



Programming Committee

For information

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To: The Programming Committee of Management
From: The Secretary
Subject: Colombia. Developing citizenship competencies to prevent violence and build democracy (CO-T1025). Technical cooperation profile

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JAPAN SPECIAL FUND (JSF)
TC PROFILE
DECEMBER 21, 2005

I. BASIC PROJECT DATA

Beneficiary Country	Colombia
Project name:	Developing Citizenship Competencies to Prevent Violence and Build Democracy
Project number:	CO-T1025
Project team:	Team Leader: Paulina Gonzalez-Pose (RE3/SO3); other members: Eri Watanabe (RE3/SO3), Loreto Biehl (COF/CCO) and Alexandra Ortega (RE3/SO3).
Executing agency:	Ministry of National Education (MEN)
Beneficiaries:	Primary beneficiary: students (grade 1 through 9) attending the schools where citizenship education programs are taught. Secondary beneficiary: regional district offices that will be strengthened to expand and oversee the implementation of effective school-based citizenship programs.
Date of request:	
Financing plan:	IDB (JSF): US\$ 600,000
	Local Counterpart: US\$ 150,000
	Total: US\$ 750,000
Tentative dates:	Programming Committee Loan Committee Bank Approval
Execution period:	36 months
Disbursement period:	42 months

II. BACKGROUND AND PROBLEM STATEMENT

- 2.1 Colombia has been affected by a civil conflict for the last 40 years which has created a pervasive situation of violence in the country. Violence is specially evident among the country's youth. In Bogotá, for example, recent data shows that 70% of people arrested for regular crime are between 14 and 24 years old. On average in Latin America youth homicide rates are almost three times greater than national homicide rates.
- 2.2 Research shows that children who are victims or even witnesses of violence are much more likely to engage in violent behavior, creating a vicious circle within the society.

Moreover, violence exacerbates poverty and stymies future possibilities of social development. Teaching youngsters alternative ways to deal with conflict situations in a non-violent manner helps reverse the circle and sets the foundations to build democratic and peaceful societies. Formal and non-formal education systems play a most important role in alleviating and preventing the cycle of violence.

- 2.3 In this context, and in accordance with the National Constitution and the 1994 Law of Education, in 2004 the Ministry of Education of Colombia (MEN) emphasized the importance of citizenship education and developed national standards for teaching and measuring citizenship education in schools. The main purpose of citizenship education is to promote children's development of cognitive, emotional and communicative skills that can enable them to participate constructively and critically in a democratic society, to solve conflicts peacefully, to understand social diversity as an opportunity to grow and live together, and to promote and protect human rights.
- 2.4 As a first step to promote citizenship education, the MEN has identified several programs that teach the citizenship competencies defined in the national standards. Implementing, strengthening and evaluating these programs is a priority for the MEN, which will allow it to offer schools and educators the proper orientations and support needed to effectively implement those programs and achieve the national goals. The results of these program evaluations will also highlight areas for improvement and appropriate policy options for the government to reduce violence and promote democracy, and do so in a cost effective manner.
- 2.5 To assess the results of citizenship education programs, the Ministry of Education of Colombia introduced the Prueba Saber¹, which is a national standardized test on citizenship competencies for 5th and 9th graders. The first testing, which was supported by the Bank (1087/OC-CO), was conducted on November 3rd, 2003. The main objective was to identify the strengths and weaknesses of each educational institution in this area in order to develop relevant improvement plans². Most schools in the country scored low in the test (below 60%). Topics evaluated included, among others: a) knowledge (what the students knew about several group of citizenship competencies); b) cognitive competencies (perspective and attribution of intention); c) emotional competencies (handling of emotion and empathy); d) integrated competencies (action and behaviors) and e) democratic environment (student's perception and capacity to assess the degree of democracy in their environment).
- 2.6 The proposed technical cooperation represents a unique opportunity for the Bank, through the Japan Special Fund, to support an on-going national violence prevention program where the government has taken the initiative to include the area of citizenship competencies as a measurement of formal education quality. This technical cooperation brings significant value added in identifying and strengthening effective citizenship education programs, thus making a more efficient use of scarce resources. The MEN

¹The SABER test reveals --at national, departmental, municipal and institutional level-- the strengths and weaknesses in mathematics, language, science and citizenship competencies. Test scores allow to measure each student or school against the national standards.

