

TRAINING PROGRAM ON THE DESIGN AND MANAGEMENT OF
SOCIAL POLICIES AND PROGRAMS

(TC-98-02-11)

EXECUTIVE SUMMARY

REQUESTER: Government of Nicaragua

EXECUTING AGENCY: Inter-American Development Bank - Inter-American Institute for Social Development (INDES)

BENEFICIARY: Government of Nicaragua

DATE OF APPROVAL BY THE PROGRAMMING COMMITTEE: June 18, 1998

AMOUNT AND SOURCE: Government of Norway: US\$1,766,000 (grant). The contribution of the Government of Norway will be administered by the Bank (see paragraph 4.2)

TERMS: Execution period: 36 months
Disbursement period: 36 months

OBJECTIVES: The objective of this technical cooperation operation is to support the Government of Nicaragua in enhancing the effectiveness and equity of its social policy with a strategy to strengthen management of that policy. To this end, training will be provided to a critical mass of federal, departmental and municipal officials involved in the implementation of social policy in the country. This will, among other things, help make social spending in Nicaragua more efficient and equitable.

DESCRIPTION: The activities financed by this technical cooperation operation include the following: (i) 10 four-week training courses for 180 central government officials, 120 participants on the municipal level, 30 leaders of nongovernmental organizations and 20 faculty members; (ii) two two-week seminars, each with 30 participants, aimed at mid-level officials and representatives of civil society on the municipal level, to better equip them to produce proposals and social projects locally, while bolstering their managerial capacity; (iii) four one-week workshops in

four separate regions of the country for 20 individuals, including municipal officials and local leaders of civil society organizations; (iv) training for 30 faculty members as trainers in social policy design and management; and (v) the creation of a network of academics who will provide continuity in the social management training activities.

**ENVIRONMENTAL/
SOCIAL REVIEW AND
BENEFICIARIES:**

Short-term benefits will take the form of improved execution of the government's social programs. As for medium- and long-term benefits, this will be a first step in the modernization and technical strengthening of the design and execution of future Nicaraguan social policy, by way of the training of technical managers and curriculum adjustments in universities, schools of public administration, and professional training institutes.

RISKS:

The turnover of staff trained by the program, in training institutions as well as in the government, constitutes a risk. However, the program's design minimizes that risk because it does not involve the training of isolated individuals in the programs, but rather a critical mass of officials at the managerial and technical levels. The program also contemplates training activities and discussion among broader sectors, including civil society stakeholders and centers of higher education, which can provide continuity to the social management training process.

**THE PROJECT'S ROLE
IN THE BANK'S
COUNTRY STRATEGY:**

The country paper gives high priority to efficiency and equity in social programs and a proactive fight against poverty. The project will help modernize social program management, inasmuch as it will introduce conceptual and operational changes in implementation strategies and information and evaluation systems. It will create and nurture a training network to support the modernization process in the medium and long term.

I. BACKGROUND

- 1.1 Social indicators in Nicaragua reveal living conditions that demand urgent attention: chronic malnutrition affects 24% of the children under the age of five; the infant mortality rate is 53 per 1,000 live births; the gross rate of primary school enrollment is 73.7%, while secondary school coverage is 36.4%. The illiteracy rate is 23%. This situation, aggravated by years of civil war and natural disasters, has triggered a social and political crisis, and has led the government to become proactive in raising the standard of living of the country's 4.3 million inhabitants and, more particularly, of those who live in conditions of extreme poverty, an estimated one million people.
- 1.2 Economic stabilization measures have made possible a remarkable recovery in the growth of productive activity and employment in Nicaragua. However, fiscal imbalances persist, forcing the government to maintain austerity measures and to examine its role of delivering basic social services, with a view to becoming more responsive. The efficient and effective promotion of social development in Nicaragua requires responsible and coordinated action from the national and municipal governments and the active and responsible participation of civil society and its organizations.
 - A. Social policy of the Government of Nicaragua
- 1.3 The Government of Nicaragua, in its effort to foster development, has defined its social policy based on four principal objectives: (i) improve the quality of life and, especially, eradicate extreme poverty; (ii) increase the coverage and quality of public services in an effective and equitable manner; (iii) direct social investment toward the development of human capital as a key to the nation's progress; and (iv) promote the rational use of natural resources in order to achieve a sustainable ecological balance and environmental conservation.
- 1.4 The social policy is grounded in the democratic principles of the rule of law, respect for property, a free market and a representative democracy.
- 1.5 This policy is being guided, implemented and coordinated by the social portfolios council, comprised of the social ministries, FISE [Emergency Social Investment Fund], autonomous institutions of the social sector and the Ministry of Finance. This council, headed by the President of the Republic, is responsible for coordinating, monitoring and evaluating the government's social policy.

