

## EARLY CHILDHOOD AND ADOLESCENCE SUPPORT PROGRAM

(VE-0120)

### EXECUTIVE SUMMARY

<b>Borrower and guarantor:</b>	Bolivarian Republic of Venezuela	
<b>Executing agency:</b>	Ministry of Health and Social Development, acting through the Office of the Under Secretary for Social Development	
<b>Amount and source:</b>	IDB (OC):	US\$30,000,000
	Local:	US\$20,000,000
	Total:	US\$50,000,000
<b>Financial terms and conditions:</b>	Amortization period:	25 years
	Disbursement period:	4 years
	Grace period:	4½ years
	Interest rate:	variable
	Inspection and supervision:	1.00%
	Credit fee:	0.75%
	Currency:	U.S. dollars drawn from the Single Currency Facility
<b>Objectives:</b>	<p>The general objective of the program is to support the government in its efforts to guarantee the rights of children and adolescents from the moment of conception until 18 years of age. This support will be provided by financing the implementation of a new institutional framework designed for this purpose. The specific objectives are: (i) to support the work of the agencies comprising the Child and Adolescent Protection System [Sistema de Protección del Niño y del Adolescente] (SPNA); (ii) to provide funding for projects consistent with the new institutional framework; and (iii) to strengthen the SPNA's monitoring and evaluation capacity, especially at the central level where sectoral policy is formulated.</p>	
<b>Description:</b>	<p>The program is divided into three components: (i) implementation of the SPNA; (ii) project financing; and (iii) program monitoring and evaluation.</p> <p>The <b>SPNA implementation component</b> includes activities to support implementation of the main agencies of the system: the</p>	

National Rights Council, State and Municipal Rights Councils, Child and Adolescent Protection Councils, child and adolescent advocacy agencies and care-providing entities. Three subcomponents are designed for this purpose: (i) institutional strengthening; (ii) information system; and (iii) communication, social marketing and participation.

The institutional strengthening subcomponent will support the work of SPNA management and administration bodies, as well as the state governments and municipalities participating in the program, to ensure institutional sustainability. With a view to supporting the development of technical and operational capacities in these bodies, the program will finance activities in the following areas: (i) training, (ii) studies, (iii) technical assistance and (iv) equipment procurement.

The information systems subcomponent is intended to support the SPNA administrative agencies—particularly the Rights Councils—at the national, state and municipal levels, in designing and implementing an integrated information system.

The communication, social marketing and participation subcomponent will fund actions aimed at: (i) boosting dissemination, knowledge and valuation of the SPNA; (ii) promoting a culture of child and adolescent rights and duties, mobilizing and promoting participation and shared responsibility among the different actors in the system—family, society, and government; (iii) initiating actions to promote best practices for bringing up and protecting children and adolescents; and (iv) reporting on the program.

The **project financing component** aims to encourage local governments and civil society organizations to adopt the new institutional framework; the program is expected to fund projects in local governments and communities that have already begun SPNA implementation actions.

The program resources to be channeled into project financing will be distributed geographically in proportion to the population of each state living in conditions of extreme poverty; and the funding to be allocated to each eligible municipio will be proportional to the percentage of its population living in extreme poverty.

The program considers it necessary to restrict the number of eligible project types to six, covering those of greatest importance and most immediate impact—three in the care area and three in the area of prevention.

Care projects include the following lines of investment: (i) outpatient detoxification for drug addiction; (ii) assistance for people subject to administrative measures and legal sanctions; (iii) assistance for people subject to temporary and emergency measures.

Eligible projects in the prevention area will include the following lines of investment: (i) support for community participation in safeguarding the rights and duties of the population; (ii) support for the development of family structures; and (iii) educational activities aimed at preventing rights violations.

For program preparation, funding was provided for an Immediate Action Plan (IAP) (see paragraph 1.16), the execution of which made it possible to verify important points that were later used in the design of this component. These included: (i) the existence of significant demand among communities for this type of project; (ii) the existence of civil society organizations (CSOs) capable of designing and executing projects in tune with the new institutional framework; and (iii) the fact that the private sector is prepared to contribute complementary funding to such projects. This suggests that, once financial support from the program has ended, the sustainability of the activities is not likely to be at risk.

The **program monitoring and evaluation component** is aimed at designing and implementing a permanent monitoring and evaluation system, to identify and correct problems arising during program execution in a timely fashion. Funding will be provided for hiring an independent consulting firm with proven experience in evaluations and performance audits, especially in the social sector, to carry out this task and also design performance indicators to verify the achievements, results and potential of the activities being executed.

In order to institutionalize the monitoring and evaluation system, the consulting firm will also design and support implementation of a monitoring and evaluation unit within the National Rights Council [Consejo Nacional de Derechos] (CND).

The firm will also be expected to provide training for this unit's professional staff, who will be responsible for continuing with monitoring and evaluation on a permanent basis once the consulting firm has completed its work.

**The Bank's  
country and  
sector strategy:**

The Bank's strategy in the country stresses two interrelated objectives: (i) poverty alleviation and the development of human capital; and (ii) civil society participation and enhanced provision of services by regional and local institutions in the social sector. This program has the basic aim of supporting actions consistent with such objectives, in this case targeted on childhood and adolescence.

**Environmental and social review:**

The profile II document was presented and approved by the Committee on Environment and Social Impact (CESI) at its 4 August 2000 meeting, and no subsequent actions were requested. The Committee's recommendations on gender and indigenous issues were incorporated into the document.

**Benefits:**

Implementation of the SPNA contained in the Child and Adolescent Protection Act (LOPNA), which is supported by the program, involves creating the agencies and instruments to ensure that the rights of children and adolescents can be exercised with direct participation by communities and families.

The aim is to help strengthen government capacity (at all three levels) to identify priorities, plan and increase the efficiency with which the resources currently channeled to childhood and adolescence are used.

Improved life prospects for children and adolescents will mean that, as adults, they will have better opportunities in the labor market and less chance of having problems with the law, helping them to become partners in the larger community's day-to-day life.

The direct participation of local governments and the community in identifying and executing these actions is a powerful motivating force, making it possible to achieve a highly positive social result, and generating a degree of program ownership for the relevant actors in the process.

Execution of approximately 230 projects will make it possible to build capacities for tackling or preventing violations of the rights of children and adolescents, especially those from poor families.

**Risks:**

A key aspect for program execution is coordination both between institutions and within the different levels of government. The scheduling of program activities in coordination with the Rights Councils and state governments and municipalities, together with other specific actions, should reduce this risk.

SPNA implementation will require considerable institutional capacity. To reduce the risk, the program will build a critical human resource mass at the different levels of government, through training, technical assistance and advisory services in the supervision and monitoring areas.

**Special contractual clauses:**

The program will have the following conditions precedent to the first disbursement: (i) creation of the program coordinating unit (PCU), and appointment of a general coordinator, as well as coordinators of the different components (see paragraph 3.8); (ii) a financial management agreement signed with the Venezuelan Social Investment Fund (FONVIS) (see paragraph 3.15); (iii) signed letters of commitment for the start of activities with three states that will participate in the program in year one (see paragraph 3.17); (iv) initiation of the bidding process for hiring an independent firm for program monitoring and evaluation (see paragraph 3.37); (v) the opening of “special accounts” in foreign and local currency (see paragraph 3.39); and (vi) implementation of the Operating Regulations (see paragraph 3.42).

In addition, the process of hiring the consulting firm will be completed before committing 10% of the funding (see paragraph 3.37).

**Poverty-targeting and social sector classification:**

This operation qualifies as a social equity enhancing project, as described in the indicative targets mandated by the Bank’s Eighth Replenishment (document AB-1704). Furthermore, this operation qualifies as a Poverty Targeted Investment (PTI) (see paragraphs 4.6 and 4.7). The borrower will be using the 10 percentage points in additional financing (see paragraph 2.48).

**Exceptions to Bank policy:**

None

**Procurement:**

Procurement of goods in connection with the program, financed totally or partially with the loan proceeds, will require international competitive bidding (ICB) whenever the value of a purchase exceeds US\$350,000. Bidding procedures are set out in Annex B to the loan contract. Procurement of goods wholly financed out of local counterpart funding will be subject to national legislation. The program does not involve civil works.

The hiring of consulting services will be carried out in accordance with Bank procedures, as set out in Annex C to the loan agreement.

## **I. REFERENCE FRAMEWORK**

### **A. Introduction**

- 1.1 Since the first days of its administration, the Government of Venezuela has been introducing far-reaching changes in the political, economic and social fields. In the latter area, pride of place has been given to addressing the problems of childhood and adolescence, this being seen not only as a duty of the State, but a responsibility of society as a whole. Based on this priority and on the agreements adopted in the international Convention on the Rights of the Child organized by the United Nations in 1989, the country enacted the Child and Adolescent Protection Act (LOPNA), which came into force in April 2000. The task facing the country in fulfilling this legal mandate will require, among other things, major efforts of coordination, along with administrative deconcentration, resource decentralization, and institutional capacity-building in regional and municipal governments.
- 1.2 Unlike the traditional approach that put the task of solving childhood and adolescent problems in the hands of a judge, both where children and young people required solutions because their rights were under threat or had been violated (victims), and also where they were the ones infringing the rights of others (perpetrators); the comprehensive protection doctrine contained in the LOPNA envisages a different treatment in each situation: in the first case it applies protection measures through administrative authorities (the Child and Adolescent Protection System - SPNA); and in the second case it imposes sanctions with a socio-educational purpose, applied through the judicial authorities (the adolescent criminal liability system).
- 1.3 The operation being proposed here aims to support the government in implementing this new institutional framework for safeguarding the rights of children and adolescents, in three ways: (i) strengthening government capacity at the national, state and municipal levels; (ii) financing projects consistent with the new institutional framework; and (iii) strengthening monitoring and evaluation capacity, especially at the central level which is responsible for designing sectoral policy. The program's contribution will be especially important for initiating the process of implementing the SPNA contained in the LOPNA.

### **B. Macroeconomic situation**

- 1.4 Since the moment Hugo Chávez was elected President in December 1998, Venezuela has been embarked on a period of structural change in the political, economic and social domains. In the political field, a new constitution was approved in December 1999 and, in July 2000, the government consolidated its position by winning the elections for the single-chamber National Assembly and ratifying the current President for a six-year period. The next 12 months are expected to be extremely active in deciding issues of major national interest covering the economic, financial and government spheres. It is also expected that

the National Assembly will pass an empowerment law enabling the Executive Branch to legislate for 12 months—up to October 2001—in areas including rural land and development, a framework social economy law, and a hydrocarbon reform law.

