ENLACE SOCIAL INCLUSION TRUST FUND

SOCIAL INCLUSION SURVEY
STAFF PERCEPTIONS ON SOCIAL INCLUSION

REGIONAL OPERATIONS DEPARTMENT II
IADB

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PREFACE

Social exclusion is a major force that contributes to Latin America and the Caribbean being one of the world regions that illustrates the greatest levels of inequality with respect to income, political voice and access basic services and development opportunities. The IDB is committed to being a development bank that creates opportunities for reducing inequality and poverty in the region and one that will promote access to the benefits of the global economy for the majority of the region's citizens, including traditionally excluded indigenous and afro-descendent groups. This survey was designed to assess staff opinions about social inclusion as a cross-cutting objective in Bank operational divisions with a view to strengthening awareness of social inclusion and suggesting ways in which the Bank might support staff in mainstreaming social inclusion in Bank programming. The survey report is comprised of two parts: Part I is the Summary Report showing key findings and recommendations whilst Part II is a report of the survey and results.

Key survey findings include the importance of leadership within the Bank at senior management levels to champion and validate a mainstreaming approach to social inclusion; the importance of utilising the considerable knowledge and expertise within the Bank on social inclusion as a basis for sharing lesson learning and good practices; the relevance of social exclusion analysis in project and country programme design to tackle poverty and inequality; and the need to address perceived gaps related to staff development in areas such as participatory methodologies, engagement with civil society, and broadening traditional concepts of poverty data. Recommendations include greater use of analytical frameworks to determine levels and types of social exclusion at country level; the establishment of social exclusion indexes for Latin America and the Caribbean; and the extension of the Bank's Poverty Targeted Investments (PTI) classification to include additional criteria related specifically to social inclusion.

Some time has passed between the conclusion of the survey and its publication. In the interim the Bank has approved an Indigenous Peoples Policy, Strategy and Operational Guidelines (2006) to support development with identity and promote safeguards in its work related to indigenous peoples. The Bank has also launched the Opportunities for the Majority Initiative (OMI) in 2006, which focuses on improving conditions for low-income people in Latin America and the Caribbean[1]. However, given the complexities of addressing social exclusion the results and recommendations of the survey remain valid.

With thanks to all who participated in the survey. The responses illustrated both the enthusiasm and complexities in addressing social inclusion in operational work. Special thanks to the reviewers who provided many and varied comments that helped in finalising this work: Catherine Fox (RE2/SO2), Marie Gaarder (RE2/SO2), Mia Harbitz (RE1/SO1), Svante Persson (MIF), Juliana Pungiluppi (SDS/SOC), Laura Ripani (SDS/SOC), Peter Sollis (RE2/SO2) and Christel Steinvorth (HRD/LRN).

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[1] www.iadb.org/bop

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PART I

ENLACE SOCIAL INCLUSION TRUST FUND

SOCIAL INCLUSION SURVEY

SUMMARY REPORT

I.   EXECUTIVE SUMMARY

This paper is intended to contribute to the promotion of social inclusion as a cross-cutting priority in the Inter-American Development Bank (IDB), a key issue in the Bank's Renewed Strategic Framework, as a key approach to reducing poverty and inequality in Latin America. It is based upon a staff opinion survey, designed and implemented under the framework of the IDB-UK ENLACE Social Inclusion Trust Fund[2], to assess how staff view social inclusion as an operational approach. The results of the survey highlight some of the operational implications of pursuing social inclusion initiatives, illustrating a number of opportunities and challenges that may be faced in such an approach.