² This test evaluated 1,029,149 students from the public and private schools in Colombia. It evaluated not only the competencies of the students, but also the environment where they have been developing. The next test is planned for the second semester of 2005.

has expressed its interest in using the results from this technical cooperation as a basic input to design a loan operation to invest in citizen coexistence programs at a national level. This could be a stand-alone operation or a component of a larger loan to enhance quality of education in Colombia.

A. Bank Strategy for the Country

- 2.7 The Bank Strategy for Colombia (document GN-2267-1) sets out three main goals for 2003-2006: (i) laying the foundations for revitalizing and reactivating the economy; (ii) promoting social development and providing protection for the most vulnerable sectors of the population, and (iii) improving governance and supporting the process of modernization of the State. The country strategy identifies two major constraints in the country: the fiscal deficit and the escalation of conflict in the country. The gradual resolution of these two constraints is the underlying assumption upon which the strategy's success is based. The proposed technical cooperation will contribute to the second Bank's strategy goal by fostering citizenship values and social development and ensuring the protection of a most vulnerable group, in this case, the youth.

B. Bank Experience and Lessons Learned

- 2.8 In 1998, the Bank, also through the Japan Special Fund, financed a technical cooperation (ATN/JF-6031-CO) to support the design and implementation of the Peaceful Coexistence and Citizen Security project (1085/OC-CO). The technical cooperation introduced a program called "Unlearning violence" ("*Desaprendizaje de violencia*") in Medellín that worked toward preventing aggressive behavior in young children and is currently being implemented in the entire city. The program reached 2,658 teachers, 27,385 parents and was evaluated in 2003. Evaluation results indicated a positive impact in levels of aggression, depression, hyperactivity and pro-social behavior among beneficiary children. Training proved to have a significant impact on teachers and parents regarding the use of positive reinforcement to correct, discipline and promote dialogue. A new evaluation is currently in progress to assess some conceptual variations introduced in the second phase of the program. Up until now Medellín is the only city in the country that has systematically applied a violence prevention program in its educational system. The city has invested significant resources in the program and its evaluation. Much can be learned from this experience in identifying cost-effective violence prevention programs. Therefore, this TC builds upon the Medellín's and other existing programs and aims at identifying and strengthening effective citizenship education programs in different national contexts.
- 2.9 The Medellín model will be included in the "menu of options" to be offered by the MEN to the regional districts. However, it is important to highlight that the proposed technical cooperation differs from the one described in the above paragraph in that this proposed TC works with the national government, not a city government. It is the Federal government who is taking on the task of preventing youth violence from within the formal education system. If the results of this smaller scale TC are positive, the national government will expand its actions to the broader national level.

III. PROJECT OBJECTIVE AND DESCRIPTION

- 3.1 The main objective of the project is to strengthen and evaluate the effects of existing school-based programs to promote citizenship competencies. Continuous evaluations will serve as a tool to support the achievement of the national standards of quality for citizenship education set by the Colombian Government.
- 3.2 In order to achieve this objective, the project will finance three main components: (i) Quality Enhancement and Adaptation of Citizenship Competencies Programs; (ii) Monitoring and Evaluation; (iii) Dissemination of Results and Capacity Building.

1. Component 1: Quality enhancement and adaptation of Citizenship Competencies Programs

- 3.3 The objective of this component is to ensure the quality and relevance of school-based programs to promote citizenship competencies in accordance with national standards, local conditions and resources. The component will monitor the implementation of school-based programs for a minimum period of one academic year and it will improve program activities where needed. It will finance: technical support to schools and participating district offices, travel and per diem for training, and training materials. A local technical coordinator will be hired for each district office (the local coordinator for Bogotá will also serve as the national coordinator) whose responsibility will be to monitor the adaptation and implementation of programs on an on-going basis. Also, international experts will be hired to instruct trainers who will eventually replicate the more effective programs to the rest of the country.