- 1.5 In this context of political structural change, the government has made a commitment to generate economic recovery, following two years—1998 and 1999—when the real sector contracted by 7.3%. The government's strategy includes using resources from the increase in international oil prices to finance initiatives to promote growth consistent with its chosen lines of action. For this reason, public-sector current expenditure and investment grew by 33% in real terms in the first half of 2000, the economy grew by 0.3% and 2.6% in the first and second quarters, and inflation is forecast to come in at 15% for the year. The current account balance reflects the increase in the oil revenues, and the year will probably end with a surplus of US\$11.6 billion—more than double the 1999 figure—with international reserves expected to total approximately US\$20 billion, including about US\$3 billion for the Macroeconomic Stabilization Investment Fund.
- 1.6 The government is aware that the financial sustainability of its economic recovery strategy depends on the price of oil remaining high, and for that reason it has taken the reins of leadership in OPEC to maintain the current oil production policy. In late September, Venezuela hosted the second meeting of OPEC Heads of State since that organization's foundation, in which it resolved to maintain production at levels to ensure that the price of oil remains between US\$22 and US\$28 per barrel. So far, this policy has been successful and, as a result, in late September the price of Venezuelan crude stood at around US\$30 per barrel, 50% higher than a year earlier. Notwithstanding the historical volatility of oil prices, there is nothing to suggest an abrupt change in the price of Venezuelan crude oil in the short run.
- 1.7 Economic recovery is particularly affecting the oil sector and local industry that sells goods and services to the State; and to a lesser extent the rest of the private sector. The Caracas Stock Exchange reflects the higher value of national assets when the oil price rises, and it has recovered strongly, rising by 55% between December 1998 and September 2000. Prices of Venezuelan government bonds on international markets are flat, with a spread of about 800 basis points compared with similar U.S. bonds. Risk-rating agencies classify Venezuela way below investment grade, reflecting the historical volatility of oil prices and the current political transition.
- 1.8 In the social domain, the 1990s economic crisis, together with the cutbacks in social investment during the last decade, resulted in a sustained deterioration of Venezuela's main social indicators, including increases in both unemployment (11%) and informal work (49.5%). The figures available for 1998-1999 show that, of the country's 24 million inhabitants, 49% of households are living below the poverty line and 22% of the population live in conditions of extreme poverty.

### **C. Situation of children and adolescents**

- 1.9 The under-18 age group accounts for 41% of the total population, with children under 12 accounting for 30% and adolescents the remaining 11%. Despite the differences and limited scope of sources of information on children and adolescents,<sup>1</sup> they all reflect the fact that rising poverty levels have had profound effects on family and community relations, making children and adolescents more vulnerable.
- 1.10 **In the health domain**, this vulnerability is reflected in the following indicators: (i) the infant mortality rate stands at 22 per thousand registered live births, and mortality among children under five is 27 per thousand registered live births, figures that put the country at the Latin American average; (ii) as many as 12% of children are born underweight (< 2.5 kg)—one of the highest percentages in Latin America and the Caribbean; and (iii) 24% of children under six, as well as 29% of children and adolescents between seven and 14 years old, suffer nutritional deficits.
- 1.11 **In education**, the school enrollment rate among three- to five- year olds is 44%, in the six to 11 age group it is 90%, while enrollment among 15-year-old adolescents is just 55%. These figures are among the lowest in the region.
- 1.12 **On other issues** (i) 24% of children between nine and 12 years old, and 74% of adolescents between 13 and 17, work; and (ii) 24% of children and adolescents between nine and 17 years old consume alcohol, while 19% consume other psychoactive substances.

### **D. Characteristics of child and adolescent programs**

- 1.13 The country is currently running a number of preventive and/or assistance programs aimed at early childhood and adolescence, mostly through the Ministry of Health and Social Development and institutions related to it.
- 1.14 The main programs currently under execution include: (i) the Household and Multi-Household Day-Care Program, aimed at children under six living in poverty and not attending school; this program addresses nutrition and child health and development, and is executed by the Autonomous National Comprehensive Early Childhood and Family Support Service (SENIFA); (ii) assistance programs for young people under 18 years of age, run by the National Institute for Children (INAM),<sup>2</sup> which include actions to prevent delinquency and to protect and rehabilitate delinquent children; and (iii) the school meals program and the school breakfast, snack and canteen program, run by the Ministry of Education and aimed at children in preschool, primary and special education; these consist of providing

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<sup>1</sup> INAM, OCEI, Ministry of Education, Ministry of Health and Social Development.

<sup>2</sup> INAM will continue operating under the new legal framework, until it completes the transfer of its programs and services to the states and municipalities.



balanced daily meals, covering at least 30% of nutritional requirements. In addition, there are a number of programs managed and financed by state governments, municipios or civil society institutions, which address the specific needs of children and young people at risk.

- 1.15 The programs currently under execution need to be adapted gradually to the new institutional framework and principles laid down in the LOPNA. These programs will come under analysis during execution of the current operation, and decisions will be taken on how to adapt them to the new legal framework.
- 1.16 In order to strengthen or expand existing child and adolescent programs in the context of the new law, the government set up an Immediate Action Plan (IAP). To finance this plan, funds were channeled from the civil society initiatives support program (PAIS),<sup>3</sup> whose aim is to promote civil society participation in social programs. Prevention and protection projects were financed in the following areas: abandoned children, drug consumption, comprehensive community care and teenage pregnancy. Execution of the IAP is the responsibility of a unit set up in the Office of the Under Secretary for Social Development to coordinate preparation for the present program (PCU), and it is being carried out in three municipios in the metropolitan area of Caracas, where a high percentage of the target population is concentrated. By October 2000, as many as 25 civil society projects were under way, with committed Bank funding amounting to US\$1.5 million.
- 1.17 At the same time, the government has been carrying out other complementary actions in support of childhood and adolescence, the most important of which relate to the Niños de la Patria [Nation's Children] program. This program, which also comes under the Office of the Under Secretary for Social Development, involves adapting two existing facilities for taking care of children and adolescents at risk. The first of these is the Helicoide, a building located in downtown Caracas which will be adapted to attend to a population of 220. Its objective is to serve as a temporary shelter for children and adolescents living on the street, who require specialized attention in a variety of areas and, where appropriate, to locate and work with their parents to reintegrate them into their families.<sup>4</sup> The other project included in the Niños de la Patria program is the Los Caracas center, located 80 km from the city of Caracas. The aim of the center is to provide shelter and specialized attention with a socio-educational purpose to approximately 1,500 children and adolescents that have been abandoned by their families.
- 1.18 Despite these efforts, there is consensus in the country that the State cannot respond alone to the growing demand for services to support children and adolescents

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<sup>3</sup> PAIS is managed by the Venezuelan Social Investment Fund (FONVIS), which is financed by the Bank (1045/OC-VE).

<sup>4</sup> The Niños de la Patria program includes training for street teachers provided by international specialists from Casa Alianza, an institution with vast experience, in a variety of countries, working with children and adolescents that live on the street.

whose rights are being violated, and that success in this area will only come if society at large unites with the families in a coordinated and systematic way. This led to the design of far-reaching reforms relating to children and adolescents, and resulted in enactment of the Child and Adolescent Protection Act (LOPNA). This reform breaks away from the traditional view of children based on compassion-punishment and State guardianship (the irregular situation paradigm), and replaces it with a system where all children and adolescents enjoy full rights (the comprehensive protection doctrine).

#### **E. The Child and Adolescent Protection Act**

- 1.19 The Child and Adolescent Protection Act (LOPNA) came into force on 1 April 2000. This legislation, which was passed in October 1998, consolidates the commitments assumed by Venezuela in the international Convention on the Rights of the Child approved by the United Nations in 1989. It was drafted in a context of broad national consensus, with participation from civil society, universities, government institutions, children and adolescents, and specialized international agencies such as UNICEF.
- 1.20 Adhering to the principle that society at large should take responsibility for guaranteeing the rights of children and adolescents, the LOPNA introduces a profound institutional reform by creating the Child and Adolescent Protection System (SPNA). This is a decentralized structure, comprising agencies from the public sector and civil society, endowed with planning, coordinating, controlling and executing powers to establish a network for attending to, defending and guaranteeing the rights of children and adolescents. The family has a leading role to play in this new situation.
- 1.21 The SPNA basically consists of: (i) administrative agencies: (a) the National Rights Council (**CND**); (b) State Rights Councils (**CEDs**); (c) Municipal Rights Councils (**CMDs**); (d) Protection Councils; (ii) child and adolescent advocacy agencies; and (iii) care-providing entities.
- 1.22 The National Rights Council is the highest authority of the system, an autonomous body with its own legal status, responsible for policy formulation and laying down general guidelines on issues relating to children and adolescents. It consists of 14 unpaid members (seven from the Executive Branch and seven from civil society). Like the CND, the State and Municipal Rights Councils—to be created in each state and municipio—are composed of unpaid members and are expected to carry out planning functions within their jurisdictional area.
- 1.23 Protection Councils will be established in each municipio to protect children and adolescents from rights violations or threat thereof. Their members will be paid and have to number at least three.
- 1.24 Child and adolescent advocacy agencies are institutions organized and run by municipios or society to promote and/or defend the rights of children and

adolescents. They provide their services free of charge, ensure confidentiality, and aim to give guidance rather than impose rules.

- 1.25 Care-providing entities are public or private institutions that run childhood and adolescent care programs, together with measures and sanctions.
- 1.26 In the context of the justice system, children and adolescents come under new jurisdictional agencies (Child and Adolescent Protection Tribunals and the Civil Review Division of the Supreme Court) as well as the Public Prosecutor's Office acting through specialized inspectors.
- 1.27 The LOPNA provides for the creation of financial mechanisms (Child and Adolescent Protection Funds) with resources earmarked for them in national, state and municipal budgets, which may only be used to fund specific programs for child and adolescent care and protection.
- 1.28 The country's firm commitment to implementing this new institutional framework is worth noting. Six months after LOPNA came into effect, the National Rights Council and 11 of the 24 State Rights Councils (CEDs) to be created throughout the country are fully operational—including the Libertador Federal District. In addition, six municipalities have set up Municipal Rights Councils and one of these has also established a Protection Council. The participation of more local governments, civil society, and families is expected to increase and be strengthened by the program's activities.

**F. The Government of Venezuela's request to the Bank**

- 1.29 The government has made it a top priority to implement the SPNA provided for under the LOPNA, use this to expand or support the creation of new prevention programs, or improve already-existing programs that help prevent child-juvenile marginality and respond to the growing need to support vulnerable communities. For this purpose, the government has applied to the Bank for partial funding for a program to implement this new institutional framework.
- 1.30 The government intends to use internal funds to implement the new jurisdictional bodies and public prosecution agencies envisaged in the Adolescent Criminal Liability System.

**G. Strategy and rationale for the Bank's participation**

- 1.31 The Bank's strategy in the country emphasizes two interrelated objectives: (i) poverty alleviation and human capital development; and (ii) civil society participation and enhanced provision of services by regional and local institutions in the social sector. A basic objective of the program proposed herein is to support actions aimed at these two objectives, in this case, targeted on childhood and adolescence.

