on the Internet; US\$500,000 to software acquisition; and US\$1 million for seminars and discussions.

c) Information databases (US\$3,500,000)

- 2.9 This component will create new and compile existing databases of information useful to legislators and the public, as well as design research tools and training in how to conduct research in those databases. The databases will contain both general information important to legislative decision-making (socio-economic, legal, financial and budget information at the federal, state and local levels); as well as specific legislative information (databases of model and actual legislation by field, a manual on how to access public resources, etc.).
- 2.10 The total cost of this component will be US\$3.5 million, of which \$2.2 million will go to development of a database of federal, state and municipal legislative information; and US\$1 million for development of Internet applications for access to and use of the information (such as programs to make it easy to follow the application of resources budgeted by the legislature at the federal, state and municipal levels; programs to provide access to legislation under consideration and approved; programs to track bills in Congress, etc.). Dissemination of information and support to these mechanisms will cost US\$300,000. Most of the resources of this component will finance contracting of consultants.

2. Development and transfer of technology, services and research  
(US\$12,000,000 total; US\$6,300,000 Bank financing)

**Goal:** Support development and dissemination of new informatics products, services and technologies to serve the legislature.

- 2.11 This subprogram will develop new technologies for legislative organization, informatics, communication and training. It will include two components, described below.

a) Development and transfer of technology, products and services (US\$10,000,000)

- 2.12 Technological solutions specific to the National Congress (such as re-engineering of parliamentary and budgetary processes) will be developed, and PRODASEN will also use its experience in working with the Federal Senate to adapt and develop existing products and automated information systems to make them useful to legislatures at the state and local levels. Training for legislators and their staff in the use of these new technologies will accompany their dissemination.
- 2.13 Legislatures participating in InterLegis will be encouraged to take active roles in developing and transferring services and technology that can be used by other legislatures. PRODASEN will work with the informatics units linked to the House of Deputies, state assemblies and municipal councils to develop legislative products and services.
- 2.14 Four types of systems to implement technologies to help legislatures perform their tasks will be developed: i) systems to support the legislative process and automatic processing of legislation (applications to store and retrieve legislation on Internet; applications to generate and manage internal documents such as minutes of committee meetings, opinions, etc; applications to control movement of legislation) (US\$3 million in consultancies); (ii) preparation and oversight of budgets (US\$2 million); (iii) legislative administration (administration of personnel, material, finances, and payroll) (US\$1 million in acquisition and development of software); and iv) support to the parliamentarians' communication with the public (preparation of the daily legislative agenda, maintenance of registry of voters, etc.) (US\$1 million). Each system will be developed in three versions, one for each legislative level--federal, state and municipal.
- 2.15 This component will also finance consultancies in the amount of US\$3 million to implement the new technologies and products that are developed, including training in their use for legislators and staff, and follow-up to assure that solutions developed fit the needs of the participating legislatures.

b) Development of scientific research in legislative information (US\$2,000,000)

- 2.16 This component will finance applied scientific research in legislative informatics and information technology with the participation of foreign and Brazilian universities and research institutions. The component will plan, coordinate and encourage development of research, including forming a multidisciplinary nucleus of scholars for studies and research. It will finance nearly 15 research projects over four years in areas such as informatics, education, political science, legislative process, etc. for a cost of US\$2 million.

3. InterLegis technological infrastructure (US\$14,000,000 total;  
US\$6,500,000 Bank financing)

**Goal:** Provide infrastructure, equipment and training to make implementation and operation of the InterLegis network possible.

- 2.17 This subprogram is directed at installation of informatics and communications equipment and preparation of physical space for the central unit of the network, and installation of informatics and communications equipment at the state and local level to permit integration of state and municipal legislatures that do not presently have the technological resources to permit them to participate in the InterLegis network. Toward these ends, the subprogram includes the four components described below.

a) Instrumentalization of InterLegis central nucleus  
(US\$2,000,000)

- 2.18 This component will include set-up and development of the organizational structure of InterLegis, training of personnel to staff the central InterLegis unit, and purchase of hardware and software to make it possible for InterLegis to operate. The component will also include construction of an annex or free-standing building to house the InterLegis central unit, and equipment for that space, which will be funded with counterpart funds. Total cost of the component will be US\$2 million.

b) Installation of equipment for access to InterLegis  
(US\$7,500,000)

- 2.19 This component will finance informatics and communications equipment for state and local legislatures. It will finance purchase of equipment and software to link 2,500 municipal and state legislatures to InterLegis, and consultancies to prepare a strategy for distribution and installation of equipment, at a cost of US\$7.5 million.

c) Training and support (US\$1,000,000)

- 2.20 Hand-in-hand with provision of equipment, the subprogram will finance training of legislators and their staff in the use and maintenance of informatics and organizational technology designed to increase their efficiency in the execution of their principle functions. The component will assemble and prepare teams of trainers (approximately 150 technical trainers will be trained, each of whom will train up to 3,000 InterLegis users over the course of program execution) to teach users in each region of the country. The component will also include development of a program of permanent support to InterLegis users in technological and operational aspects, including the installation of a help-desk at the Interlegis central nucleus. Hiring of firms to carry out this support and training will cost US\$ 1 million.

d) InterLegis Multi-Use rooms (US\$2,500,000)

- 2.21 This component will finance installation of equipment and reconfiguring and modification of existing buildings (no new construction) to create InterLegis Multi-Use Rooms, which will permit training and national teleconferences for long-distance training and consultations regarding legislative topics. These Multi-Use rooms will be used not only by legislators, but also by university and secondary school students, professors and researchers, among others. They will also be used for electronic interactive debates. Approximately 30 of these Multi-Use Rooms are to be developed in centrally-located cities across the country, so that most legislators and much of the public will have relatively easy access to one of them. The component will finance contracting of consultancies to prepare architectural and technological design of rooms; and purchase and installation of equipment, furniture and communications infrastructure; at an estimated cost of US\$2.5 million.