a) Program Selection

- 3.4 Seven³ programs have been pre-selected by the MEN (Annex 1: Program Descriptions). Five of these programs are already being applied in a few Colombian schools but their effect on developing citizen competencies has not been evaluated. The other two programs represent international experiences that have not been applied in Colombia but that have had impact evaluations that demonstrate their effectiveness. The criteria for the selection of the first five programs included: a) programs have been taught in schools for at least two years; b) each program must be under implementation in different contexts (urban and rural, large and small schools, etc.) in order to allow for comparisons; and c) the central and /or local ministry of education must have the capacity (technical and logistical) to monitor the programs that are being implemented. The criteria for the selection of the international programs included: a) the program must be translated into Spanish, and b) they must have had an evaluation of the implementation process with positive results.

³ In fact, there are nine programs identified but this TC will finance only seven of them. One of them is the Medellín program, “*Desaprendizaje de la violencia*”, that is being implemented and evaluated in Medellín with their own resources. The other one is a program called, “*J’y vais, J’y vais pas*” whose financing will be requested from the French Fund. However, the results of the Medellín experience as well as the French program will be included in the final report for this TC.

b) Geographical focalization

- 3.5 The regional districts selected for this initiative were chosen based on the following criteria: (a) at least three schools in the district are implementing one of the selected programs; (b) the results on the SABER Citizenship test indicate a lower than average or higher than average score; and (c) the local education district office is willing to be part of this project and to expand the program once evaluated.
- 3.6 The following table lists the name of the program and the districts where they are being applied. (Please refer to Annex I for a description of each program.)

Name of the Program	District Office
Habilidades para la vida	Bogotá
Fundamentos de Democracia y DDHH	Valle (Pacífico)
Jóvenes Constructores de Paz	Valle, Bogotá
Cultura de la Legalidad (USA/COL)	Barrancabermeja
Proyecto Escuelas Básicas Integrales para el Desarrollo Sostenible –EBIDS	Barrancabermeja
Peace Games (USA)	Bogotá, Guajira
Moral Dilemmas (Germany)	Bogotá

- 3.7 In total, there will be 4 districts (Barrancebermeja, Bogotá, Guajira and Valle) and a minimum of 12 schools participating in this experience. The programs will be applied in grades 1 through 9 in each of the participating schools. It is estimated that 120 teachers will be trained and that 5400 students will be the direct beneficiaries. Even though the programs will apply to all basic school grades, the SABER tests will measure performance at grades 5 and 9 only.

2. Component 2: Monitoring and Evaluation

- 3.8 The goal of this component is to establish (design and implementation) a continuous evaluation process for each of the seven programs studied. This evaluation must provide information not only on the effect of the programs on the development of the specific citizenship competencies measured by SABER, but also on program variations in different contexts, the efficiencies of the implementation process and the effects on local capacity building regarding possible future replications and program sustainability. Consultants/evaluators will begin working with local coordinators from

the outset of this project in order to gather baseline information and support the process. The evaluators will visit each school at least three times during the execution period to collect data and to ensure that proper evaluation methods are in place. Interim reports will be prepared after each visit.

- 3.9 The results of the SABER test on its ‘citizen coexistence’ section will be used as an important input for the evaluation, but the evaluation consultants will define specific indicators, propose data collection methods and collect other information that will ensure an adequate measurement of program effects. The evaluation report will include the results of each program evaluation as well as a comparative analysis of the seven programs. The evaluation recommendations will be used to identify those programs that could be included in a toolkit of effective programs to promote citizenship education at a national level.
- 3.10 A Logical Framework will be prepared for this operation. (See Annex II for a Preliminary Logical Framework.) The indicators defined will be the basis for the evaluation.