Social inclusion is a cross-cutting issue that spans all Bank sectors in the operational and policy departments and also in the departments of the wider Bank group such as the PRI and the MIF[3]. In simple terms social inclusion objectives may be fashioned from a clear understanding of the context in which people in a particular society or place are excluded from accessing opportunities to a range of entitlements and benefits that are associated with equitable social and economic development and that are fundamentally enshrined in the UN human rights framework. For example, many people are excluded from such entitlements and opportunities due to overt discrimination on the basis of their social identify which includes factors such as ethnicity, race, gender, religion, age, disability, economic status and geographic location. In Latin America, many people experience exclusion due to lack of legal identity which renders them invisible and consequently excludes them from access to basic citizenship entitlements such as physical security, social protection, and equitable access to public goods (justice, participatory democratic processes, education, health, water and sanitation, labour markets, financial markets and so on). Generally, people experience social exclusion through multiple factors simultaneously though often linked to social identity in complex ways. These factors are often inter-related and generational, thus making social exclusion difficult to tackle and resolve.

However complicated the scenario becomes, the implications of not promoting a social inclusion approach will be continuing poverty and inequality for already excluded and poor groups of people[4] in Latin America, who will remain unable to benefit from

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[2]   The Fund was established in 2004 by agreement between the Inter-American Development Bank (IDB) and the United Kingdom's Department for International Development (DFID) to promote social inclusion in Region II countries, on the basis of shared commitments to the Millennium Development Goals (MDGs).

[3]   Social inclusion approaches can be key to the success of small and medium enterprise initiatives, to forging private/public/community partnerships, to "reaching the majority at the base of the pyramid" initiatives and so on – all key areas for PRI and MIF.

[4]   It is recognised that whilst all poor people may be excluded in a variety of ways, not all excluded people are poor.

economic development. In the continually evolving global economy that brings many economic, social and political changes to national economies and their populations, poor and excluded people are at risk of becoming further excluded if social inclusion is not factored into social and economic development approaches. The Bank, through its Renewed Strategic Framework[5], is committed to tackling poverty and fostering a social inclusion approach in its programming. As the Bank enters a new cycle under new leadership, that tenet is confirmed through a pledge to realign the Bank to create a force for addressing inequality and poverty in the Latin America, and for reaching the majority of people who remain persistently poor and excluded in Latin America.

A social inclusion approach should facilitate our understanding of and response to the causes and consequences of social exclusion through (i) facilitating an analytical framework that considers who is excluded, where and how in terms of institutional, political, cultural and social dynamics, (ii) and using the analytical framework to establish an operational framework that addresses who is excluded, by whom and why with a strong emphasis on the social, cultural, political and institutional mechanisms that perpetuate such exclusion.

Promoting a social inclusion approach for economic and social development raises a number of questions and challenges for the Bank, some of which are illustrated in the survey results. Such challenges include the need to re-emphasise the role, the willingness and the ability of the Bank to be more than a lending Bank but rather a force for economic, social and political change in the Region. This implies building consensus across the Bank and across the Region for social inclusion and includes addressing corporate responsibility across the Bank group. Above all it implies the need for corporate leadership to validate and take forward a strong social inclusion agenda within the Bank, amongst Bank staff at all levels, and with Bank partners.

The key findings of the survey emphasise:

Leadership
- (i)   The importance of leadership within the Bank at senior management levels to champion and validate social inclusion as a priority approach to equitable and inclusive social and economic development in the Region;
- (ii)   The need for advocacy and communication strategies within the Bank and with Bank partners to strengthen support for social inclusion based on common objectives to address poverty and inequality in the Region.

Expertise
- (iii)   The existence of considerable knowledge and experience of social inclusion within the Bank and the importance of consolidating this through mechanisms to share and strengthen this knowledge and experience.

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[5]   The Framework includes a number of strategies but they are all framed within a focus on Sustainable Economic Growth and Poverty Reduction and the Promotion of Social Equity. The Bank has made a strong commitment to reducing poverty and tackling inequality with a pledge that 40 percent of the total volume of lending and 50 percent of the total number of loans would be devoted to the promotion of social equity and poverty reduction (SEQ Loans), and the creation of a special category of loans defined as Poverty Targeted Investments (PTI Loans).

Programming

(iv)   The importance of illustrating how the incorporation of a social inclusion approach to programming can strengthen operational projects, illustrating who and where the most excluded groups of people are, why they are excluded with reference to economic, social, cultural, political and institutional determinants, and how they may be brought into the development equation.