C. Program beneficiaries

- 2.22 Users of the InterLegis network will be: (i) *having full access to the whole InterLegis system*: the parliamentary community, made of the Federal Senate, the House of Deputies, 26 State Assemblies and 5,600 Municipal Legislatures, and their Courts of Accounts, participating in a network of exclusively legislative information and communication; and (ii) *having full access to all information of public character*: the communications media, civil society and the public in general, in Brazil and abroad, who will have access to legislative and political information on the progress of legislation about subjects of collective interest, whether on the local, state or national level, and access to communication channels with legislators in order to express their opinions. InterLegis will be of particular interest, too, to the scientific and academic communities and communication media in carrying out studies and research on the Brazilian political system.

D. Cost and financing

1. Cost

- 2.23 Program resources will be used to finance contracting of specialized consulting services, purchase of computer and communication equipment and application systems, technical assistance and training for legislators and staff, and dissemination of InterLegis among the public. US\$5.7 million will fund staffing, contracting of national and international consultancies, and training and office equipment, for the executing unit within PRODASEN, as well as travel expenses necessary to permit executing unit staff to travel to legislatures to oversee implementation of the Program throughout Brazil. Cost of Program activities is indicated in the table below.



BUDGET				
Sub-Program/Component	Origin		Costs	%
	Prodasen	IDB		
1. Subprogram. Formation of the InterLegis Community	6,100	5,900	12,000	24.0
Training in Legislative Process	2,900	2,100	5,000	10.0
Communication via InterLegis	1,600	1,900	3,500	7.0
Information Databases	1,600	1,900	3,500	7.0
2. Subprogram Dev. and transfer of tech., services and research	5,700	6,300	12,000	24.0
Dev. and transfer of tech., products and services	4,700	5,300	10,000	20.0
Dev. of scientific research in legislative information	1,000	1,000	2,000	4.0
3. Subprogram InterLegis Technological Infrastructure	7,500	6,500	14,000	28.0
Instrumentalization of InterLegis central nucleus	2,500	500	3,000	6.0
Installation of equipment for access to InterLegis	3,750	3,750	7,500	15.0
Training and support	0	1,000	1,000	2.0
InterLegis Multi-Use Rooms	1,250	1,250	2,500	5.0
4. Financial Costs	1,860	250	2,110	4.2
Supervision and Inspection	0	250	250	0.5
Interest	1,700	0	1,700	3.4
Credit Commission	160	0	160	0.3
5. Contingencies	1,090	3,050	4,140	8.3
6. Administration and Supervision	2,750	3,000	5,750	11.5
Implantation of an Organizational Structure	2,750	3,000	5,750	11.5
Total	25,000	25,000	50,000	100.0

2.24 Distribution of Program funds among the categories of activities to be financed, broken out to show Bank and counterpart financing, is set forth below.

Categories by Sources (in US\$ mil)	Consultancy		Training		Dissemination		Equipment		Infrastructure		Total
	IDB	Counterpart	IDB	Counterpart	IDB	Counterpart	IDB	Counterpart	IDB	Counterpart	
Subprogram - 1	3,600	3,100	1,500	2,300	800	700					12,000
Subprogram - 2	6,000	5,400			300	300					12,000
Subprogram - 3	1,250	750					5,250	5,750	1,500		14,000
Financial Costs											4,200
Contingencies											8,300
Adm. and Supervision	2,550	2,250	450					500			5,750
TOTAL	13,400	11,500	1,950	2,300	1,100	1,000	5,250	6,250	1,500		50,000
% by sources	53%	47%	46%	54%	52%	48%	45%	55%		100%	

## 2. Financing and local counterpart contribution

2.25 The proposed operation will be financed with an IDB loan of US\$25 million, to be drawn on the ordinary capital, representing 50% of the total cost of the program. The local counterpart contribution, amounting to US\$25 million, will come from the budget of the Federal Senate.

### III. EXECUTION OF THE PROGRAM

#### A. Participating entities

- 3.1 The Borrower will be the Federative Republic of Brazil. The executing agency will be PRODASEN. The Brazilian Legislative Institute (Instituto Legislativo Brasileiro - ILB) will provide PRODASEN with advice and will assist PRODASEN in oversight with respect to the training activities of the InterLegis project (that is, advice with respect to education and training of legislators, their staffs, citizens and civil society groups, and with respect to the research that is needed to develop the methodologies that will help drive the training effort).
- 3.2 PRODASEN and ILB are agencies created by and under the supervision of the Federal Senate. They are autonomous agencies in terms of their administration, budget and financing, which comes both from the National Treasury and from contracts with users other than the Federal Senate. PRODASEN has the responsibility for providing the Senate with equipment, informatics systems and applications; executing, together with the ILB, training programs related to informatics systems and equipment; and planning and developing technological information treatment and data processing. The ILB has responsibility for conceiving, formulating, executing and evaluating educational and training activities for the Senate, PRODASEN and ILB itself, and for elaborating advanced study programs in agreement with other legislative bodies.
- 3.3 As a condition prior to first disbursement, the Borrower will sign an agreement with PRODASEN transferring to PRODASEN the contractual obligations to execute the Program. PRODASEN will also, before first disbursement, enter into an agreement with the ILB.