B. Social-sector management

- 1.6 The coexistence of programs instituted by the government, various binational and multinational agencies, and various nongovernmental organizations significantly heightens the urgency of achieving proper cooperation and coordination in the design of social-sector policies and social management.
- 1.7 The coordination of social programs in Nicaragua has become particularly complex in view of the new roles assumed by the various levels of government and civil society organizations. At the same time, the decentralization of the decision-making process has changed the interaction among stakeholders and fostered the capacity of beneficiary communities to influence the decisions and management of social policies and programs.
- 1.8 The proposed program will help take up the challenge of introducing a new management style. It is in response to a request from the Social Action Secretariat that the Inter-American Institute for Social Development (INDES) support the process of training human resources in Nicaragua who will help build social policy and program design and management capacity to develop a social policy that is more efficient, effective and equitable. The proposed training marks a significant shift away from traditional public-program management, which was based on managing previously approved tasks and activities. It calls for a commitment to social objectives and effective use of management tools for planning, analysis, and management of the environment, management of participatory processes, intergovernmental and interagency management, and proper use of various monitoring and evaluation instruments. Implementation strategies need to be adjusted to respond nimbly to the multiple dynamics that go into the success of social programs.
- 1.9 The proposed training program for Nicaragua benefits from the experience gathered by INDES in managing similar programs in the region. In Paraguay, Argentina, Brazil, Venezuela and the English-speaking Caribbean countries, INDES has helped train social managers working in the central and municipal governments, in civil society organizations and at universities and centers of higher education. To judge from tracer studies done of INDES graduates, their appointments to positions of responsibility in social-policy design and management, and changes observed in that field, one can conclude that INDES' training has been significant for: (i) generating common frames of reference in discussions on social policy; (ii) improving the design and management of social programs around criteria of program efficiency, equity and sustainability; and (iii) building consensuses on social policy.

II. OBJECTIVE AND DESCRIPTION

A. Objective

- 2.1 The technical cooperation operation will make Nicaragua's social policy more effective and equitable by strengthening management of that policy.
- 2.2 The following specific objectives are proposed: (i) train a critical mass of professionals from organizations responsible for forming and managing social policies and programs, in concepts, techniques and tools of modern social management, who will help improve the efficiency, effectiveness and equity of social programs; (ii) contribute to the creation of a solid, sustainable network of instructors committed to human resources training in the design and management of social policies and programs; and (iii) directly support, by means of technical advisory services, the shaping and implementation, or strengthening, of a number of management tools for urgent social programs.

B. Program description

- 2.3 **Preparatory activities:** In preparation for the Nicaraguan training program, two activities were organized: (i) a forum of Ministers of the social portfolio council called Guidelines for Effective Social Management in Nicaragua, which was held in Managua on November 6, 1997; and (ii) a pilot course on social management for national government officials, in four one-week modules during the months of January through April 1998. The forum of ministers confirmed the strategic importance to the implementation of social reform of training public officials in the areas of social policy design and management. The pilot course served as a guide for fine-tuning the contents and methodologies of the training program proposed here and adapting them to the specific conditions in Nicaragua.
- 2.4 In all, the program will train about 440 professionals in the area of social program and policy design and management over a 24-month period, 180 of them being central government officials, 120 municipal government officials, 30 heads of civil society organizations, and 50 teachers, along with 60 individuals selected from among mid-level officials and local civil society leaders, who will take short training courses. The training structure will ensure the continuity of the process of training professionals in social policy design and management.
- 2.5 The core activity of this project will be the organization of 10 four-week training courses, with an estimated 35 participants in each course. Eight of these courses would be conducted in Managua and two in the interior of the country, for the purpose of

encouraging the participation of local authorities and leaders. Some of the 350 participants in the main course are also expected to take part in the program's other three activities.