(v)   The need to incorporate a social inclusion approach within the country programming cycle to strengthen policy dialogues and country strategies, in order to support poverty reduction and equitable development goals.

(vi)   The considerable pressure on staff to meet approval deadlines and the stark deficit in financial and human resources to undertake preparatory work to support programme design.

(vii)   The need to investigate staff incentives for mainstreaming a social inclusion approach into their work and to provide practical recommendations.

Gaps

(viii) The existence of substantial levels of demand from staff for support in working on social inclusion issues and the need to provide such support through training, guidance and the strengthening of technical support to teams. Key demands focused on participatory methodologies, engagement with civil society and data collection.

(ix)   The demand for and the importance of improved data availability[6] taking into account the need for more varied and disaggregated data (including more social and cultural data) that will support results based programming approaches and enhance evidence based programming, monitoring and evaluation, especially impact evaluation.

(x)   The need to consolidate and provide more capacity building on the many Bank strategies, policies and thematic priorities that guide staff in programming for social and economic development so that these can be interpreted within an overarching social inclusion framework as an integral approach to implementation. An evaluation of how well and with what impact the existing strategies, policies and thematic priorities have been implemented to date would be very valuable at this stage.

Trust Funds

(xi)   An additional and very important finding of the survey that goes beyond the issue of social inclusion per se was the expressed need for agile funding mechanisms to support thematic Bank priorities. This suggests the need to review trust fund mechanisms and approaches to thematic priorities in order to improve overall coherence of trust funds, improve donor harmonisation on their approaches to trust funds, and both standardise and simplify trust fund procedures.

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[6]   Building on current initiatives such as the SDS/POV MECOVI initiative, the SDS/SOC disability data sets, RE3 mapping of indigenous populations in selected countries; SDS/IND work on culturally appropriate indicators for indigenous peoples, amongst others.

The way forward:

There is no recommendation in this paper for a Bank policy or strategy on social inclusion. Instead, it is recommended that social inclusion be considered through an analytical framework that would support programming and other Bank activities to improve social inclusion, tackle poverty and combat inequality in the Region. A number of instruments would help to facilitate this work: a set of guidelines that illustrate how to undertake such an analytical approach and that provide examples and resource references; the establishment of a social exclusion index for the Latin American region that would include priority factors and indicators to guide programming[7]; and the extension of the Poverty Targeted Investments (PTI) classification to include additional criteria related specifically to social inclusion. In addition, the current Plan of Action to Combat Social Exclusion Caused by Race and Ethnicity should be updated through a consultative process between operational and policy staff.

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[7]   Such an index should incorporate standard poverty maps where they exist in extend existing information on dimensions of poverty and social exclusion.

II. INTRODUCTION

2.1 Outline of the report

The report is organised in two parts. Part I is the Summary Report that starts with the Executive Summary, outlines the purpose of the survey, discusses social exclusion and social inclusion concepts and highlights the main findings and recommendations of the survey.

Part II is comprised of the actual Survey Report. It outlines the methodology, analyses the survey against sub-sets of questions related to 4 key research questions and outlines the results.

2.2 Purpose of the survey

The findings presented in this paper are based upon the results of a survey on social inclusion applied across Region II of the Bank, resulting in a 47% response rate from the sample group (see Section II). The purpose of the study was to obtain staff opinions about social inclusion as a cross-cutting issue in Bank operational divisions with a view to eliciting information that would help: (i) to strengthen the Bank's objectives to promote social inclusion in Bank programming through understanding how staff view social inclusion – what they know about it, how they deal with it and what they see as opportunities and constraints in working with a social inclusion approach; (ii) to serve the objectives of the Fund in promoting awareness of social inclusion and use of social exclusion analysis in operations work; (iii) to make potential users aware of the availability of support through the new ENLACE Social Inclusion Trust Fund and to better serve their needs; and (iv) to facilitate the implementation and continuing development of the ENLACE Social Inclusion Trust Fund. So far, the results have contributed towards creating demand for support from the ENLACE Social Inclusion Trust Fund and the establishment of a communications strategy for the Fund that emphasises dissemination of ENLACE project results and events. The survey will also serve to establish a baseline against which any changes in perceptions on social inclusion issues may be assessed in the future. Crucially, the survey results should serve the Bank by providing some recommendations and findings that may help to support and strengthen social inclusion commitments, noted as a priority, in the Bank's Renewed Strategic Framework.