- 1.32 The program is expected to facilitate the gradual implementation of the new system by supporting: (i) national, state and municipal governments in implementing and strengthening the main SPNA agencies provided for in the LOPNA; (ii) the process of transferring central government mandates and resources to the states and municipalities in order to bring the identification, prioritization and execution of projects in support of early childhood and adolescence closer to the local domain; (iii) the government in promoting the importance and roles of family, society and State, in that order, in protecting children and adolescents; (iv) the government in funding the activities and mechanisms needed to enable the child and adolescent programs currently being executed in the country to be carried out under the principles laid down in the LOPNA.

#### **H. The Bank's experience**

- 1.33 The Bank does not have any previous experience in implementing an early childhood and adolescence protection act. However, it does have experience in strengthening institutions and funding projects aimed at children and adolescents at social risk.<sup>5</sup>
- 1.34 Although no overall assessment has been made of lessons learned in preparing and executing childhood and adolescence programs in the various countries, an analysis of their execution highlights three aspects that have been taken into account in designing the present operation: (i) the inclusion of mechanisms to mobilize and strengthen local agencies and communities to have a significant impact on the level of commitment and the development of sustainable local response-capacity for addressing major issues involving childhood and adolescence; (ii) the need for very close monitoring by the Bank to allow for adaptation to the reality of local participants; and (iii) the establishment of a strong operating capacity in the executing unit, with an appropriate professional staff, enabling it to tackle the complexity of these programs.

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<sup>5</sup> Programs approved by the Bank in recent years and currently under execution include: (i) a 1996 program in support of social reforms aimed at children and adolescents in the state of Ceara, Brazil (BR-0177); (ii) a 1997 program in support of vulnerable groups in Argentina (AR-0161), and programs to provide a wide range of services for children under six years of age in Bolivia (BO-0130) and Ecuador (EC-0157); and (iii) a 1998 program for children and adolescents at social risk in Argentina (AR-0198). The execution periods for these programs range between four and five years.

## **II. THE PROGRAM**

### **A. Objective**

- 2.1 The objective of the program is to support the government in ongoing efforts to guarantee the rights of children and adolescents from the moment of conception to 18 years of age. Support will be provided by financing implementation of a new institutional framework designed for this purpose. The program's specific objectives are: (i) to support the work of agencies making up the Child and Adolescent Protection System (SPNA); (ii) to finance projects consistent with the new institutional framework; and (iii) to help strengthen SPNA monitoring and evaluation capacity, especially at the central level where sectoral policy is designed.

### **B. Scope of action**

- 2.2 The SPNA will be implemented gradually as the institutional framework is created in the individual states and municipios. The program is expected to cover 14 (58%) of the country's 24 states (including the Federal District), and 56 (17%) of its 333 municipios. The criteria for selecting participating states and municipios are set out in detail in point III.C.

### **C. Components**

- 2.3 The program is divided into three components: (i) SPNA implementation; (ii) project financing; and (iii) program monitoring and evaluation.
- 2.4 These components were defined in workshops involving representatives from local and international public- and private-sector institutions engaged in early childhood and adolescent care and protection.

#### **1. Implementation of the Child and Adolescent Protection System (US\$14.6 million)**

- 2.5 This component covers the support activities needed at the national level and in a set of states and municipios for implementing the main SPNA organs: the National Rights Council (CND), the State Rights Councils (CEDs), the Municipal Rights Councils (CMDs), the Child and Adolescent Protection Councils, the child and adolescent advocacy agencies, and care-providing entities. Three subcomponents have been designed for this purpose: (i) institutional strengthening; (ii) information system; and (iii) communication, social marketing and participation.

##### **a. Institutional strengthening (US\$8.1 million)**

- 2.6 This subcomponent will support the work of the management and administration arms of the SPNA, and of participating state governments and municipalities, with a view to ensuring institutional sustainability. In order to support development of

technical and operational capacities among these agencies, the program will provide funding for the following activities: (i) training, (ii) studies, (iii) technical assistance and (iv) equipment procurement.

- 2.7 **Training courses** will be provided in: (i) project formulation and evaluation for Protection and Rights Councils, states and municipios; (ii) workshops on SPNA implementation experiences for agencies of the system and civil society actors; (iii) programming and budget workshops for staff working in the accounting and management areas (at national, state and municipal level); (iv) logical framework workshops for Rights Councils, Protection Councils, and care-providers participating in the program; (v) workshops on family strengthening and family conflict resolution for protection councils, child and adolescent advocacy agencies and care-providers participating in the program, and (vi) other courses where demand is justified and as agreed with the Bank.
- 2.8 **Studies** will be carried out on (i) evaluation of the efficiency of the main childhood and adolescence programs and projects currently under execution nationally (see paragraph 1.14); (ii) diagnostic study of childhood and adolescence in participating states and municipios; and (iii) diagnostic study of childhood and adolescence among indigenous ethnic groups.
- 2.9 The results from the initial study are expected to include: an assessment of care models and calculation of costs and coverage by service type; action plans to improve or adapt services; development of management indicators; reorientation of resources towards other activities or care-providing entities. The second study will identify care and protection program supply sources (including care networks, entities, and projects), and the demand for services at the state and municipio level. The third study will identify and prioritize protection and care services for ethnic groups displaying the highest levels of rights violation, with due respect for their values and culture.<sup>6</sup>
- 2.10 The SPNA management agencies will receive **technical assistance** at the national, state and municipal levels. For this purpose, consulting firms will be hired in each state: (i) to give technical support to the State and Municipal Rights Councils in executing the program; (ii) to provide organizational and methodological assistance to Rights Councils and Protection Councils; (iii) to assist short- and medium-term planning in protection programs, including physical targets and financial resources; and (iv) to draft a proposal for setting up the National Child and Adolescent Protection Fund, and set targets and guidelines for the creation and administration of State and Municipal Child and Adolescent Protection Funds (see paragraph 1.27).
- 2.11 **Equipment** will be acquired to support administrative tasks and dissemination of the new SPNA institutional framework in the states and municipios. Equipment

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<sup>6</sup> The largest ethnic populations are the Wayuu, Warao, Pemon, Yanomami and Guajibo groups.

purchases are likely to include: television sets, projection screens, video recorders, flipchart stands, photocopiers, fax machines and overhead projectors.

- 2.12 The terms of reference for the training courses, studies and technical assistance, together with the list of equipment contained in this subcomponent, can be found in the program's technical file.

**b. Information system (US\$3.3 million)**

- 2.13 This subcomponent is intended to support the SPNA administrative organs, and particularly the Rights Councils—at the national, state and municipal levels—in designing and implementing an integrated information system.
- 2.14 This will include: (i) development of an information system consisting of five modules, four at the level of participating states and municipios with an aggregation at the national level, and a fifth external national module; (ii) provision of a communications network, operating and office equipment and software; and (iii) training for administrative staff in running and maintaining the systems to be developed.
- 2.15 Data for the first four modules of the information system (cases of rights violations, registry of care-providers, state of childhood and adolescence, and administrative and financial aspects of the program) will be introduced at the municipal level, stored and centralized at the state level, and replicated nationally at the National Rights Council.
- 2.16 With the fifth module, the program will design statistical information to be added to the current Household Sample Survey run by the Central Office of Statistics and Informatics (OCEI). This will include data on the situation of child and adolescent rights in areas including health, education, housing and environment, family and social context, access to justice, and registration of identity. The OCEI has budget resources earmarked for this survey. The terms of reference for contracting its design can be found in the program's technical file.
- 2.17 The system will use a Web interface providing user access through the Internet, with control and security mechanisms and open access in a centralized administration but decentralized operating environment. To ensure data integrity and confidentiality, each user will have exclusive access to previously authorized data. Each user will also be previously registered on a server, and provided with an ID and password.
- 2.18 The subcomponent contains three activities: (i) development and installation of the information system; (ii) acquisition of computers, elements of the communications network and system software for implementing the decentralized network; and (iii) training for administrative staff engaged in systems management and in the use of computation applications.

- 2.19 The development and installation of the information system will include: (i) a detailed study of information technology requirements; (ii) preparation of documents relating to the bidding process for constructing the system; and (iii) design, development and implementation of the integrated information system. The terms of reference for the study mentioned in (i) above, together with the strategy guidelines and informatics architecture, can be found in the technical file of the program.

**c. Communication, social marketing and participation (US\$3.2 million)**

- 2.20 The subcomponent on communication, social marketing and participation will provide funding for actions aimed at: (i) supporting dissemination, knowledge and valuation of the SPNA; (ii) promoting a culture of child and adolescent rights and duties, mobilizing and promoting participation and shared responsibility among the different actors in the system—family, society, and government; (iii) initiating actions to promote best practices for bringing up and protecting children and adolescents; and (iv) reporting on the program. Actions in this subcomponent will be carried out at two levels: nationally, and in the states and municipios targeted by the program.
- 2.21 All actions relating to information and dissemination of the LOPNA and to the current institutional framework will be carried out at the **national level**, along with those relating to best practices in bringing up and protecting children and adolescents. The strategy at national level seeks to: (i) put the issue of early childhood and adolescence on the national agenda; (ii) inform the country about the new institutions responsible for protecting children and adolescents and thereby generate demand for local SPNA implementation in the different communities; and (iii) inculcate sound practices for bringing up and protecting children and adolescents among families and communities.<sup>7</sup>
- 2.22 The national communication and social marketing strategy will be implemented through television, radio and print media campaigns. As a complement to funded actions, the program will seek to forge links with communications media to make it possible to multiply dissemination of the relevant messages.
- 2.23 The strategy at the national level includes funding for the following activities: (i) design and implementation of an information campaign on the LOPNA and current institutional framework; (ii) design and production of materials for disseminating the LOPNA and encouraging participation by organized society in

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<sup>7</sup> The child-raising culture issues to be disseminated nationally will have to be limited to basic aspects affecting most Venezuelan families, regardless of regional differences. These include: (a) the importance of child development in the first years of life and early stimulatory practices that could be adopted by families; (b) the negative impact of intrafamily violence on children's development and on their adult life; (c) aspects of nutrition and health that are fundamental to child development and best practices that can be adopted by families; and (d) mechanisms to help families confront problems such as drug use, alcohol consumption and teenage pregnancy.



the new institutional framework; (iii) creation of the corporate image and identity of the National, State and Municipal Rights Councils, as well as the advocacy agencies and Protection Councils; (iv) design and dissemination of campaigns on best practices for rearing and protecting children and adolescents; (v) basic promotional tools to be distributed to all municipios in the country, for use in disseminating the LOPNA and best practices for rearing and protecting children and adolescents; (vi) training workshops on the use and dissemination of basic promotional tools; and (vii) a basic package to be distributed to all Rights Councils for use in talks, presentations and workshops. The terms of reference for these activities, together with samples of the promotional tools and basic package, can be found in the technical file of the program.