#### B. Execution structure

- 3.4 PRODASEN personnel, informally assigned to a special InterLegis unit, created the InterLegis pilot project. This is the group that, slightly augmented and formalized in a structure that will be approved by a Senate Resolution as a condition prior to first disbursement, will constitute the executing unit for the proposed program. The executing unit will have approximately 30 professionals assigned to it, and will include a National Program Director, an InterLegis Program Special Division, and an Administrative and Financial Support Unit.
- 3.5 Because input from the InterLegis community will be important for successful expansion of the InterLegis pilot project, there will also be created an Advisory Council that will include representatives of the Federal Senate, the ILB, the Federal Chamber of Deputies and the Court of Accounts of the Union, as well as

three other representatives from the InterLegis community. This council will discuss and approve general policies and strategic guidelines for the InterLegis network, and evaluate the InterLegis program and propose corrective measures as necessary.

- 3.6 The National Program Director will be the Executive Director of PRODASEN, responsible for implementing the decisions of the Advisory Council, for general oversight of Program activities, for approval of the program planning and budget, and for guaranteeing the proper execution of Program activities.
- 3.7 The InterLegis Program Special Division will be directly subordinate to the Executive Director of PRODASEN, with responsibility for planning, coordinating, controlling and executing program activities. The InterLegis Division will contain a Director's Office, which will include the Director, a Technical Support Unit and a Secretarial Support Unit; and one Office for oversight of each of the three Program Subprograms. Hiring of the Director and the head of each of the three Offices directing execution of the three subprograms will be conditions prior to first disbursement.
- 3.8 The Administrative and Financial Unit will assist the InterLegis Special Division in carrying out administrative, financial and accounting tasks related to purchasing and contracting, bidding, and general services such as transportation, etc. Decision-making as to who will be hired and what will be purchased will be carried out within the InterLegis Program Special Division; the Administrative and Financial Unit will execute the decisions of the InterLegis Division. This Unit will be located within the Administrative and Financial Division of PRODASEN, in order to take advantage of the considerable experience that Division has in carrying out this sort of administrative responsibility.

C. Regulations for Participants and inter-institutional agreements

- 3.9 Regulations for InterLegis Participants, prepared to explain the terms and conditions of participation in InterLegis to state and municipal legislatures, will be approved and put into effect by the Federal Senate as a condition prior to first disbursement. These regulations set forth eligibility criteria for participants, and explain the overall strategy of expansion of the InterLegis network. In order to achieve geographic distribution of the InterLegis network, in the first year of execution the Program will prioritize participation by all of the 27 state assemblies and by municipal legislatures of municipalities designated as central cities of each of the 558 micro-regions of the country. Participating legislatures will be required to demonstrate minimum conditions of physical and communications infrastructure, and appoint staff to the project. Once state legislatures and central cities are on line for each micro-region, those legislatures will be able to assist with expansion of InterLegis to smaller cities within each micro-region.

- 3.10 PRODASEN will sign agreements with each state and local legislature that becomes a member of InterLegis. These agreements will provide that in exchange for equipment and training, each participating legislature will provide physical space and maintenance of equipment, cost of Internet access, staff to be trained in InterLegis use and maintenance, and promise a certain amount of public access to the system for citizen groups (either through computers supplied by PRODASEN, or through programs in schools and libraries, etc.). Models of these agreements are annexed to the Regulations for Participants, and the loan contract will provide that PRODASEN will supply equipment and services only to states and municipalities that have signed this agreement.

D. Monitoring, reports and supervision

- 3.11 Monitoring of program success will be carried out on the basis of the impact indicators set out in Annex I, and the quantitative progress indicators per component set out in Annex II. These indicators and targets look to measure three aspects of program success: (i) access to the network, in terms of how many legislatures, legislators and citizens are using the InterLegis network; (ii) content of the network, in terms both of how much information is available on InterLegis, and how high the quality of that information is; and (iii) impact of InterLegis on the functioning of the Legislative Power, in terms of improvement in quality of legislation, of administration of the budget and of fiscal oversight. Program funds will provide for hiring consultants to assist with refining the baseline data for this last category of program impact, in order to make more accurate the measurement of change in the data caused by Program impact.
- 3.12 The Executing Agency will provide reports to the Bank on a semi-annual basis during project execution in accordance with the Bank's ordinary contractual requirements. The semi-annual reports submitted at the end of each year of Program execution will provide, in addition to the standard required information: (i) a synthesis of activities carried out within each component; (ii) as of the second year of Program execution, information on the effectiveness and enforcement of the agreements signed with state and municipal legislatures; and (iii) impact in terms of the use of the InterLegis network by parliamentarians and the population as a whole. A final report, presented to the Bank six months after the end of program execution, will cover the principal objectives of the traditional ex post evaluation.
- 3.13 Program funds will finance specialized consultancies to assist the executing unit with technical monitoring and preparation of the semi-annual reports. The reports will be discussed with the Country Office in Brazil, and with the Project Team during supervision missions (see next paragraph), and adjustments in project execution will be agreed upon between the Bank and the executing unit, as necessary to ensure successful execution.

- 3.14 The Country Office in Brazil, with the support of the Project Team, will be responsible for supervision on behalf of the Bank. As this is a new type of operation for both Brazil and for the Bank, continued involvement by the project team will be helpful to the Executing Agency during project execution, and participation in monitoring by the project team will permit the Bank to learn from the experience of project execution. Thus, the Project Team will carry out at least one supervision mission during project execution, to perform a midterm evaluation and agree with the borrower and executing agency on any necessary adjustments in the Program. The fact that the Country Office has a specialist assigned to the program as a member of the project team will help to assure that the Bank will be able to monitor the program smoothly.

E. Execution period and disbursement period

- 3.15 The program will be carried out in three years and the proceeds of the financing will be disbursed in three years, each period reckoned from the effective date of the loan contract.

F. Preparedness of the program

- 3.16 The InterLegis pilot project phase has been completed. The draft plan of activities for year one of Program execution is in final stages of preparation. It is expected that the conditions precedent to disbursement will be fulfilled by late fall of 1998.