- 2.6 The second activity will be two two-week seminars, with 30 participants in each. These seminars will be targeted to mid-level officials and representatives of civil society on the municipal level, and will take place in cities in the interior of the country. These seminars will strengthen the capacity to produce proposals and social projects locally, while bolstering the management capacity of the participants.
- 2.7 The third activity will strengthen the social management process at the municipal level with the organization of four one-week workshops in four separate regions of the country. Twenty people are expected to participate in each workshop, including municipal officials and local leaders of civil society organizations. These workshops will support the formulation of specific projects and the process of managing social programs and organizations locally.
- 2.8 The program will also create a network of academics from various universities and research and training centers in Nicaragua. This network will provide continuity to the training activities beyond the term of the proposed program. To that end, a group of Nicaraguan professors, instructors, and consultants experienced in the management of social programs and in training professionals will be identified. These professors will form the "nodes" of a national network that will generate multiplier effects, as the members of the network define and put in motion academic training programs (at the educational institutions where they teach) on social policy design and management. The network's objective will be to advance discussions on the design and management of social programs and policies and advocate their inclusion in university curricula.
- 2.9 Up to 30 members of the network will participate in a four-week training program. During that period they will take the INDES formal training course and, with the support of the INDES educational team, will move forward with the design of activities for training social sector professionals. Before taking the course, the participants will have to confirm their interest in and availability to perform the training activities on the design and management of social policies and programs in Nicaragua.
- 2.10 In addition, a network of former participants of the INDES courses in other countries will be formed to: (i) give continuity to the discussion of social program design and management; (ii) share experiences, and (iii) organize conferences, seminars and other activities to update methodologies and approaches involving social management and design. All ex-participants of the four-week courses will have access to the INDES Forum, which functions as an

electronic network for discussions, sharing ideas and staying current on issues of social management throughout Latin America.

- 2.11 To strengthen the future capacity for training professionals in Nicaragua in the areas of social policy design and social-sector management, two one-day seminars are planned, with the participation of the instructors who have taken the four-week training courses, administrators of universities and research centers and officials of the social portfolios council.
- 2.12 The proposed training activities in Nicaragua require the preparation of educational material and specific case studies reflecting the country's actual situation. This will be done in two phases. As a follow-on to the pilot project two international consultants will be hired to produce a profile of the economic and social situation in Nicaragua. These materials will be used as support for the training courses. In the second phase, case studies will be prepared which illustrate specific aspects of social management in the country. This activity will be carried out by the participants themselves and serves the dual purpose of probing deeper into social sector issues in Nicaragua.
- 2.13 The success of the program, particularly its preliminary organization and implementation, depends on the joint participation of the Government of Nicaragua, the executing agency (INDES) and its staff, and the Bank's Country Office in Nicaragua. Thus, the program calls for setting up two committees: (i) the Technical Committee for the selection of participants; and (ii) the Interagency Committee. The functions of each are as follows:

C. Functions of the Technical Committee for the selection of participants

- 2.14 This committee will consist of the resident program coordinator, the program coordinator appointed by INDES at its headquarters in Washington, D.C., a representative of the Bank's Social Programs Division 2 working out of the Nicaragua Country Office, the coordinator for the Interagency Committee or his/her delegate, a Ministry of Education delegate, and a respected university professor. The functions of this committee are to: (i) review the files of candidates applying for the INDES courses in Nicaragua; and (ii) preselect candidates for consideration by the Interagency Committee.

D. Functions of the Interagency Committee

- 2.15 An Interagency Committee will be established, chaired by the Social Action Secretariat (SAS) representative. Members will be three representatives from the agencies comprising the social portfolios council of the Government of Nicaragua, including a representative of the SAS; the resident program coordinator, and a representative from Social Programs Division 2 in the Bank's Country Office. This

committee will be in charge of calling for applications. Its terms of reference will be to: (i) stay abreast of and approve the content of the training program; (ii) receive the recommendations of the Technical Selection Committee; (iii) select candidates who qualify for the training, according to the candidate profile defined by INDES; and (iv) examine and approve the academic tracking reports prepared by the resident coordinator and the program evaluation reports. At the end of the program, the committee will receive a copy of the external evaluation planned by NORAD and the Bank. The resident coordinator will be the liaison between program activities and the Interagency Committee and will be the committee's executive secretary.