- 2.24 At the **state and municipio level**, more specific actions will be carried out to: (i) support implementation and dissemination of LOPNA principles; (ii) at the local level, reinforce the importance of adopting good practices for rearing and protecting children and adolescents; and (iii) report on the program, especially with regard to its characteristics, and its targeting and eligibility criteria.
- 2.25 The following activities will be funded: (i) workshops to present the program in participating states and municipios; (ii) training courses on the LOPNA and particularly on the SPNA; (iii) workshops to promote SPNA participation; (iv) working sessions to draw up municipal social marketing plans to disseminate the SPNA and good child-raising practices; and (v) two workshops per year aimed at educating parents. Funding will also be provided for two full-time consultants in each participating state for an eight-month period. These consultants will help implement a participatory process in the selected municipios and establish municipal plans guaranteeing the sustainability of the program's actions. The terms of reference for these consultants can be found in the program's technical file.

## **2. Project financing (US\$23 million)**

- 2.26 With a view to encouraging local governments and civil society organizations to adopt the new institutional framework, the program will help finance projects in local governments and in the communities that have already begun SPNA implementation actions. The eligibility criteria for the states and municipios in which such projects will be financed are set out in detail in chapter III, section C, below.
- 2.27 The program resources to be used in financing projects will be distributed geographically in proportion to the population of each state living in extreme poverty. The amount of funding to be assigned to each eligible municipio will also be proportional to the percentage of its population living in conditions of extreme poverty (see paragraph 3.20).
- 2.28 The SPNA covers a broad range of problems related to early childhood and adolescence, which could give rise to a wide variety of projects and monopolize current institutional capacity at the regional and municipal level. As the main object

of the program is to provide technical support to the new institutional framework, particularly the planning function in states and municipios, it has been decided to restrict the number of eligible project-types to six, covering those of most importance and immediate impact—three in the care area and three in the area of prevention.

- 2.29 **Care projects** include the following lines of investment: (i) outpatient detoxification for drug addiction; (ii) assistance for people subject to protection and administrative measures and legal sanctions; and (iii) assistance for people subject to temporary and emergency measures.
- 2.30 A drug addiction detoxification project is planned for each participating state (14). Out-patient treatment will be provided to 25 children or young people each month, which will include professional support to guide and counsel the families of the children and young people being treated. Under the IAP, the initial projects are being financed in the Caracas metropolitan area through NGOs with experience in this field, such as Hogar Nueva Vida, Renacer, Crea, and others.
- 2.31 The protection projects in the areas of teenage pregnancy, work or sexual exploitation, child abuse, and abandonment will cover people whose rights have been violated and who require professional support in legal, psychological, and medical areas, or a combination thereof. There are a number of institutions in Venezuela, particularly civil society organizations, that have wide experience in this field.
- 2.32 In terms of comprehensive assistance for people subject to temporary and emergency measures, the program will finance the operation of shelters with a view to protecting children who need professional assistance until the Protection Tribunal rules on their cases—abandonment and abuse, among others.
- 2.33 Eligible projects in the **prevention area** will include the following: (i) support for community participation in safeguarding people's rights and duties; (ii) support for the development of family structures; and (iii) educational activities aimed at preventing rights violations. The prevention projects, generally handled by NGOs, comprise activities aimed at preventing drug addiction, teenage pregnancy, and sexual and work exploitation, among others, through community-based activities that promote family involvement in particular.
- 2.34 The program will fund up to 90% of the cost of the projects, subject to a maximum of US\$100,000. The respective contracts will establish the way in which the internal contribution of the project-sponsoring institution will be made. The program envisages funding about 230 projects during its four years of execution, amounting to an investment of US\$23 million.
- 2.35 For program preparation, funding was provided for an Immediate Action Plan (IAP) (see paragraph 1.16), the execution of which made it possible to verify important points that were later used at the program design stage. These included:

(i) the existence of significant demand among communities for this type of project; (ii) the existence of civil society organizations (CSOs) with capacity to design and execute projects in accordance with the new institutional framework; and (iii) the fact that the private sector is prepared to contribute complementary funding for such projects. This suggests that, once funding from the program has finished, the sustainability of the operation is not likely to be at risk.

- 2.36 To be eligible to participate in program funding, projects will have to satisfy the following criteria: (i) the project must be presented by a social or community organization, either public or private, that is accredited before the corresponding Rights Council; (ii) the project must comply with LOPNA principles and provisions; (iii) the project's scope of action should be located in the eligible states and municipios; (iv) the existence of unsatisfied demand should be demonstrated; (v) local funding, apart from program financing, should cover at least 10% of the total cost of the project; and (vi) the project should be sustainable after funding from the program has ended.

**Table II-1**

<b>I. Care Projects</b>		
<b>Line of investment</b>	<b>Objective</b>	<b>Actions eligible for financing</b>
<b>1. Outpatient drug addiction detoxification</b>	Provide diagnosis and outpatient therapies for detoxification from alcoholic, narcotic and psychotropic substances.	<ul style="list-style-type: none"> <li>Professional fees for the basic team providing medical and psychotherapeutic care for up to one year.</li> <li>Activities to support personal development and growth prescribed by specialized professionals.</li> <li>Educational and formative activities to promote reintegration and family strengthening.</li> <li>Support material.</li> <li>Provision of basic furniture.</li> <li>Refurbishment of infrastructure.</li> </ul>
<b>2. Comprehensive assistance for people subject to administrative measures and legal sanctions (care providers)</b>	Provide comprehensive assistance for people that have been subject to administrative measures and sanctions, guaranteeing their rights until they can rejoin their family group/or a substitute family group. Beneficiaries can only remain until they turn 18.	<ul style="list-style-type: none"> <li>Professional fees for the basic team providing psycho-social care for up to one year.</li> <li>Activities to support personal development and growth prescribed by specialized professionals.</li> <li>Educational and formative activities to promote reintegration and family strengthening.</li> <li>Support material.</li> <li>Training equipment.</li> <li>Provision of basic furniture.</li> <li>Refurbishment of infrastructure.</li> </ul>
<b>3. Comprehensive assistance for people subject to temporary and emergency measures: shelters</b>	Provide comprehensive assistance for people who are subject to provisional and emergency protection measures, and guarantee their rights. Beneficiaries may stay for up to 30 days, after which the Protection Tribunal must rule on the measures to be taken.	<ul style="list-style-type: none"> <li>Professional fees for the basic team providing psycho-social care for up to one year.</li> <li>Activities to support personal development and growth prescribed by specialized professionals.</li> <li>Activities to promote the restoration of family ties and social rehabilitation</li> <li>Support material.</li> <li>Provision of basic furniture.</li> <li>Refurbishment of infrastructure.</li> </ul>
<b>II. PREVENTION PROJECTS</b>		
<b>4. Support for community participation</b>	Strengthen community participation in safeguarding the rights and duties of children and adolescents.	<ul style="list-style-type: none"> <li>Professional fees for the basic team for up to one year.</li> <li>Activities to promote community and family participation in the construction of networks for prevention of rights violations.</li> <li>Support material.</li> <li>Provision of basic furniture.</li> <li>Refurbishment of infrastructure.</li> </ul>
<b>5. Support for the development of family structures</b>	Promote the restoration and strengthening of family ties and the return of children and adolescents to their original family or a substitute family.	<ul style="list-style-type: none"> <li>Professional fees for the basic team for up to one year.</li> <li>Activities to promote capacity for family socialization, protection and development.</li> <li>Support material.</li> <li>Refurbishment of infrastructure.</li> </ul>
<b>6. Educational activities for the prevention of rights violations</b>	Promote educational and formative activities, prevention of teenage pregnancy, drug consumption, exploitation of children for sexual purposes, child abuse and exploitation for labor purposes.	<ul style="list-style-type: none"> <li>Professional fees for the basic team for up to one year.</li> <li>Educational activities for the prevention of rights violations.</li> <li>Support material.</li> <li>Provision of basic furniture.</li> <li>Refurbishment of infrastructure.</li> </ul>

### **3. Program monitoring and evaluation (US\$2 million)**

- 2.37 The aim of this component is to design and implement a permanent monitoring and evaluation system to identify and correct problems in timely fashion, as they arise during program execution. Funding will be provided to hire an independent consulting firm with proven experience in evaluations and performance audits, particularly in the social sector, to carry out this task. This will also involve developing performance indicators to verify the achievements, results and potential of the activities being executed.
- 2.38 The consulting firm will file bimonthly reports with a consolidation of twice-yearly results, and a final report at the end of the consultancy contract. All reports will be sent to the program coordinating unit (PCU) with a copy to the Bank.
- 2.39 In order to institutionalize the monitoring and evaluation system, the consulting firm will design and help implement a system monitoring and evaluation unit within the CND, as established in the LOPNA.<sup>8</sup> The firm will also provide training to professional staff in this unit, who will be responsible for continuing with permanent monitoring and evaluation after the consultancy contract ends. The terms of reference for hiring the consulting firm can be found in the program's technical file.
- 2.40 A series of indicators have been defined for the logical framework (Annex II-2) to make it possible to monitor and evaluate the program's impact. These include: (i) the number of children and adolescents subject to rights violations by the end of the program, (ii) the number of NGOs and municipalities with projects approved by the program that have adapted their services to the LOPNA; (iii) the annual increase in cases dealt with by the advocacy agencies; (iv) the number of participating states and municipios that are SPNA-operational by the end of program execution; (v) the number of CND staff trained in the monitoring and evaluation system; (vi) the number of SPNA staff familiar with the LOPNA; and (vii) the number of families that have changed their child-raising practices.

#### **D. Scale of the program**

- 2.41 The government has undertaken to implement the Child and Adolescent Protection System (SPNA) throughout the country, as a way of addressing childhood and adolescent issues. Nonetheless, this requires institutional and financial capacities that call for a gradual SPNA implementation strategy. The Bank's participation through the program will be particularly important in supporting the country at the start of this implementation process. In particular, the program has sought to achieve a balance between assisting in the establishment of a new institutional framework and financing projects that will be carried out through it.

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<sup>8</sup> Article 137 (g).

- 2.42 Three aspects have been taken into consideration in defining the scale of the program: (i) the demand by local governments to implement the institutional framework set forth in the SPNA; (ii) current and future institutional capacity in states and municipios, taking account of the institutional strengthening to be provided by the program over the next four years; and (iii) the costs associated with program activities to be carried out in a decentralized way.
- 2.43 Considering that the LOPNA only been in force for six months, the fact that the National Rights Council and the local Rights Councils have been set up and put into operation in 11 of the country's 24 states<sup>9</sup> confirms the priority given by the authorities to this sector. It also underscores the authorities' conviction that they will be able to take significant steps to guarantee the rights of children and adolescents through the new institutional framework. The communication and social marketing activities are expected to expand and consolidate demand and encourage greater participation by local governments, civil society and families.
- 2.44 The states and municipios most likely to participate in the program are those which, apart from having set up their Rights Councils and put them into operation, have the institutional capacity to assume program commitments, as well as having the largest population living in extreme poverty (see chapter III, section C). In view of the concentration of extreme poverty in the large cities,<sup>10</sup> the **states** with the largest human and financial resources are also those with the largest poor populations.<sup>11</sup> Based on this information, together with the results of a number of consultancies carried out during the program preparation phase, and in view of the institutional capacity strengthening to be provided nationally and locally, the program is expected to cover 14 states, of which three would participate in the first year. For the purpose of choosing the **municipios** to be covered in the selected states, municipios have been divided into four segments based on population size, with one to be chosen from each segment. This aims to avoid concentrating program actions in the largest municipios. Within each segment, priority will be given to the municipio with execution capacity and the largest population living in extreme poverty. Thus, the program will include four municipios for each of the 14 states selected, i.e. 56 of the country's 333 municipios; 12 municipios are expected to be covered in the three selected states during the program's first year.
- 2.45 The sizing took account of the higher costs of decentralized execution of the institutional strengthening subcomponent and the component for financing care and prevention projects in the estimated geographical base of the program: 14 states and 56 municipios.