G. Recognition of expenses

- 3.17 Prior expenses would be recognized in an amount of not more than US\$2 million in counterpart funding for construction of the headquarters for InterLegis (US\$1.5 million) and set-up and initial operation of the Program executing unit (US\$500,000); and not more than US\$1,250,000 in counterpart funding and US\$1,250,000 in Bank financing for equipment and consulting services required to set up InterLegis multi-use rooms in 30 cities throughout the country. Recognition of these expenses will permit PRODASEN to initiate the time-consuming process of preparing the physical infrastructure necessary to put the InterLegis network in place, so that it will be possible to move to installation of equipment for expansion of the network fairly quickly after Bank approval of the project. The costs involved in these proposed prior expenses were analyzed by the project team, and the expenditures will be made in accordance with Bank policies and standard bidding procedures.

H. Procurement of goods, works, and consulting services

1. Goods and works

- 3.18 The procurement for goods and construction works will be done in accordance with the Bank's standard procedures. International competitive bidding will be used for procurement valued at more

than US\$350,000 in the case of goods and US\$5 million in the case of construction works, as shown in Annex III. Bidding in amounts below these thresholds will be done in accordance with local legislation.

2. Consulting services

- 3.19 Consultants will be hired by the executing unit in accordance with IDB tender procedures for the recruitment of consulting services. The contracting of individual consultants for amounts below US\$50,000 will be supervised by the Bank through ex post spot checks.
- 3.20 The Executing Agency may opt to select an international technical assistance agency operating in Brazil to assist with carrying out the distance education components of the project and to administer the hiring of consulting services for the operation. Overhead of this agency will be funded entirely with counterpart resources and the procurement procedures used by it will conform to the Bank's policy guidelines. Should such an agency be hired, approval of the contract between this agency and the executing agency will be a condition prior to transfer of any Program funds to that agency.

I. Disbursements

- 3.21 Establishment of a Rotating Fund of up to 5% of the financing is recommended. Disbursements will be made in accordance with the Bank's standards, and distributed over the three years of execution according to the following table.

Table III-2 Disbursements Over 3 Years				
Origin	Year I	Year II	Year III	Total
IAB	6,500,000 (50%)	7,900,000 (50%)	10,600,000 (50%)	25,000,000 (50%)
Counterpart	6,500,00 (50%)	7,900,000 (50%)	10,600,000 (50%)	25,000,000 (50%)

In US\$.

J. Accounting and audits

- 3.22 The Executing Agency will keep records showing the expenses incurred under the program in accordance with a chart of accounts approved by the Bank. Budget performance and accounting records of the resources received and expenses will be maintained by the executing unit's administrative and financial unit. Auditing of program funds and management will be carried out either by a firm of independent external auditors or by the Secretaria Federal de Controles (Federal Secretariat of Controls).

#### IV. VIABILITY, RISKS AND BENEFITS

##### A. Technical viability

- 4.1 The InterLegis program arises from a proposal to implement mechanisms to obtain wider integration of the national Legislative Power through the formation of a virtual community sustained by an open database communication network. In consideration of these characteristics and technical issues, it was determined from the very beginning of program design to make use of the Internet network as the basis on which the program would develop.
- 4.2 From the analysis of the positive and negative implications of this decision, it was concluded that the proposal is technically viable in function of: (i) the wide experience of PRODASEN in the development of systems and solutions using Internet; (ii) the high level of acceptance of Internet and the quantity of services provided by private enterprises in the country; (iii) the extensive number of citizens using the Internet (approximately 1,000 municipalities, with the perspective that in the short term over 2,000 municipalities will be using this service); and (iv) the worldwide successful level of this service in function of users, facilities and high level of availability.
- 4.3 The systems to be developed during the execution of this program are in many cases already available in some form in the National Congress, having been developed (using technology from the last decade) by PRODASEN over the last ten years. What is intended with this program is the rebuilding of these systems utilizing new technologies in order to obtain high quality products for the modernization of the National Congress, and to make those products highly portable so that they can be placed at the disposal of all of the subnational Legislative Houses across the country. Because PRODASEN systems were designed to be able to deal with laws and documents some of which date from the prior century, these systems use four-digit dates and thus will not need to be adjusted to deal with the coming of the year 2000. All of the equipment and software purchased with Program funds will also be Y2K compatible.

##### B. Institutional viability

- 4.4 The Information and Data Processing Center of the Federal Senate (PRODASEN) was created in 1972 to be a modernizing agent for the Senate by providing information technology and the support for its use. PRODASEN provides services in: automation of the analysis process of the proposed budget of the Union; modernization of the legislative process; improvement of the speed and objectivity by which legal and administrative information is made available to parliamentarians and the public; planning and provision of equipment, information systems, information technology and data

processing systems to the Senate; and the design, with the ILB, of training programs related to equipment and information systems.

- 4.5 PRODASEN's daily activities are coordinated by the Executive Director of PRODASEN. A Council made up of prominent members of the Federal Senate has direct supervision over PRODASEN. PRODASEN has 356 employees: 146 legislative information technical experts and 210 legislative information analysts. An average of 4,800 users of the system in the National Congress share 3,200 computers. On a daily basis PRODASEN manages diverse data bases: political, social and economic data, proposed legislation, speeches, laws, amendments, reports, and bibliographic materials. This information is input into the systems and made available to facilitate the legislative process. It is used as a research tool for millions of users within the National Congress and from diverse areas of the country.
- 4.6 The InterLegis network is designed to build on the strong foundation of data processing and information systems that PRODASEN has developed since its inception 26 years ago. The amplification of InterLegis will spread and share PRODASEN's expertise with legislators on the state and municipal levels as well as expand the legislative community to the interested public.