3. Component 3: Dissemination and Capacity Building

- 3.11 The objective of this component is to produce systematic data to inform public policy in the area of citizenship building and to improve regional capacity to implement effective strategies. In order to produce and disseminate the appropriate data, the proposed TC will finance the following activities:
- i. **Capacity building.** Creation of a national network of professionals able to replicate the citizenship competencies programs in other schools and regional contexts. Regional meetings, technical training and on-going technical support will be provided to the four district education offices and participating schools. Non-beneficiary district offices will be invited to these regional discussions, but their costs will not be covered by this technical cooperation.
 - ii. **Working Groups.** In addition, local coordinators, whose basic responsibility will be to ensure internal coordination and the smooth development of the program, will organize working groups in each of the district education offices in order to ensure that they have the appropriate information and training needed to continue the successful implementation of the school-based programs, and that they are informed of progress and issues/lessons learned in other districts. These working groups will meet at least once a month.
 - iii. **Development, production and dissemination of results.** Creation of a web page to disseminate information on processes and results, and to encourage the formation of networks of policy makers and practitioners in the area of citizenship competencies programs. Specific products for dissemination might include: technical notes about effective strategies for the strengthening of citizenship competencies in schools; technical notes about appropriate evaluation methodologies; detailed analysis of SABER test results.

IV. COST AND FINANCING

- 4.1 The estimated cost is US\$750,000. The financing is divided as follows: US\$600,000 from the Japan Special Fund and US\$150,000 from national counterpart contribution. (Annex III contains a detailed preliminary budget.)

SUMMARIZED PRELIMINARY BUDGET				
Activity	JSF Total	Local	Total	Total (%)
Component 1. Quality enhancement and adaptation of Citizenship Competencies Programs	443,150	20,000	\$463,150	62%
Component 2. Monitoring and Evaluation	83,400	0	83,400	11%
Component 3. Dissemination and Capacity Building	36,600	5,000	41,600	6%
Administrative Costs	36,850	125,000	161,850	22%
Total	600,000	150,000	750,000	100%
%	80%	20%		100%

V. EXECUTING AGENCY AND EXECUTION STRUCTURE

- 5.1 The Ministry of National Education of Colombia (MEN) will be responsible for the execution of this technical cooperation. However, the MEN will outsource the administrative and financial management of program resources to the *Centro Regional para el Fomento del Libro en América Latina y el Caribe* (CERLALC). The CERLALC is an international agency created in 1971 by UNESCO and the Colombian government, with the mission of providing technical support to governments for the design and application of public policies and social development projects. It has been selected by the MEN and the Bank because of its extensive experience in managing and administering IADB resources. Since 2002, the Bank has had a positive experience working with the MEN and the CERLALC in the program “*Nuevo Sistema Escolar*” (Loan 1202/OC-CO). The CERLALC will be responsible for coordinating and contracting the consulting and other services required for this TC after receiving the Bank’s non-objection.
- 5.2 The country office (COF/CCO) in Colombia will be responsible for overseeing the implementation of this technical cooperation. COF/CCO, in collaboration with RE3/SO3, will have the technical responsibility to review and give its non-objection to all reports produced by the consultants. COF/CCO will supervise the execution of activities through periodic field visits and participation on selected meetings with the technical team and with executors of related IDB-financed projects in order to identify possible replication opportunities under other MEN and/or IDB programs.

- 5.3 This technical cooperation will have an execution period of 36 months and a disbursement period of 42 months.
- 5.4 The specific products of this Japan funded TC will be disseminated widely to ensure a better understanding of the findings and effects of violence prevention programs.

VI. MAJOR ISSUES

- 6.1 There are no major issues associated with the proposed technical cooperation. As long as education and citizen security are a priority in the government agenda, there is little risk that these programs will be discontinued. However, to ensure that the commitment of those in charge of implementing the programs at the national and local levels is sustained, this TC will finance activities (regional workshops, public announcements, etc.) that will highlight the advantages and positive results of teaching citizenship competencies within the formal education system.

VII. ENVIRONMENTAL AND SOCIAL IMPACT

- 7.1 There are not foreseeable negative environmental or social impacts for the implementation of this operation. The technical cooperation will have a positive social impact, since respect for diversity and tolerance are an integral part of the citizenship competencies that this operation seeks to develop. Moreover, a diversity of urban and rural areas have been chosen for the pilots in an effort to ensure relevance to different ethnic and cultural context within the country.

VIII. ACTION PLAN

- 8.1 Next steps include the preparation of the Plan of Operations, which will include a more detailed description of the different components and activities as well as the logical framework and terms of reference for the major consultancies to be hired under this TC. (Annex II contains a preliminary logical framework.)
- 8.2 While the Plan of Operations is processed for approval, the MEN team in Colombia will prepare the appropriate agreements, as needed, to be subscribed with the participating district offices and schools. Within the next two months, the MEN will identify and assign the MEN staff who will take responsibility for TC activities.