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<sup>9</sup> Rights Councils have been set up in the following states: Aragua, Carabobo, Cojedes, Falcon, Lara, Miranda, Nueva Esparta, Portuguesa, Trujillo and Zulia, as well as in the Libertador Federal District.

<sup>10</sup> OCEI – Total population living in poverty or extreme poverty.

<sup>11</sup> The states with the largest number of people living in extreme poverty are Zulia, Lara and Miranda.

- 2.46 As regards the scale of the component aimed at financing care and prevention projects, this constitutes the main incentive for consolidating the institutional framework in the 14 states and 56 municipios expected to participate in the program. Given the amount budgeted, 230 projects are expected to be executed over a four-year period. This means funding approximately three projects per state, and three per municipio, which is a modest number considering the results of pilot experiences funded by the Immediate Action Plan (see paragraph 1.16).

## E. Cost and financing

- 2.47 The total cost of the program will be US\$50 million. Its distribution by components and financing sources is shown in the following table:

**Table II-2**  
**COSTS OF THE PROGRAM**  
(Thousands of U.S. dollars)

CATEGORIES		IDB	LOCAL	TOTAL	%
<b>1</b>	<b>ADMINISTRATION</b>	<b>200</b>	<b>4,250</b>	<b>4,450</b>	<b>9</b>
1.1	Coordinating unit	0	3,350	3,350	
1.2	FONVIS Administration	0	900	900	
1.3	Final evaluation	200	0	200	
<b>2</b>	<b>DIRECT COSTS</b>	<b>29,452</b>	<b>10,092</b>	<b>39,544</b>	<b>79</b>
2.1	SPNA Implementation	9,052	5,492	14,544	29
2.1.1	Institutional strengthening	4,836	3,224	8,060	
2.1.2	Information system	2,278	976	3,254	
2.1.3	Communication, social marketing and participation	1,938	1,292	3,230	
2.2	Project financing	18,400	4,600	23,000	46
2.3	Monitoring and evaluation	2,000	0	2,000	4
<b>3</b>	<b>SUBTOTAL</b>	<b>29,652</b>	<b>14,342</b>	<b>43,994</b>	<b>88</b>
<b>4</b>	<b>UNALLOCATED</b>	<b>48</b>	<b>1,983</b>	<b>2,031</b>	<b>4</b>
<b>5</b>	<b>FINANCIAL COSTS</b>	<b>300</b>	<b>3,675</b>	<b>3,975</b>	<b>8</b>
5.1	Interest	0	3,300	3,300	
5.2	Credit fee	0	375	375	
5.3	Inspection and supervision	300		300	
<b>TOTAL</b>		<b>30,000</b>	<b>20,000</b>	<b>50,000</b>	<b>100</b>

- 2.48 The Bank loan will amount to US\$30 million and will be funded in dollars from the Single Currency Facility of the Ordinary Capital. The allocation for each component may be reviewed annually and adapted to the necessities and progress of the program in its different areas. The local contribution will finance part of the direct costs of the program and nearly all its management and financial costs.

2.49 Bank financing will be subject to the following terms and conditions:

**Table II-3**

	<b>OC/Single Currency Facility</b>
Amortization period	25 years
Disbursement period	4 years
Interest rate	Variable
Inspection and supervision	1% on the amount of the loan
Credit fee	0.75% per year on undisbursed balances
Currency	United States dollar



### **III. PROGRAM EXECUTION**

#### **A. Borrower and executing agency**

- 3.1 The borrower will be the Republic of Venezuela. Responsibility for executing the program will rest with the Ministry of Health and Social Development, acting through a Program Coordinating Unit (PCU) to be set up for this purpose, which will report directly to the Office of the Under Secretary for Social Development.
- 3.2 The agencies that will participate directly in executing the program are: the Office of the Under Secretary for Social Development, the PCU, the National Rights Council, the State and Municipal Rights Councils, state governments, municipalities and the Venezuelan Social Investment Fund.

#### **B. Main institutions participating in program execution**

##### **1. The Office of the Under Secretary for Social Development**

- 3.3 The agency responsible for program execution will be the Office of the Under Secretary for Social Development; its main function will be to direct and supervise the PCU. The Office of the Under Secretary will also be responsible for obtaining approval for the program budget, as well as maintaining and coordinating relations with the other institutions expected to participate in program execution.
- 3.4 The Under Secretary for Social Development will be responsible for signing coexecution agreements with regional governments and municipalities participating in the program, establishing the obligations and responsibilities of the parties, and submitting the program's annual operating plan, prepared by the PCU, to the National Rights Council.

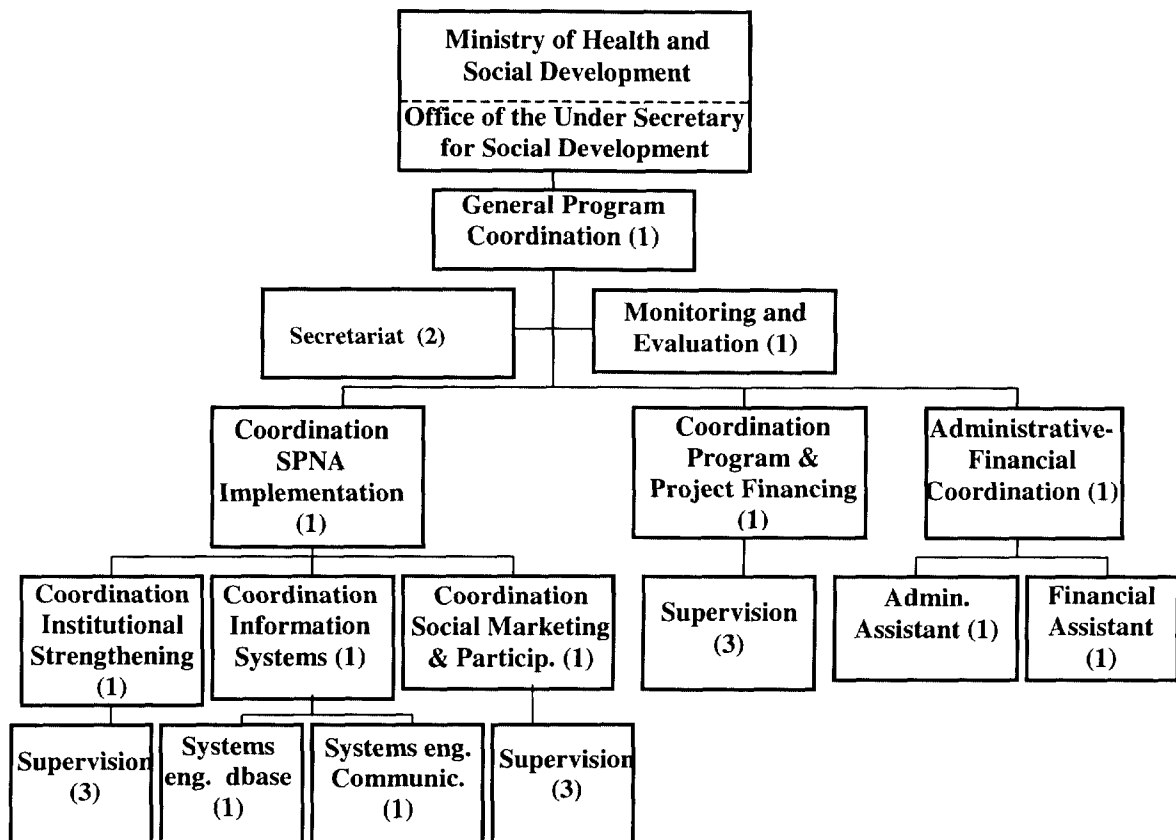
##### **2. Program Coordinating Unit (PCU)**

- 3.5 The main functions of the PCU will be as follows: (i) to organize execution of program components; (ii) to agree on the annual program operating plan with the participating states and municipios; (iii) to comply with the conditions set out in the loan agreement, loan proposal and other technical documents agreed on with the Bank for program execution; (iv) to draft the budget and ensure timely availability of funds; (v) to present disbursement requests to the Bank, together with the corresponding justifications for expenses and investments, consolidating the financial information provided by the coexecuting agencies; (vi) to maintain appropriate accounting and financial records for the program; and (vii) to submit audited annual financial statements for the program.
- 3.6 The PCU has been designed taking account of the program execution strategy which, as indicated, will be highly decentralized. Its role will essentially be to support, supervise and evaluate the actions taken by the states and municipios. The

PCU will have 24 members, of which 20 will be professionals and four will be support staff. Figure III-1 shows the PCU organizational structure.

**Figure III-1**

**PROGRAM COORDINATING UNIT ORGANIZATIONAL STRUCTURE**



- 3.7 In order to achieve and maintain the professional and managerial quality required by the program, the managerial and professional staff of the PCU will need to have qualifications to match the functions they will be carrying out. The terms of reference for hiring PCU staff can be found in the program's technical file.
- 3.8 Managerial and professional staff appointments, together with honoraria levels, will require the Bank's nonobjection. Changes to the organizational structure or to functions will be made only with the Bank's agreement. The creation of the PCU, together with the appointment of both general coordinator and component coordinators, will be a condition precedent to the first disbursement.

**3. National Rights Council (CND)**

- 3.9 The CND is responsible for: (i) formulating policy, national plans and general guidelines for the SPNA, which will be adhered to by the State and Municipal

Rights Councils; and (ii) analyzing and issuing an opinion on the program's annual operating plans and on the corresponding periodic progress reports.

#### **4. State and Municipal Rights Councils, State Governments and Municipalities**

- 3.10 The State Rights Councils (CEDs) and the participating state governments will be responsible for: (i) identifying priority activities within their jurisdictions, in conjunction with the PCU; (ii) formulating annual operating plans for their state; (iii) signing coexecution agreements with the Office of the Under Secretary for Social Development for the activities to be financed by the program.
- 3.11 The CEDs will be the program's technical counterpart at the state level. They will promote, identify and supervise SPNA implementation activities, care and prevention projects, and program monitoring and supervision. Regional governments will support the CEDs in the administrative and logistical tasks required to carry out their brief. They will also be responsible for contracting the goods and services envisaged in the program.
- 3.12 The CEDs and state governments, as coexecuting agencies, will also be responsible for: (i) periodically sending to the PCU the financial information needed for consolidation at the program level; and (ii) setting up and maintaining an appropriate accounting record and filing system for the documentation justifying the program's eligible expenses and investments. Such documentation will be available for review by Bank staff, and by the program's external auditors.
- 3.13 The Municipal Rights Councils (CMDs) and the mayors will perform the same tasks as the CEDs and the governors in their respective jurisdictions.