C. Sustainability

- 4.7 The sustainability of the InterLegis network will depend ultimately on the demand for and use of the network by legislative houses and civil society in Brazil. InterLegis has been designed on the basis of demand and analysis of users' needs, and it is clear that there is high demand for participation in the pilot project version of the network. The usefulness of the product, especially to legislatures having relatively fewer resources, is currently very high: participants gain access to e-mail, legislative databases, distance training courses, and advantages such as better access to and simplification of project and grant application procedures by the municipalities to federal and state sources. The system will have to continually assess and respond to demand if it is to continue to develop, and this adaptability according to user feedback has been included in project design.
- 4.8 Implementation of InterLegis is taking place in three stages: the first, pilot project, stage established the initial informational technological structure and placed InterLegis at the disposal of a limited number of state and local legislatures. The second stage, which it is proposed be financed by the Bank, consists in improving the content of InterLegis and broadening access to it in order to create an effective legislative information, communication and education network. In a future, third stage, the network may be widened to permit participation by all MERCOSUR countries.
- 4.9 Institutional and financial sustainability of the InterLegis program through the third stage will be assured by three



mechanisms. First, the entire program, as well as the corresponding resources set aside in the budget of the Federal Senate and the executing unit, are part of the permanent organic structure and administration of PRODASEN. Second, the activities to be developed by the program (such as new technologies, software packages, consultancies to re-engineer the legislative bodies, training services, among other services) will be made available for affordable prices to future users of the system, thus generating income to maintain the initial investments. Finally, in the contracts signed between PRODASEN and the legislative bodies, it is foreseen that those bodies will absorb a growing amount of the future costs of operation and maintenance of the network.

D. Environmental impact

- 4.10 The part of the Program that could potentially have negative environmental impact is the construction of an annex on the grounds of the National Congress in Brasilia to house the central unit of InterLegis and to permit congressmen and the public to have access to InterLegis and to training sessions. This construction will be modest in size and on an already-built-up site, so its potential impact will not be great. Brazilian legislation regarding impact studies and mitigating measures will be applied. The remainder of the Program will not have any significant negative environmental impact, and may have some positive impact. The Program will opt for acquisition of equipment that is low energy-using (this is in the interest of the local legislatures as well as in the interest of the environment) and, to the extent possible, recyclable materials. The communication and information programs will include facilitation of discussion groups regarding environmental legislation and other environmental topics of interest to legislators.

E. Benefits

- 4.11 Improved communication on legislative matters among federal, state and local assemblies and greater access by legislators to information about substantive matters related to legislation under consideration will improve the quality of information available to law-makers and impact the quality of legislation passed at federal, state and local levels. Education, training and provision of technological tools to assist legislators and their staffs to manage the legislative process, to administer budgets and personnel, will give legislatures the tools and know-how to better serve their constituencies, and will result in the generation of more transparent data about the legislative process.
- 4.12 With the development and implementation of InterLegis, information about the work of legislatures will become available to the public, and the public will be able to comment on legislation under debate. InterLegis will boost the dissemination of information in Brazil, expand the public involvement of civil society and help educate and motivate its members. The citizenry will have access to the topics

on the daily agendas of legislatures and legislative committees, the opinions held regarding legislation under debate, and results of the votes. This will facilitate informed voting in elections at the national, state and local levels, a fundamental part of the process of democratic strengthening in the country.

- 4.13 Representatives of local legislatures believe that local government will be empowered through InterLegis to have more say in the national decision-making process. InterLegis will provide local municipalities with the tools and information they need to identify and capture much-needed federal and state resources (this will be especially true for smaller municipalities). Local government and communities will have direct access to information such that they will not have to rely on middlemen or ambassadors sent to Brasilia.
- 4.14 InterLegis will serve as a genuine engine for change in Brazil. By integrating the federal, state and municipal legislatures, the InterLegis network will help the legislative powers respond to the needs of Brazilian society. As public participation in the network increases, more transparency, accountability and efficiency can be expected from the legislative bodies. InterLegis will stimulate civil society in Brazil and serve as a fundamental instrument for civic education, political participation and democratic development.

F. Risks

- 4.15 The InterLegis system, if it is to be truly useful, will require active participation by state and municipal legislatures: to prepare homepages, incorporate legislative material into databases maintain and upgrade equipment, make staff available for training and work on implementing strategies to encourage public participation. Since participation by state and local legislatures in the Program is entirely voluntary, project strategy seeks to ensure adequate participation through:
  - i) Creating a product that is designed in response to user demand. The InterLegis pilot project has met with considerable demand and there are indications that the demand will continue to grow as the services offered by InterLegis are adapted to become more useful to the needs of the future members.
  - ii) Making sure would-be participants are technologically enabled to participate. The state and municipal legislatures participating in the Program are in many cases not equipped or trained to use and maintain information and automated administrative systems; it is for this reason that the Program includes training in use and maintenance of equipment, as well as substantive training in the legislative process.
  - iii) Setting in place mechanisms to provide that legislatures receiving equipment and technical assistance will be active users. The required contracts with participating legislatures (§ 3.10) provide one mechanism to assure this

participation, and collaborative development of products and services together with follow-up to ensure products and services meet local legislatures' needs, will also increase participation.

- 4.16 It is possible that the demand by municipal legislatures will be greater than the capacity of the program to provide equipment and training. PRODASEN has therefore prepared a strategy to prioritize response to demand as the project is implemented, to assure that the program can respond to the demand generated in an orderly fashion.