ANNEX I: Program Description

Programs	Description
<i>National Experiences</i>	
Life Skills Fe y Alegria Foundation (<i>Fundación Fe y Alegria</i>)	<p>This program seeks to promote peaceful coexistence, with an emphasis in certain socially desirable values (promotion-protection-defense of life and promotion of solidarity, among others), promote healthy lifestyles and a harmonic coexistence, and prevention of psychosocial problems.</p> <p>It comprises 10 modules that present the psychosocial skills that are considered essential life skills for all cultures: self awareness, empathy, effective communication, assertive inter-personal relationships, decision making, problem and conflict resolution, creative thinking, critical thinking, control of emotions, stress management. The program is geared for use with 4th grade to 9th grade students. E-mail: abravo@col-online.com</p>
Fundamentals of Democracy and Human Rights Presencia Foundation (<i>Fundación Presencia</i>)	<p>This program “Towards the construction of a citizenship culture” is a citizenship education program that integrates two curricula: Fundamentals of Democracy and Human Rights and Citizenship Project, which were originally designed by the Civic Education Center (Centro de Educación Cívica) in Los Ángeles, California and were later on adopted by the Presencia Foundation. The curriculum on Fundamentals of Democracy and Human Rights (preschool, primary, and secondary) seeks to develop skills and attitudes necessary for life in a democratic and deliberative community. The curriculum of Citizenship Project (8th to 11th grade in high school) seeks to develop an interest in the problems of the immediate context. E-mail presenci@unete.com</p>
Children & Youth Working for Peace (CINDE)	<p>The project Children and Youth Working for Peace was initiated in 1998 in 12 schools in the country. Its educational proposal was built upon the development of human potential and seeks to influence the attitudes of children into active acceptance of ideological and religious differences and to promote ethnic and gender equity, under the assumption that those attitudes are the basis of non-violent behaviors and in turn promote the development of affective, creative, ethical, and political potentials in children and youth. For more information, see www.cinde.org</p>
Culture of Legality Presidential program against corruption and Ministry of Education with support of the National Strategy Information Center – NSIC	<p>The curriculum Culture of Legality (for use in 9th grade) is a study plan within a pilot program that seeks to promote a society that bases its relationships on respect and compliance with collective agreements and norms and establishes the rule of law as a principle of social organization and coexistence. This curriculum is organized into four sections: values and respect for the law, culture of respect for the law, delinquency and corruption, and promotion of a culture of respect of the rule of law. For more information, see www.cultureoflawfulness.org</p>
Project Comprehensive Basic Schools for Sustainable Development (CINEP)	<p>Since 1996, there has been a process of recognition and analysis of the educational reality in the Magdalena Medio region in Colombia. The project aims to develop capacities that enable children, youth and communities to form a new generation with knowledge, attitudes and skills for the construction of a culture of peace in the Magdalena Medio region. For this purpose, education and schooling are considered essential for the comprehensive and sustainable development of the population, to form confident men and women, subjects of development, peace builders, protagonists of their destinies and responsible for solving a good part of</p>

	their family, productive, social, and community problems through four lines of action: citizenship building, human development, cultural identity and productive work. E-Mail: magdalamedio@cinep.org.co
<i>International Experiences</i>	
Peace Games	Since 1996, Peace Games has promoted children's role as active leaders and peace builders. The educational school curriculum designed in the US for Kindergarten to 8th grade has been translated and adapted to the Colombian context. This curriculum develops key competencies for peace construction and active participation in community projects. Peace Games has worked with over 20,000 students and 9,000 family members in the US. The evaluation of Peace Games implementation in schools suggests a consistent progress towards a culture of peace within the school, reduction in violence indicators and development of abilities and behaviors that construct peace. For more information, see http://www.peacegames.org
Moral Dilemmas (Germany)	<p>This program, based on the theory of moral and cognitive development of Lawrence Kohlberg seeks to teach youth to find solutions to their dilemmas found in their everyday life, under the assumption that autonomy is developed from reflection on action and not from learning desirable values. Responding to criticisms to Kohlberg of not knowing enough about the role of affection in the disposition to action, the course tries to incorporate the affective element as part of the reflection.</p> <p>The teacher training program consists of 7 three-hour units that may be used by teachers in diverse disciplines and not only in social sciences and ethics. Teachers are exposed to: 1) the didactic development of diverse hypothetical dilemmas created by Lawrence Kohlberg, Georg Lind and others, as well as the introduction of real life dilemmas, as students gradually feel more at ease and are able to truly explore their own doubts; 2) reflections on metacognition of their own cognitive and affective processes; 3) the use of a tool for evaluation of people's capacity to detach from themselves (Moral Judgment Test developed by Lind); and 4) several didactic methods accompanying the presentation of dilemmas such as the modelling of actions of caring and attentive listening on the part of teachers.</p>