#### **5. The Venezuelan Social Investment Fund (FONVIS)**

- 3.14 In Venezuela, executing units do not have autonomy for handling the proceeds of external borrowing operations in social programs; FONVIS carries out this function. This institution has been used in previous Bank programs such as youth labor training (805/OC-VE), primary education modernization and strengthening (779/OC-VE), and the social investment program (PROINSOL 658/OC-VE), among others.
- 3.15 In this program, FONVIS will be responsible for channeling the resources previously assigned by the Office of the Under Secretary for Social Development. Thus, FONVIS will not make resource allocation decisions, but will only make payments on orders issued, maintaining separate and specific financial accounts for program transactions. FONVIS may also organize bidding processes for goods and services, as delegated by state governments, municipalities and the PCU. For all the above, the Office of the Under Secretary for Social Development will sign an agreement with FONVIS, establishing the conditions for delegated management of

the proceeds of local and external funding. Signing this agreement will be a condition precedent to the first disbursement.

**C. Mechanisms for selecting states and municipios to participate in the program**

- 3.16 Implementation of the Child and Adolescent Protection System (SPNA) in Venezuela's 24 states and 333 municipios will be a gradual process, supported by the program. States and municipios will only be able to join the process to the extent that their capacities and resources allow them to set up the new institutional framework within their jurisdictions.
- 3.17 In view of this, during its first year, the program will concentrate on just three states, increasing the number in subsequent years in accordance with the experience gained, until 14 states are covered. The following criteria have been defined for selecting the three states that will participate in the first year: (i) the state has established a State Rights Council; (ii) at least 10% of municipios in its jurisdiction have created Municipal Rights Councils (CMDs); and (iii) the state has staff and resources available to execute the actions specified in the coexecution agreement to be signed with the Office of the Under Secretary for Social Development. Of all the states satisfying these criteria, the three with the largest populations in extreme poverty will be chosen. A deadline will be given for meeting these conditions, to give states time to promote the establishment of the CMDs in their municipios. A condition precedent to the first disbursement will be the signature of a letter of commitment for the start of activities with each of the three states, to be signed by the governor, the Under Secretary for Social Development, and the PCU. The letter of commitment will include a cost estimate, sources of financing, and a list of activities and timeframes for execution.
- 3.18 The program will finance activities in municipios in the jurisdiction of states declared eligible. For purposes of the program, municipios are grouped into four population categories: (i) under 50,000 inhabitants; (ii) between 50,000 and 100,000; (iii) between 100,000 and 250,000; and (iv) over 250,000 inhabitants.<sup>12</sup> In order to avoid concentration of investment in the large cities, one municipio will be chosen from each of these categories in each eligible state.<sup>13</sup>
- 3.19 The criteria for choosing eligible municipios will be that the municipio has: (i) established its CMD, and (ii) staff and resources available to carry out the actions to be specified in the coexecution agreement to be signed with the Office of the Under Secretary for Social Development. Of all municipios fulfilling these

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<sup>12</sup> The division of municipios into four population categories was based on the study *Formulación de Tipología Municipal* (1997) carried out by the consulting firm Centro de Investigaciones Económicas y Sociales. The study has since been updated, and the consultants concerned formed part of the program preparation team.

<sup>13</sup> Where a state does not have municipios in all categories, four are chosen anyway—one from each existing category—and the remaining spots to be selected from municipios with the largest number of families living in extreme poverty.

conditions, the one with the largest population in extreme poverty will be chosen for each category.

- 3.20 Program resources will be distributed on the basis of a ceiling for each participating regional area. The ceiling will be calculated based on an equitable distribution among the 14 states expected to participate in the program and the population in extreme poverty living in each of them. The maximum amount assigned to each state will make it possible to finance the various planned activities, while avoiding a concentration of resources in the larger regions, which will participate in the program from the beginning. The detailed methodology is included as an appendix to the program Operating Regulations.
- 3.21 Five states and 20 municipios are expected to be added in year two, and six states and 24 municipios in year three. Both the states and the municipios will be selected on the basis of the aforementioned criteria.

**D. General execution plan**

- 3.22 In the **first year**, the program envisages starting activities nationally and preparing startup tasks for activities in the first three states and 12 participating municipios.
- 3.23 At the national level, the program will initiate actions in the communication, social marketing and participation subcomponent, in particular informing about and disseminating the Child and Adolescent Protection System (SPNA) contained in the LOPNA, consolidating the functioning of State and Municipal Rights Councils and encouraging Protection Councils to be set up.
- 3.24 Resources from the institutional strengthening subcomponent are expected to be used to contract and execute a study evaluating the efficiency of the main childhood and adolescence programs and projects currently under execution nationally (see paragraphs 2.8 and 2.9). The information systems subcomponent will involve actions connected with designing the statistical information module on the situation of childhood and adolescence, to be added on to the current OCEI Household Sample Survey, together with detailed specification of information technology requirements (see paragraphs 2.16 and 2.19).
- 3.25 At the state and municipal level, by the end of 2000 participating local governments will be selected, based on the eligibility criteria set out in the previous section. The Office of the Under Secretary for Social Development has been working on selecting and hiring a consulting firm to draft, in the first two months of the year, organizational structure guidelines, along with minimum equipment and staffing requirements, which, depending on their size and capacities, the three states and 12 municipios chosen for the first year will need to contribute. The corresponding contracting process will be financed with resources from the civil society initiatives support program (PAIS 1045/OC-VE).

- 3.26 On the basis of this study, coexecution agreements will be reached between the program, represented by the PCU and the CND, and the Rights Councils, state governments and municipalities of the three states and 12 participating municipios. These agreements, which are expected to be in force by the end of the first quarter 2001, will define the activities to be financed with program resources and the commitments acquired by state and municipal bodies. The PCU will consolidate this information with the activities it will be carrying out that have a national scope.
- 3.27 As from the **second year**, the PCU will draft the plan setting out the different activities and corresponding timetable, which, by nature, will be centrally executed. As regards states and municipios joining the program, the first step will be to identify their priority activities. Based on these activities and the institutional capacity of the state or municipio concerned, an annual operating plan (AOP) will be prepared for each one, and these will be used to draw up the respective coexecution agreements. Finally, the PCU will consolidate the state and municipal AOPs with national activities, to draw up the AOP for the program as a whole.
- 3.28 To support technical, administrative and operational management of the CEDs and the CMDs, and particularly to advise on the progress of program components, a consulting firm will be hired for each state for a one-year period.
- 3.29 Given the innovative nature of the program, an independent firm will be hired to carry out ongoing monitoring and evaluation of program actions and to propose appropriate adjustments.

**E. Execution of components**

**1. SPNA implementation**

- 3.30 The training and technical assistance consulting services for agencies at the central level will be contracted by the PCU. Those that have to be carried out in states and municipios will be chosen by the corresponding State and Municipal Rights Councils, supported by state governments and municipalities, with the latter having responsibility for contracting. The studies envisaged will be conducted by consulting firms, and the process will be managed by the PCU, given the national scope of the studies. Purchases of reproduction, video and audio equipment and furniture will be made centrally by the PCU.
- 3.31 The information systems subcomponent involves hiring individual consultants to analyze information technology requirements and draft bidding documents and conditions for building the system. A consulting firm will also be hired to design, develop and implement the integrated information system. The contracting of consulting firms and procurement of computer equipment will be carried out centrally by the PCU, so as to form a single system applicable to all the agencies. Training will be contracted centrally for technical staff in charge of managing the national system, and in a decentralized way for users and staff responsible for entering information at the state and municipal levels.

- 3.32 The subcomponent on communication, social marketing and participation will be executed by consultants or communication firms specialized in materials design and production. Materials design and production activities will be contracted out by the PCU. States and municipios will use firms selected and hired locally for courses and workshops.

## **2. Projects**

- 3.33 Projects will address the priorities established in the coexecution agreements between the PCU, the Rights Council and the state government or municipality, as appropriate, and be part of the state or municipal AOP.
- 3.34 Projects may be designed and executed by social or community organizations accredited in the corresponding Rights Council. Such projects, depending on their geographic scope, will be submitted to the respective Rights Council for evaluation and approval. Once approved, a contract will be signed between the Rights Council, the state government or municipality, and the executing social organization.
- 3.35 Once project execution has begun, the state governments and municipalities will issue payment orders to the executing agencies. These will be sent to FONVIS for direct payment.

## **3. Program monitoring and evaluation**

- 3.36 Apart from the monitoring carried out by the Bank and the PCU, an independent firm will be hired for ongoing monitoring and evaluation of the program's work and progress.
- 3.37 Initiating the process of hiring the consulting firm, with publication of the call to tender, will be a condition precedent to the first disbursement. Hiring will be completed prior to commitment of 10% of the financing. The monitoring reports and recommendations arising from the evaluation will be reviewed by the PCU and the Bank in periodic monitoring meetings.

## **F. Financial administration of the resources**

- 3.38 All resources for program execution—both the external contribution and the local counterpart funding— will be assigned in the National Budget Law, based on the annual operating plan presented by the Office of the Under Secretary for Social Development. The funds required for the first year have been included in the 2001 budget legislation.
- 3.39 In order to administer the proceeds of the loan from the Bank, the PCU will make arrangements with the Finance Ministry, by instruction of the Ministry of Health and Social Development, to open "special accounts" in local and foreign currency at the Central Bank of Venezuela. Opening such accounts will be a condition precedent to the first disbursement.

- 3.40 The agreement to be signed between the Office of the Under Secretary for Social Development and FONVIS requires the latter to initiate a bidding process to set up a trust fund in a financially sound bank.
- 3.41 Payments for consulting services and goods procurement will be made by FONVIS, as requested by the PCU or by the states and municipios, in accordance with a quarterly timetable for resource use to be prepared by the PCU.

#### **G. Operating Regulations**

- 3.42 Program execution will be governed by Operating Regulations, containing the rules, procedures and regulations needed to execute each of the program's components, as well as the functions and obligations of the executing agency and the coexecuting agencies. These regulations consist of a main body, followed by appendices setting out procedures, eligibility criteria, financing conditions, specific execution mechanisms for each activity, sustainability conditions, and monitoring and evaluation procedures, among other things. The most relevant aspects refer to the state and municipal eligibility criteria, resource allocation procedures by state and municipio, types of projects eligible for financing, payment procedures, characteristics of the coexecution agreements at the state and municipal level, among other things. The proposed Operating Regulations are to be found in the program's technical file. Putting them into effect will be a condition precedent to the first disbursement.