E. Candidate profile

- 2.16 The participants of the basic INDES courses in Nicaragua can be: (i) high-level public officials with responsibilities in the management and/or design of social policies and programs, on the central and local government levels; (ii) heads of prestigious non-governmental organizations with responsibilities in the management and/or design of social policies and programs; and (iii) full-time university professors who teach and/or administer academic programs that include subjects related to public administration and the design and/or management of social policies and programs. Exceptionally, the Interagency Committee will give consideration to candidates who do not satisfy the academic requirements to be accepted for a course but whose training is considered vital for the performance of their functions. Such cases may not account for over 10% of course participants.
- 2.17 The participants must also meet the following requirements: (i) have a university degree; (ii) be nominated by an agency working with the formulation or management of social policies and programs in Nicaragua; and (iii) his or her organization certifies his or her potential and commits to keeping that person in a similar (or higher) position than the one he or she currently occupies, for a period of at least six months from the completion of the training program in which the person participated.
- 2.18 The participants of the program must attend the courses on a full-time basis. A written commitment is required from the supervisors of the participants. This procedure is expected to ensure that the participants will be committed to the program and that they fulfill their obligations thereto with regard to content and time. Gender equity must be assured in the selection process, and the makeup of training groups must reflect the country's ethnic diversity.
- 2.19 In the specific case of heads of nongovernmental organizations and public officials in the interior of the country, the requirement of a university degree is replaced by the condition that the applicant has studied at the university level.

- 2.20 For the third activity, comprised of four workshops, the criteria for selecting the participants will be defined from an evaluation of the special training requirements in areas of the country reporting the highest rates of infant malnutrition, mortality and maternal and child morbidity, and the highest school drop-out and repeater rates.

III. RATIONALE

- 3.1 The proposed program is consistent with the Bank's strategy in Nicaragua, which is aimed, among other things, at enhancing the effectiveness and equity of social sector initiatives and supporting the proactive fight against poverty. The project has the potential to modernize the management of social programs by introducing conceptual and operational changes to the programs' implementation strategies and information and evaluation systems, and would create and expand a training network to support the modernization process long after the project ends.
- 3.2 The program is a key to making the social policy proposed by the social portfolios council of Nicaragua viable. It involves an initiative to promote more efficient and coordinated action in the social area on the federal and municipal levels. In addition, it is a firm move toward the establishment of a network in social policy and management training that can help ensure that the future social development of Nicaragua will have stronger and more modern foundations. At present, the institutions of higher learning in the country do not have academic programs for professional training in the areas of social policy design and management.
- 3.3 INCAE [Central American Business Management Institute] recently offered a three-day seminar on social management but is not fully equipped to offer a training program on the scale contemplated here. In the process of formulating this project, INCAE was approached a number of times in an attempt to coordinate training activities. Particular emphasis will be placed in the proposed program on the training of professors from all Nicaraguan universities and advanced research institutes, including INCAE, to ensure that the program will be sustainable in the long term.
- 3.4 There are short-term benefits, characterized by the improvements expected to be introduced into the government's social programs, as well as medium- and long-term benefits, by taking a first step towards modernization and technical strengthening of the design and implementation of future Nicaraguan social policy through training of technical cadres and curriculum changes at universities, schools of public administration and professional training institutions.

- 3.5 It should be emphasized that the training and technical assistance will be provided to individuals as well as programs and institutions. The confluence of two concepts - one focusing on persons participating in the implementation of social policy, the other on the use of basic tools (such as information and evaluation systems) that strengthen the institutions in charge of social policy - reinforce the actions to be undertaken in each area. This element, to a certain extent innovative, is at the heart of the program's design and, therefore, attempts to correct errors commonly committed by programs limited to the training of individuals.
- 3.6 Special attention will be given in the courses, seminars and workshops to gender issues and the situation of women in Latin America. Issues of access to social services and domestic violence issues are to be part of the training. Furthermore, all these training events will advocate the introduction of public policies to encourage women's leadership and skills development.

IV. ESTIMATED COSTS AND FUNDING

- 4.1 The resources of the program will cover the fees and travel costs of the international consultants for the duration of the program, costs of occasional short-term contracting of local consultants and international experts, travel and per diem costs in Nicaragua for INDES staff in connection with the program's training and monitoring activities, as well as travel and per diem costs of the international consultants at the training headquarters of INDES in Washington, D.C. INDES will contribute, in kind, the time of its staff instructors, who will work with the trainers and participate in the implementation and monitoring of the program.

BUDGET CATEGORIES — NICARAGUA/INDES PROGRAM
(in U.S. dollars)

BUDGET CATEGORY	Government of Norway <u>1/</u>
I. Principal consultants	682,300
II. Teaching consultants	254,400
III. Official travel — INDES and participants	460,170
IV. Seminars	68,520
V. Workshops	48,000
VI. Training of academics	13,516
VII. Awareness seminar	10,300
VIII. Materials and equipment	75,000
IX. Miscellaneous costs	153,794
TOTAL	1,766,000

- 4.2 The availability of these funds is subject to the signing of an agreement between the Bank and the Norwegian government whereby the Norwegian government would turn over to the Bank the administration of the funds for this project.