Impact Indicators for Program Development Objectives			
	OBJECTIVES	INDICATORS	METHOD OF MEASUREMENT
Program Goals	Increase communication and flow of information among legislatures	<ul style="list-style-type: none"> <li>- InterLegis linking all legislatures</li> <li>- 3,000 legislators and 300 general public "hits" to InterLegis monthly</li> </ul>	<ul style="list-style-type: none"> <li>- Simple count of participating legislatures</li> <li>- InterLegis will measure number of "hits" per day to each database/homepage</li> </ul>
	Improve functioning of legislatures	<ul style="list-style-type: none"> <li>- Higher quality legislation</li> <li>- Improved fiscal oversight</li> </ul>	<ul style="list-style-type: none"> <li>- Survey of legislators and staff re: use of InterLegis-frequency and content as applied to bill drafting</li> <li>- Lower incidence of conflict or duplication in federal/state/local legislation</li> <li>- Survey of legislators re: oversight of budget process and appropriations</li> <li>- number of queries by municipal legislatures increased by 10% re: opinions of Courts of Accounts</li> </ul>
	Augment participation and representation of the public in the legislative process	<ul style="list-style-type: none"> <li>- 3 x increase in public registering opinions with legislatures</li> <li>- Public more informed about role and activities of legislative power</li> </ul>	<ul style="list-style-type: none"> <li>- Record number of incoming messages and type of consultations from constituents on InterLegis</li> <li>- Survey NGOs re: ability to carry out closer review of legislative actions</li> <li>- Press coverage of InterLegis</li> <li>- InterLegis public information campaign and help desk records</li> </ul>
Subprogram I Comp. 1: Education	- Educate and train legislators and staffs; inform the public about the legislative process	<ul style="list-style-type: none"> <li>- 25 Internet courses given</li> <li>- Approximately 3,000 legislators and staff members trained</li> <li>- Increased knowledge of the legislative process by the public and civil society organizations</li> </ul>	<ul style="list-style-type: none"> <li>- Semi-annual project reports</li> <li>- Survey schools, NGOs, libraries, universities re: use of InterLegis and enhanced knowledge of legislatures and processes</li> </ul>
Comp. 2: Communi- cation	Establish a channel of communication among legislators at all levels and between legislators and the public	<ul style="list-style-type: none"> <li>- Communication between different levels of the legislature increased by 50% by program end</li> <li>- Implementation of two-way communication between legislative powers and civil society</li> </ul>	<ul style="list-style-type: none"> <li>- Record on-line discussions, debates</li> <li>- Report on regional seminars that facilitate communication</li> <li>- Count number of "hits" to InterLegis homepage from outside Federal Senate</li> <li>- Record legislative activities that target improved constituent services including the design and contents of legislator's home pages</li> </ul>

Impact Indicators for Program Development Objectives			
	OBJECTIVES	INDICATORS	METHOD OF MEASUREMENT
Comp. 3 Informa- tion	Enhance and increase access to information that will facilitate the legislative process	<ul style="list-style-type: none"> <li>- InterLegis hosts 3,000 webpages; 1 national database containing current legislation; 1 database containing model legislation; 25 InterLegis courses in legislative processes</li> <li>- High quality of InterLegis information</li> <li>- Each Assembly and each legislator accesses InterLegis site once a month or more in search of information to assist with the legislative task</li> </ul>	<ul style="list-style-type: none"> <li>- Count of number and type of training courses and databases available on InterLegis</li> <li>- Survey legislators and staff re: utility of InterLegis site and accessibility of contents</li> <li>- Count number of "hits" to InterLegis site from legislators and legislative bodies</li> </ul>
Sub- Program II  Comp. 1: Technology, products and services	Produce and disseminate new technologies, generating systems and products to improve legislative function	<ul style="list-style-type: none"> <li>- Development and dissemination of: 15 manuals w/ norms of government agencies; textual database manager; information system for archiving and retrieving legislation; generate daily official information and newspaper bulletin; specialized legislative information research mechanism ; system for collecting municipal data</li> <li>- InterLegis members access each site containing new product/service at least two times per month</li> </ul>	<ul style="list-style-type: none"> <li>- Count number of new products and services available on InterLegis</li> <li>- Record number of training sessions held in the use of the new technologies</li> <li>- Survey legislators re: uses and utility of new products and services</li> <li>- Count number of "hits" to each site containing new products and services</li> </ul>
Comp. 2: Scientific research	Support applied scientific research in infomatics and information technology for legislative powers	<ul style="list-style-type: none"> <li>- 15 research studies in areas such as infomatics, education, political science, legislative processes</li> </ul>	<ul style="list-style-type: none"> <li>- Reports on research projects in semi-annual project reports</li> </ul>
Sub- program III  Comp. 1: Inter-Legis central unit	<ul style="list-style-type: none"> <li>- Provide infrastructure, equipment and training to make operation of InterLegis possible</li> </ul>	<ul style="list-style-type: none"> <li>- Central InterLegis building constructed, equipped and occupied</li> <li>- UEP (Program Executing Unit) functioning</li> <li>- General public using central building to access InterLegis</li> </ul>	<ul style="list-style-type: none"> <li>- Semi-annual project reports</li> </ul>
Comp. 2: Equipment for Inter- Legis access	Installation of equipment at state and local level legislatures	<ul style="list-style-type: none"> <li>- 2,500 legislatures with InterLegis equipment installed, and using and maintaining it properly</li> </ul>	<ul style="list-style-type: none"> <li>- Number of legislatures participating in InterLegis</li> <li>- Semi-annual project reports</li> </ul>
Comp. 3: Training and support	Train legislators and staffs in the use of InterLegis technology	<ul style="list-style-type: none"> <li>- Training of 150 technical trainers, each of whom trains 1,000 InterLegis users nationwide</li> <li>- Installation of InterLegis help desk</li> </ul>	<ul style="list-style-type: none"> <li>- Semi-annual project reports</li> </ul>

Impact Indicators for Program Development Objectives			
	OBJECTIVES	INDICATORS	METHOD OF MEASUREMENT
Comp. 4: Multi-Use rooms	Creation of Multi-Use Rooms to support InterLegis training and consultations on state and local levels	<ul style="list-style-type: none"><li>- Creation of 30 Multi-Use Rooms in centrally-located cities of Brazil</li><li>- Each Multi-Use Rooms used for training and consultation from legislators, staffs and the general public once per month</li></ul>	<ul style="list-style-type: none"><li>- Semi-annual project report</li></ul>