#### **H. Contracting procedures**

- 3.43 Procurement of goods in connection with the program, financed totally or partially with the loan proceeds, will require international competitive bidding (ICB) whenever the value of a purchase exceeds US\$350,000 equivalent. Bidding procedures are set out in Annex B to the loan agreement. Procurement of goods wholly financed with local counterpart funding will be subject to national legislation. The program does not involve civil works.
- 3.44 The hiring of consulting services will be carried out in accordance with Bank procedures, set out in Annex C to the loan agreement.
- 3.45 Annex III-1 contains the procurement calendar for goods and services to be purchased using program resources.

#### **I. Execution period and disbursement timetable**

- 3.46 The program will be executed and disbursed over a four-year period. The timeframe for committing financial resources will be three and a half years from the date on which the loan contract comes into force. The table below sets out the disbursement timetable, excluding unallocated amounts and financial costs.



**Table III-1**  
(Millions of U.S. dollars)

	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Total</b>
<b>Bank</b>	4.4	8.9	10.4	5.9	29.6
<b>Local</b>	2.1	4.3	5.0	2.9	14.3
<b>Total</b>	6.5	13.2	15.4	8.8	43.9
<b>Percentages</b>	15%	30%	35%	20%	100%

**J. Recognition of expenses**

- 3.47 Expenses incurred prior to the date of approval of the loan by the Bank's Board of Executive Directors may be recognized for the procurement of goods and services envisaged in the program, up to US\$500,000 equivalent to be reimbursed with resources from the national counterpart funding. Such expenses must have been incurred under procedures that are substantially analogous to those established by the Bank, and must have been made during a period of no more than 18 months prior to the date of approval of the operation by the Board.

**K. External audit**

- 3.48 The financial statements of the program and those of the PCU will be audited by a firm of independent auditors acceptable to the Bank. Such statements must be presented within 120 days following the end of the government's fiscal year (December 31) throughout program execution, beginning with the audit corresponding to calendar year 2001, in accordance with terms of reference acceptable to the Bank.

**L. Monitoring, evaluations and progress reports**

**1. Monitoring meetings and evaluation**

- 3.49 The PCU and the Bank will hold monitoring meetings to review the functioning of the program from institutional and operational points of view. Two meetings will be held in the first year, and one in each of the second, third and fourth years, on dates to be agreed on by the Bank and the PCU. These meetings will review progress in implementing the LOPNA, the role of the new institutional framework, the councils, state governments and municipalities, the decentralized execution scheme, and the project's menu of options. Depending on the results of the review, steps will be taken to ensure the program's satisfactory progress.

**2. Final evaluation**

- 3.50 When all program resources are committed, an independent firm will be hired to make a final evaluation of the program. The purpose of this evaluation will be to measure the overall impact of the program and that of the different activities financed by it. In particular, it will measure the effectiveness of the transfer of

knowledge and methodologies from the different consulting support services provided for in the program.

- 3.51 In order to make this evaluation, the terms of reference for the component on concurrent monitoring and evaluation will include obtaining periodic performance and impact indicators set out in the baseline, as well as other data required for final program evaluation.
- 3.52 The results of this evaluation will be very useful for continuing implementation of the Child and Adolescent Protection System, once the program has ended.

### **3. Progress reports**

- 3.53 During program execution, the PCU will present semiannual progress reports to the Bank, giving suitable detail of the actions initiated by the program and procedures applied in using the funding proceeds, as well as reports and recommendations presented by the independent firm hired for ongoing program monitoring and evaluation.

### **M. Ex post program evaluation**

- 3.54 No ex post program evaluation is contemplated. However, the information gathered during the annual monitoring meetings, as well as in the final evaluation and the ongoing evaluation, will include indicators and parameters that will make an ex post evaluation possible should the Bank decide to perform one.

## **IV. VIABILITY AND RISKS**

### **A. Viability**

- 4.1 Prior to entry into force of the LOPNA, there was no legal or institutional framework for planning, regulating and evaluating early childhood and adolescence care and protection programs—either public or private. Responses to the major issues involved were consequently weak and almost nonexistent in many parts of the country. This situation motivated far-reaching reform on the issue, which resulted in the LOPNA.
- 4.2 This program stems from the interest shown by the authorities at different levels of government in putting this new system into practice. Thus, since 1 April 2000 when the LOPNA took effect, the CND has been operating, Rights Councils have been implemented in 10 states, and three additional ones are expected to be operating by the end of the year. This new institutional framework needs support in carrying out its tasks. Apart from this, a set of care and protection initiatives and projects have been developed in civil society in response to the new institutional setup.
- 4.3 The proposed methodology and design of the program were validated in workshops and seminars, with participation from various public and private bodies working in the early childhood and adolescence field, and also attended by national and international experts.
- 4.4 Over the last few years, Venezuela has consistently allocated approximately US\$600 million annually to various programs for children and adolescents (see paragraph 1.14). In addition, the sense of priority expressed by the authorities in the sector and the rapid response in establishing the new institutional framework provided for in the LOPNA demonstrate the financial viability of the operation with regard to the availability of resources for the program's local counterpart (see paragraph 3.46) and for associated costs. Moreover, as a result of the program, the country will use the resources it allocates to the childhood and adolescence sector more efficiently. Accordingly, no problems are anticipated in terms of the country assuming the program costs once the Bank's financing is finished, inasmuch as they account for less than 1% of the sector's current budget.
- 4.5 Strong community participation is expected as a consequence of the new decentralized mechanisms that the program will support for distributing resources among state, municipal and civil society entities. This should generate social pressure to maintain the continuity of investments in care and protection programs.

**B. Analysis of beneficiaries**

- 4.6 The proposed program qualifies as social-equity enhancing project, as described in the indicative targets mandated by the Bank's Eighth Replenishment. It also targets low-income sectors. The program specifies performance indicators to measure poverty reduction and social equity enhancement (see Annex II-2).
- 4.7 The program automatically qualifies as a poverty-targeted investment (PTI), by supporting the childhood and adolescence sector. It also prioritizes states with the highest incidence of extreme poverty in the country.

**C. Environmental analysis**

- 4.8 The program essentially supports administrative and legal reform actions and so is unlikely to have environmental impacts. Physical refurbishment work is generally minimal and will include the necessary elements to avert or mitigate potential environmental impacts.

**D. Benefits**

- 4.9 The LOPNA, implementation of which is supported by the program, not only addresses respect for child and adolescent rights, but creates organizations and instruments for such rights to be effectively exercised with direct participation from communities and families.
- 4.10 The program's activities are expected to increase capacities, at the three levels of government, for identifying priorities, planning and using more efficiently the resources currently channeled to childhood and adolescence issues.
- 4.11 Improved life prospects for children and adolescents will mean that, as adults, they will have better opportunities in the labor market and be less likely to come into conflict with the law, enabling them to integrate more fully into the daily life of society at large. Moreover, improving the quality of life for children and adolescents, and respect for their rights, will yield future savings for society.
- 4.12 The direct participation of local governments and the community in identifying and executing these actions is a powerful motivating force, making it possible to achieve a highly positive social result, while generating a degree of program ownership for the relevant actors in the process.
- 4.13 Execution of approximately 230 projects will make it possible to build capacities for tackling or preventing violations of the rights of children and adolescents, especially those from poor families. In addition, the cofinancing of projects at the local level with participation by the respective authorities, and in some cases private-sector bodies as well, should generate a stronger commitment to maintain them once the program has ended.

**E. Risks**

- 4.14 Inasmuch as there has been no prior experience with operations to implement a legal framework for childhood and adolescence, a key aspect and risk factor for program execution is coordination both among institutions and within the different levels of government. The effective scheduling of program activities in coordination with the Rights Councils, state governments and municipalities, the mechanisms for execution called for under each component, and, in particular, the ongoing monitoring and evaluation of the program will reduce this risk.
- 4.15 SPNA implementation will require considerable institutional capacity. To reduce risk, the program will build a critical human resource mass at the different levels of government, through training, technical assistance and support services in the supervision and monitoring areas.

**LOGICAL FRAMEWORK**  
**EARLY CHILDHOOD AND ADOLESCENCE SUPPORT PROGRAM**

ive summary	Performance indicators	Means of verification	Important assumption
ne number of young adolescents subject tions	1. The number of young children and adolescents whose rights have been violated in beneficiary municipios at the end of the program is lower than the number registered in the first year of execution.	1.1.1 Diagnostic report on the situation of childhood and adolescence at the central, state and municipal level. OCEI, annual diagnostic reports for each state and municipio. Final program monitoring and evaluation report	<b>Sustainability</b> <ul style="list-style-type: none"> <li>SPNA remains a priority programming and investment after conclusion of program</li> <li>Communities participate in national protection system</li> </ul>
mented in accordance	1.1 100% of NGOs and municipalities with projects approved by the program have brought their services in line with LOPNA principles by the fourth year of execution. 1.2 Resources allocated for the protection of children and adolescents in participating states and municipios adapted to LOPNA priorities. 1.3 At least 20% per year increase in cases dealt with by advocacy agencies in municipios targeted by the program, between program start and end of the fourth year of execution.	1.1.1 Program monitoring and evaluation reports. 1.2.1 Annual budgets of Rights Councils presented to the program. 1.3.1 Registry of cases dealt with in the advocacy agencies and Municipal Protection Councils. Annual and final program monitoring and evaluation reports.	<b>Purpose to Goal</b>
l Adolescent n System publicized ut the country and ted in selected	1.1 Organizational structure, functions, responsibilities, procedures, mechanism and operating regulations of National Protection Fund drafted and implemented by end of second year of program execution. 1.2 State and Municipal Rights Councils and Protection Funds in participating states and municipios have organizational structure,	1.1.1 Organizational and administrative manuals and regulations of the National Protection Fund drafted and implemented. 1.1.2 Annual program monitoring and evaluation report. 1.2.1 Organizational and administrative manuals and regulations of the CEDs and CMDs and protection	<b>Components to Purpose</b> <ul style="list-style-type: none"> <li>CND exercises its SPNA function at national level, coordinating actions of C CMDs.</li> <li>State and Municipal Rights Councils meet periodically and take action on the basis of information</li> </ul>