V. EXECUTION

- 5.1 In accordance with the request of the Government of Nicaragua, the Bank will execute the program through INDES. The administration of the program will be handled by the Bank's Country Office in Nicaragua. INDES will assume responsibility for the following activities: (i) identification and contracting of international consultants who will reside in Nicaragua during the term of the program's implementation and will head the training and consulting activities, as well as the local consultants, in accordance with the Bank's procedures; (ii) coordination of a series of regular meetings with the program's consultants and trainers, in order to coordinate methodologies and concepts, exchange ideas and experiences, and standardize instructional language and criteria; (iii) support for the production of training materials and studies for the training offered under the project; and (iv) monitoring and feedback on the training activities under the program.

1/ The Bank will administer the contribution of the Government of Norway of 13,850,000 Norwegian kroner, in accordance with policy GN-1340-4 on the administration of financing provided for the execution of projects in which the Bank does not participate financially.

- 5.2 To manage the funds, a revolving fund will be opened with an advance of 20% of the total amount of the program. Funds will be disbursed following the Bank's procedures. The beneficiary will procure equipment following Bank procedures.
- 5.3 For the administration of the program's financial resources, an accountant will be hired to work in coordination with the resident program coordinator and the Country Office in Nicaragua.
- 5.4 The resident coordinator, with the support of the international consultants residing in Nicaragua, will prepare documents for the start-up meeting to be held 90 days after the program begins. Annual reports will be produced and submitted to the Interagency Committee for approval, along with a final report on the program. The resident coordinator will distribute the findings of the evaluations handed in by all participants at the end of each course, and tracer surveys of program graduates. INDES will produce a final report within three months following the conclusion of the program, providing a general assessment of the activities and results achieved with respect to the objectives of the program.

VI. DISBURSEMENTS

- 6.1 The Bank will administer the Norwegian government's contribution of 13,850,093 Norwegian kroner in accordance with the policy on administration of funding granted for the execution of projects where the Bank is not providing a share of the financing.

LOGICAL FRAMEWORK

TWO-YEAR TRAINING PROGRAM ON SOCIAL POLICY AND SOCIAL MANAGEMENT IN NICARAGUA

OBJECTIVES	INDICATORS	VERIFICATION OF OBJECTIVES	ASSUMPTIONS
to the consolidation of ms in Nicaragua	Improvement in the quality and coverage of basic education, health and social programs in general	Evaluations provided by the ministries and government agencies in charge of social policy and programs.	Progress in the execution of reform
lding among government academics, and leaders of e in charge of social r participate in the rogram management of ams	Training of 440 people, including: 180 officials from central government, 160 officials from local government, 50 NGO leaders and 50 faculty members.	Documents prepared for the design of training courses. Evaluation of training courses.	Commitment from Ministries in of social policy and other beneficiaries to the training
training courses	a. 10 courses to train 180 central government officials, 120 at the local level, 20 faculty members and 30 leaders of NGOs.	Evaluation reports from the resident director of the training program in Nicaragua and the program coordinator at headquarters.	Participation of government academics, and leaders of civil society who have the leadership level of commitment necessary to stimulate social change.
training courses	b. Two courses to train 40 government officials and 20 leaders of NGOs at the local level.	Evaluation of academic activities from participants.	
workshops on specific d instruments for social t.	c. Four workshops with participation of 80 people among government officials and leaders of NGOs.	Creation of an inter-institutional network for the continuation of training in social policy design and social management.	
s training of trainers	d. One course to train 30 faculty members from National Universities and research institutions.		
eminars for academics.	e. Two seminars with participation of 60 faculty members and administrators of academic institutions.		

PROPOSED RESOLUTION

**NICARAGUA. NONREIMBURSABLE TECHNICAL COOPERATION
FOR TRAINING IN THE DESIGN AND MANAGEMENT OF SOCIAL POLICIES AND
PROGRAMS**

The Board of Executive Directors

RESOLVES:

1. 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 agreements as may be necessary with the Republic of Nicaragua and with the Norwegian Agency for Development Cooperation, and to adopt such measures as may be pertinent for the execution of the plan of operations which is part of Document AT-_____, with respect to nonreimbursable technical cooperation for Training in the Design and Management of Social Policies and Programs.

2. That up to the equivalent of NOK13,850,093, is authorized for the purposes of this resolution, chargeable to resources to be contributed by the Norwegian Agency for Development Cooperation, which will be administered by the Bank for the execution of the Program referred to it in paragraph 1.

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