**PROGRESS INDICATORS PER COMPONENT:**  
**EXPECTED END OF YEAR 1; EXPECTED END OF PROGRAM EXECUTION**

**Subprogram I - Formation of the InterLegis Community**

Activities	Expected Results for Year 1	Expected Results for the Program
InterLegis Legislative Education	<ul style="list-style-type: none"> <li>• 2 courses (on an introductory/intermediate/and advanced level) for the Legislative Assemblies, developed through a consultancy</li> <li>• 2 software packages to support distance training, developed through a consultancy</li> <li>• Copyrighted software to accompany the computer applications and installations</li> <li>• 4 technicians trained in the techniques of copyrighting</li> <li>• 4 qualified tutors to serve as specialists in the role and activities of Legislatures</li> <li>• 5 courses by Internet</li> <li>• 1 national seminar, carried out according to the needs of the Program</li> <li>• 5 regional (Brazil) workshops, carried out according to the needs of the Program</li> <li>• 5 tutors contracted to assist the seminars and the workshops</li> <li>• 2 specialists in analysis and evaluation of the impacts of the training programs</li> </ul>	<ul style="list-style-type: none"> <li>• 10 courses (on an introductory/intermediate/and advanced level) for the Legislative Assemblies, developed through a consultancy</li> <li>• 10 software packages to support distance training, developed through a consultancy</li> <li>• Copyrighted software to accompany the computer applications and the installations</li> <li>• 8 technicians trained in the techniques of copyrighting</li> <li>• 8 qualified tutors to serve as specialists in the role and activities of Legislatures</li> <li>• 25 courses by Internet</li> <li>• 3 national seminars, carried out according to the needs of the Program</li> <li>• 15 regional (Brazil) workshops, carried out according to the needs of the Program</li> <li>• 5 tutors contracted to assist the seminars and the workshops</li> <li>• 4 specialists in analysis and evaluation of the impacts of the training programs</li> </ul>
InterLegis Communication	<ul style="list-style-type: none"> <li>• 15 panel discussions between legislators, planned and promoted through InterLegis</li> <li>• 5 teleconferences, planned and promoted through the network</li> <li>• 6 public opinion polls, planned and executed through the InterLegis network</li> <li>• 4 Communication Projects between members of InterLegis and the general public (discussion lists)</li> <li>• 2 annual campaigns to make the InterLegis program known to the public through the media</li> </ul>	<ul style="list-style-type: none"> <li>• 60 panel discussions between legislators, planned and promoted through InterLegis</li> <li>• 20 teleconferences, planned and promoted through the network</li> <li>• 30 public opinion polls, planned and executed through the InterLegis network</li> <li>• 12 Communication Projects between members of InterLegis and the general public (discussion lists)</li> <li>• 6 annual campaigns to make the InterLegis program known to the public through the media</li> </ul>

InterLegis Information	<ul style="list-style-type: none"> <li>• 4 manuals, including norms and explanations about Ministries and other government agencies</li> <li>• Management of Text Databases developed by PRODASEN</li> <li>• Information systems developed to store and retrieve legislation</li> <li>• Text Databases acquired in the Central Nucleus</li> <li>• Specialized mechanism to search for legislative information in InterLegis</li> <li>• Members of the InterLegis community accessing the site at least one time per month</li> </ul>	<ul style="list-style-type: none"> <li>• 15 manuals, including norms and explanations about Ministries and other government agencies</li> <li>• Management of Text Databases developed by PRODASEN</li> <li>• Information systems developed to store and retrieve legislation</li> <li>• Text Databases acquired in the Central Nucleus</li> <li>• Development of a system for the regular promotion of information and official journals concerning InterLegis</li> <li>• Specialized mechanism to search for legislative information in InterLegis</li> <li>• Systems and mechanisms for information and data collection from the municipalities</li> <li>• Members of the InterLegis community accessing the site at least two times per month</li> </ul>
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#### Subprogram II - Development and Transfer of Technology, Products, Services and Research

Development and transfer of technology, products and services	<ul style="list-style-type: none"> <li>• 2 systems developed to support legislative activities and management of the legislative process, (in three versions for the federal, state and municipal levels)</li> <li>• Updated InterLegis web site</li> <li>• Systems developed and packaged to facilitate the transfer of technology</li> <li>• 5 administrative modernization programs applied in the participating legislative bodies</li> </ul>	<ul style="list-style-type: none"> <li>• 6 systems developed to support legislative activities, budgetary oversight and management of the parliamentary process, (in three versions for the federal, state and municipal levels)</li> <li>• Updated InterLegis web site</li> <li>• Systems developed and packaged to facilitate the transfer of technology</li> <li>• 35 administrative modernization programs applied in the participating legislative bodies</li> </ul>
Development of scientific research in legislative information	<ul style="list-style-type: none"> <li>• 4 research projects developed in the area of infomatics, taking into account the different levels of the Legislature</li> <li>• 1 multidiscipline research project developed</li> </ul>	<ul style="list-style-type: none"> <li>• 15 research projects developed in the area of infomatics, taking into account the different levels of the Legislature</li> <li>• 9 multidiscipline research projects developed</li> </ul>