Executive summary	Performance indicators	Means of verification	Important assumptions
	functions, responsibilities, internal procedures and regulations designed, implemented and operating by the end of the fourth year of program execution.	1.2.2 funds implemented. Annual and final program monitoring report.	by diagnostic studies and evaluation reports.
	1.3 Physical-financial planning system implemented and operating efficiently by the end of execution in CND, CEDs and CMDs.	1.3.1 Annual operating plans and annual budgets of CND, CEDs and CMDs.	<ul style="list-style-type: none"> <li>70% of trained staff remain in the protection system at central and municipal levels for at least 5 years.</li> </ul>
	1.4 Participating states and municipios have SPNA operating by the end of the program.	1.4.1 Final program evaluation report	<ul style="list-style-type: none"> <li>At least 14 state governors and municipal mayors make L implementation a priority in their administrations.</li> </ul>
	1.5 Study evaluating child and adolescent rights violation service and prevention programs at national level concluded by the end of the second year of execution.	1.5.1 Study document on evaluation of programs at national level, approved. Annual monitoring report.	
	1.6 14 state studies on the situation of childhood and adolescence, registration of agencies, evaluation of programs and projects carried out at the state and municipal level, concluded by the end of the program.	1.6.1 Annual statistics on the situation of childhood and adolescence, on programs and projects in participating states and municipios. Annual program monitoring report.	
	1.7 National study of protection programs and services for ethnic communities at the national level, designed and agreed on with the CND in the second year of program execution.	1.7.1 Study report approved.	
	1.8 70 state and municipal policy and planning documents for the protection of childhood and adolescence formulated, approved and executed by the end of program execution.	1.8.1 Policy documents and plans for the protection of childhood and adolescence at the state and municipals levels published annually.	
	1.9 400 officials from state governments and municipalities trained in programming and budget by the end of the program.	1.9.1 Training records and annual report approved by the PCU.	

ive summary	Performance indicators	Means of verification	Important assumptions
	1.10 3,050 people at state and municipal level working in care and prevention programs aimed at the target population, trained in family strengthening courses by the end of the fourth year of the program.	1.10.1 Training records and annual evaluation report approved by the PCU.	
	1.11 3,050 people at state and municipal level trained in the logical framework by the end of the fourth year of the program.	1.11.1 Training records and annual evaluation report approved by the PCU.	
	1.12 400 people at national, state and municipal level trained in project formulation and evaluation by the end of the program.	1.12.1 Training records and annual evaluation report approved by the PCU.	
	1.13 70% of officials from participating state governments and municipalities formulating projects using methodology established in project formulation courses carried out in the program.	1.13.1 Annual program monitoring and evaluation reports.	
	1.14 100% of staff in charge of state and municipal budgets programming and executing the budget in accordance with standards, techniques and tools provided in the programming and budget course carried out by the program.	1.14.1 Annual program monitoring and evaluation reports.	
	1.15 At the end of execution, 100% of participating states and municipios have online access to up-to-date information on (a) care providers, (b) social indicators on young children and adolescents, (c) rights violations, and (d) program administration and finances.	1.15.1 Annual program monitoring and evaluation reports.	
	1.16 By the end of execution, 70% of members of participating CND, CEDs and CMDs and Protection Councils trained in: (a) use of information tools for office work (word processor, spreadsheet); (b) use of internet and intranet; and (c) use of SPNA information systems.	1.16.1 Training records and annual evaluation report approved by the PCU.	



ive summary	Performance indicators	Means of verification	Important assumpt
	1.17 By the end of the program, 100% of CND staff trained in the development, management and maintenance of information systems; and, in the participating CEDs and CMDs, trained in the use of system operation and maintenance tools.	1.17.1 Training records and annual evaluation report approved by the PCU.	
	1.18 80% of SPNA officials from states and municipios targeted in the program are familiar with LOPNA	1.18.1 Annual monitoring and evaluation report.	
	1.19 50% of families in program areas report having changed their child-raising practices.	1.19.1 Final program report (monitoring and evaluation).	
or preventing and with child and t rights violations, o the problems of reas in accordance NA principles, and executed.	2.1 80% of projects adapted to local problems approved and executed satisfactorily (within the timetable, etc.).	2.1.1 Semiannual report on the program's project portfolio, and semiannual program execution reports.	<ul style="list-style-type: none"> <li>Beneficiary communities program and participate a execution.</li> </ul>
	2.2 100% of projects approved fulfill program eligibility criteria.	2.2.1 Semiannual program execution reports.	
	2.3 100% of the budget assigned to this component committed by the end of month 42 of program execution.	2.3.1 Semiannual execution report.	
	2.4 30,000 young children and adolescents receive comprehensive services.	2.4.1 Final program monitoring and evaluation reports.	
	2.5 90 people from states and municipios trained per month in restoration and strengthening of family ties.	2.5.1 Training records and monthly evaluation report approved by the PCU. 2.5.2 Bimonthly program monitoring and evaluation report.	
	2.6 90 people trained monthly in prevention of rights violations.	2.6.1 Training records and evaluation report approved by the PCU. 2.6.2 Bimonthly program monitoring and evaluation report.	

Executive summary	Performance indicators	Means of verification	Important assumptions
Monitoring and evaluation system.	2.7 At least one prevention network set up in each participating state and municipio by the end of operation execution.	2.7.1 Training records and annual report approved by the PCU.	
	2.8 70% of project beneficiary population express satisfaction with services financed by the program.	2.8.1 Annual monitoring and evaluation reports (beneficiaries).	
	3.1 100% of bimonthly monitoring reports duly delivered on time from the fourth month of execution.	3.1.1 Bimonthly program progress reports	
	3.2 100% of annual evaluation reports with recommendations duly delivered on time from the first year of execution.	3.2.1 Annual monitoring and evaluation reports.	
	3.3 Final program evaluation presented and approved.	3.3.1 Final evaluation document approved.	
	3.4 Staff of PCU, CEDs and CMDs in participating states and municipios trained for institutionalization of the system from the second year of execution.	3.4.1 Training records and annual evaluation report approved by the PCU. 3.4.2 Annual monitoring and evaluation reports.	
	3.5 Coexecuting agencies of the program (CND, CEDs and CMDs) receive monthly information on the program from the third month of execution.	3.5.1 Bimonthly records of delivery of program execution reports to executing agencies (after month 3) by company hired for monitoring and evaluation.	
	<b>Inputs/Resources</b>		<b>Activities to Components</b>
Individual consultants and consulting equipment	(See program cost table)	Program accounting records	<ul style="list-style-type: none"> <li>Counterpart funds disbursement</li> </ul>

Narrative summary	Performance indicators	Means of verification	Important assumptions
2.1 Identification, selection and signing of execution agreements for care and prevention projects in accordance with supply and demand.	(See program cost table)	Program accounting records	<ul style="list-style-type: none"> <li>Suitable consulting firms/consultants apply in each of the selection processes required in the program.</li> </ul>
3.1 Hiring of consulting firm.	(See program cost table)	Program accounting records	

## PROCUREMENT PLAN

ITEM	COST (US\$000)	NUMBER AND TYPE	SOURCE (%)		METHOD	SCHEDULE CALLS FOR BIDS
			IDB	LOCAL		
<b>I. CONSULTING SERVICES</b>						
<b>A. IMPLEMENTATION OF LOPNA</b>						
<b>1. <u>Institutional strengthening</u></b>						
<b>a. Technical assistance</b>						
Support for execution in the states	1,960.0 (140 ea.)	14 consulting firms (1 per state)	60%	40%	C	From semester I 2001 to semester I of 2004
Design FNP organizational structure	13.0	1 individual consultant	60%	40%	C	Semester I 2001
Design CED organizational structure and procedures	50.0	1 firm	60%	40%	C	Semester I 2001
Design CMD organizational structure and procedures	50.0	1 firm	60%	40%	C	Semester I 2001
Physical-financial planning structure	40.0	1 firm	60%	40%	C	Semester I 2001
<b>b. Training</b>						
Formulation and evaluation course	337.6 (21.1 ea.)	16 individual consultants	60%	40%	C	From semester I 2001 to semester II 2003
Logical framework workshop	819.0 (6.5 ea.)	126 individual consultants	60%	40%	C	From semester I 2001 to semester II 2003
Programming and budget workshop	144.0 (9.0 ea.)	16 individual consultants	60%	40%	C	From semester I 2001 to semester II 2003
Family strengthening educational workshop	2,167.2 (17.2 ea.)	126 individual consultants	60%	40%	C	From semester I 2001 to semester II 2003
<b>c. Studies</b>						
Evaluation of the main programs at the national level	180.0	1 firm	60%	40%	C	Semester I 2001
Diagnostic assessment of the status of children and adolescents at state and municipio level	1,400.0 (100.0 ea.)	14 firms (1 per state)	60%	40%	C	From semester I 2001 to semester II 2003
Study of the design of programs and services to protect ethnic groups	60.0	1 firm	60%	40%	C	Semester I 2001
<b>2. <u>Information System</u></b>						
Course on office automation	88.7 (9.9 ea.)	9 firms	70%	30%	C	From semester I 2001 to semester II 2003

ITEM	COST (US\$000)	NUMBER AND TYPE	SOURCE (%)		METHOD	SCHEDULE CALLS FOR BIDS
			IDB	LOCAL		
Database administrator course	6.0	1 firm	70%	30%	C	From semester I 2001 to semester II 2003
Network administration course	5.2	1 firm	70%	30%	C	From semester I 2001 to semester III 2003
Drafting bid documents and conditions	30.0	1 consultant	70%	30%	C	Semester I 2001
Detailed study of information system requirements	45.0	1 firm	70%	30%	C	Semester I 2001
Design, construction, implementation, training on database and information system	785.0	1 firm	70%	30%	ICP	Semester I 2001
<b>3. <u>Communications, social marketing, and participation</u></b>						
Support in areas of communication, social Marketing and participation	224.0 (8.0 ea.)	28 consultants	60%	40%	C	From semester I 2001 to semestre I 2004
Design and production of materials	56.9 (28.5 ea.)	2 firms	60%	40%	C	Semester I 2001
Training strategies	292.3 (20.9 ea.)	14 firms	60%	40%	C	From semester II 2001 to semester I 2004
Design and production of communications campaigns	490.1 (245.0 ea.)	2 firms	60%	40%	ICP	Semester II 2001
<b>B. MONITORING AND EVALUATION</b>						
Concurrent evaluation	2,000.0	1 firm	100%		ICP	Semester I 2001
Final evaluation	200.0	1 firm	100%		ICP	Semester II 2004
<b>II. GOODS</b>						
Information technology equipment	1,877.1	1 firm	100%		ICP	Semester I 2001 to semester II 2003
Office equipment	161.0	1 firm			C	Semester I 2001

**Key**

- C = Invitation to submit qualifications  
LCP = Local open call for proposals. Firms  
will be prequalified.  
ICP = International open call for proposals.  
Firms will be prequalified

PROPOSED RESOLUTION

VENEZUELA. LOAN \_\_\_\_/OC-VE TO THE REPUBLICA BOIVARIANA  
DE VENEZUELA  
(Program in Support of Children and Adolescents)

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 República Bolivariana de Venezuela, as Borrower, for the purpose of granting it a financing to cooperate in the execution of a program in support of children and adolescents. Such financing will be for the amount of up to thirty million dollars of the United States of America (US\$30,000,000) from the Single Currency Facility of the Ordinary Capital resources of the Bank, and will be subject to the "Special Contractual Conditions" and the "Financial Terms and Conditions" of the Executive Summary of the Loan Proposal.