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Annex II. Logical Framework

Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions
Goal			
To contribute to prevent violence in vulnerable communities.			
Purpose			
To promote the development of Citizenship Competencies among the students enrolled in schools.	By the end of the project average of SABER test result (for Citizenship Competencies) in participating schools have increased by X percentage points from the baseline.	Annual official Saber test result.	Education and citizen security continue to be a priority item in the government agenda
Components			
<i>Component I</i> Seven school-based programs to promote Citizenship Competencies have been strengthened and evaluated.	<ol style="list-style-type: none"> 1. By the end of the project, the MEN has assembled a tool kit of effective programs to promote/teach citizenship competencies. 2. By the end of six months support materials have been developed and distributed for the seven programs. 	<p>Final project report</p> <p>Inspection visits to participating schools.</p>	Commitment by those involved (government, implementing agencies, educational institutions and other participants) is maintained.

Narrative Summary	Verifiable Indicators	Means of Verification	Assumptions
	3. By the eighth month, 120 teachers from participating schools have been trained to implement the programs.	TC interim report	
<i>Component II</i> Effects of the school-based programs on citizenship competencies assessed for application in different contexts.	1. Baseline data on selected indicators have been collected and recorded by the end of the third month. 2. A mid-term evaluation has been completed by month eighteenth.	Baseline document submitted to the Bank Evaluation report	

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Annex III. Tentative Detailed Budget

Type of Expense	Unit	Cost per Unit	JSF Total	Local Counterpart	TOTAL
<i>Component 1. Quality enhancement and adaptation of Citizenship Competencies Programs</i>					
Honorarium (3 local technical coordinators)	36 months each coordinator	2,000 per person	216,000		216,000
Honorarium (1 national coordinator)	36 months	3,000 per person	108,000		108,000
Honorarium (2 international high level consultants for training)	60 days each consultant	400 per day	48,000		48,000
Travel (for international consultants)	2 trips 2 consultants	1500	6,000		6,000
Travel (for national consultants)	12 trips 4 consultants	300	14,400		14,400
Per diem	75 days	170	12,750		12,750
Training	6 events	4,000	24,000		24,000
Materials (for training)	7 programs	2,000	14,000		14,000
General local support				20,000	20,000
Subtotal			443,150	20,000	463,150
<i>Component 2. Monitoring and Evaluation</i>					
Honorarium	6 months each evaluator	4,000	48,000		48,000
Honorarium (Consultant for data collection)	7 months	3,000	21,000		21,000
Travel (3 visits for 4 regional district offices)	12 visits	350	4,200		4,200
Per diem	5 days 12 visits	170	10,200		10,200
Subtotal			83,400		83,400
<i>Component 3. Dissemination and Capacity Building</i>					
Travel (surface)	6 Reg.meeting 12 participants	300	21,600		21,600
Creation of webpage	1 unit	5,000		5,000	5,000
Publications	3 units	5,000	15,000		15,000
Subtotal			36,600	5,000	41,600
<i>Others Costs</i>					
Equipment		-	-	30,000	30,000
General support		-	-	77,000	77,000
Auditing and Evaluation	1	6,000	6,000		6,000
Overhead				18,000	18,000
Contingencies			30,850		30,850
Subtotal			36,850	125,000	161,850
TOTAL			600,000	150,000	750,000