#### Subprogram III - Interlegis Technological Information

Installation of InterLegis Central Nucleus	<ul style="list-style-type: none"> <li>• Computer servers and Internet software, specified, bought and installed in accordance with the demand for InterLegis</li> <li>• Structure designed for the maintenance, support and operation of the computer servers dedicated to InterLegis</li> <li>• High velocity connection to Internet, contracted with the objective to adequately support the traffic on InterLegis</li> </ul>	<ul style="list-style-type: none"> <li>• Computer servers and Internet software, specified, bought and installed in accordance with the demand for InterLegis</li> <li>• Structure designed for the maintenance, support and operation of the computer servers dedicated to InterLegis</li> <li>• High velocity connection to Internet, contracted with the objective to adequately support the traffic on InterLegis</li> </ul>
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Installation of the equipment to access InterLegis	<ul style="list-style-type: none"> <li>• 550 computers and printers, specified and acquired to be installed in the institutions linked to the program</li> <li>• 550 work stations distributed among the institutional members</li> <li>• 550 work stations installed in the headquarters of the institutional members</li> </ul>	<ul style="list-style-type: none"> <li>• 2,250 computers and printers, specified and acquired to be installed in the institutions linked to the program</li> <li>• 2,250 work stations distributed among the institutional members</li> <li>• 2,250 work stations installed in the headquarters of the institutional members</li> </ul>
Training and Support	<ul style="list-style-type: none"> <li>• 1 training program, planned and prepared to facilitate the use of the technology associated with InterLegis</li> <li>• 50 monitors trained to offer training to users of the network</li> <li>• 1,000 users trained</li> </ul>	<ul style="list-style-type: none"> <li>• 1 training program and a revision of the program, planned and prepared to facilitate the use of the technology associated with InterLegis</li> <li>• 150 monitors trained to offer training to users of the network</li> <li>• 3,000 users trained</li> </ul>
InterLegis Multi-Use Rooms	<ul style="list-style-type: none"> <li>• Elaboration of 3 architectural projects for central Multi-Use Rooms</li> <li>• Specification of network equipment</li> <li>• Acquisition of equipment necessary to install 27 Multi-Use Rooms</li> <li>• Design of 27 locations at state level</li> <li>• Installation of 27 Multi-Use Rooms</li> </ul>	<ul style="list-style-type: none"> <li>• Elaboration of 3 architectural projects for Central Multi-Use Rooms</li> <li>• Specification of network equipment</li> <li>• Acquisition of equipment necessary to install 27 Multi-Use Rooms</li> <li>• Design of 27 locations at state level</li> <li>• Installation of 27 Multi-Use Rooms</li> </ul>
Creation of the Program Executing Unit (UEP)	<ul style="list-style-type: none"> <li>• Training of UEP staff through 50 training sessions and seminars</li> <li>• Consolidation of the UEP through the allocation of 19 high level technicians , 8 mid-level technicians and 4 trainees</li> <li>• Consultancy in organization contracted</li> <li>• Construction of the InterLegis Central Nucleus with infrastructure to support electricity, data, communication, and air conditioning and measuring 2,000 square meters in area</li> <li>• InterLegis Central Nucleus equipped with a network of 40 computers, 15 printers and 5 servers</li> <li>• InterLegis Central Nucleus equipped with furniture and other resources as needed according to the project's development</li> <li>• Assurance of structure for building maintenance and security</li> </ul>	<ul style="list-style-type: none"> <li>• Training of UEP staff through 150 training sessions and seminars</li> <li>• Consolidation of the UEP through the allocation of 19 high level technicians , 8 mid-level technicians and 4 trainees</li> <li>• Consultancy in organization contracted</li> <li>• Construction of the InterLegis Central Nucleus with infrastructure to support electricity, data, communication, and air conditioning and measuring 2,000 square meters in area</li> <li>• InterLegis Central Nucleus equipped with a network of 40 computers, 15 printers and 5 servers</li> <li>• InterLegis Central Nucleus equipped with furniture and other resources as needed according to the project's development</li> <li>• Assurance of structure for building maintenance and security</li> </ul>

### Procurement Plan and Timetable

Presented below is a tentative timetable for procurement, together with the modalities that would be used for the main items to be procured under the program.

Procurement Plan and Timetable					
Main items of procurement	Financing in US\$ IDB	Local	Modality: ICB or Other <sup>1/</sup>	Prequalification yes/no	Estimated date of publication of the SPN (quarter/year)
1. Works Construction of HQ		1.5 M	LCB	yes	2 <sup>nd</sup> / 1998
2. Equipment					
a. Workstation	3.5 M	3.5 M	ICB	yes	4 <sup>th</sup> /1998 - 1 <sup>st</sup> /1999
b. Server	0.5 M	1.0 M	ICB	yes	3 <sup>rd</sup> /1999
c. Peripheral	1.5 M	1.5 M	ICB	yes	2 <sup>nd</sup> /1999 - 1 <sup>st</sup> /2000
d. Communication	1.0 M	0.5 M	ICB	yes	1 <sup>st</sup> /2000
e. Tele-conference	1.0 M	1.0 M	ICB	yes	4 <sup>th</sup> /1998
3. Consulting and Training Services					
a. Individual	1.0 M	1.0 M	LB	no	3 <sup>rd</sup> /1998 4 <sup>th</sup> /1999
b. Firm	6.7 M	7.3 M	ICB	yes	4 <sup>th</sup> /1998 - 2 <sup>nd</sup> /1999

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<sup>1/</sup> ICB International competitive bidding  
LCB Local competitive bidding  
LB Limited bidding

PROPOSED RESOLUTION

BRASIL. LOAN /OC-BR TO THE FEDERATIVE REPUBLIC OF BRASIL  
INTERLEGIS LEGISLATIVE INTEGRATION AND PARTICIPATION NETWORK PROGRAM

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 Federative Republic of Brasil, as Borrower, for the purpose of granting it a financing to cooperate in the execution of a Program for the expansion of Interlegis - Legislative Integration and Participation Network. Such financing shall be for the amount of up to US\$25,000,000, or its equivalent in other currencies, except that of the Federative Republic of Brasil, which are part 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.