The following research questions were addressed in the survey:

1. Do staff currently perceive social inclusion to be a priority in their work?
2. Do staff have a good grasp of social inclusion as an issue related to equity, entitlements and power?
3. Do staff perceive difficulties in managing a social inclusion agenda within their work?
4. Would staff like to receive more assistance to work on social inclusion issues in their work?

It was expected that survey results would indicate familiarity and demand for social inclusion initiatives, areas of priority and constraints in working on social inclusion issues and staff demand for technical assistance to support work on social inclusion.

2.3   Defining social inclusion and social exclusion: the criteria

To begin with it was necessary to establish a working definition of social inclusion and social exclusion in order to design the survey tool and to facilitate analysis of the results. The definitions utilised by the ENLACE Social Inclusion Trust Fund were followed for these purposes:

> *Social exclusion can be described as processes of multiple and cumulative disadvantage whereby individuals and groups face exclusion from any or all of the social, economic, political or cultural systems that determine group or individual integration in society, resulting in a chronic scarcity of opportunities and access to basic and quality services, labour markets and credit, physical conditions and adequate infrastructure, and the judicial system. Fundamentally, social exclusion is relational, being embedded in social interactions and relations founded on differences in status and/or power in both the formal and informal institutions of society*[8].

> *Social inclusion[9] can be described as the removal of institutional constraints and the enhancement of incentives to increase the access of diverse individuals and groups to assets and development opportunities[10]. Social inclusion interventions should always consider who is excluded, where, why and how. The UN describes an inclusive society as one "based on respect for all human rights and fundamental freedoms, cultural and religious diversity, social justice and the special needs of vulnerable and disadvantaged groups, democratic participation and the rule of law."[11]*

In addition to facilitating the design of the survey tool, these definitions, in conjunction with criteria drawn from various analytical frameworks[12], were used to develop the criteria against which respondents' open-ended answers could be analysed. The final pre-defined criteria selected were naturally quite wide given the need to allow space for free ranging responses but categorised into four broad groups. When analysing responses time was taken to verify whether any responses fell outside of the pre-defined criteria and the only category to emerge related to exclusion from IDB processes, which was then added to the criteria as a fifth category. The final criteria for analysing responses about social exclusion and social inclusion were as follows:

(i)   Social identity (i.e. exclusion related to identity: race, ethnicity, religion, gender, health status, disability, etc.).

(ii)   Access to assets and markets (labour and financial markets, basic services (including infrastructure).

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[8]   This definition follows that in the IDB ENLACE Trust Fund Operations Manual (2004) and is consistent with the IDB SDS/SOC definition in the Action Plan to Combat Social Exclusion caused by Race and Ethnicity.

[9]   A social inclusion approach is not appropriate for some groups, particularly un-contacted, isolated and voluntarily isolated indigenous groups, but these issues should be factored into social inclusion approaches at country level. SDS/IND is currently working on guidelines.

[10]   World Bank definition, http://lnweb18.worldbank.org/ESSD/sdvext.nsf/61ByDocName/ ResourcesonSocialAnalysisGlossaryofKeyTerms

[11]   United Nations, 2000. UN World Summit for Social Development, Programme of Action Ch4, paragraph 66. UN, New York.

[12]   IDB, 2003. Social Inclusion Trust Fund Operational Guidelines, Washington DC; IDB, 2004 ENLACE Social Inclusion Trust Fund Operations Manual, Washington DC; IDB Inter-Departmental Technical Working Group on Social Exclusion, 2002. Action Plan for Combating Social Exclusion Due to Race or Ethnic Background, Washington DC; Beal, Jo and Laure-Hélène Piron, 2005. DFID Social Exclusion Review. ODI, London.

(iii) Governance factors (i.e. institutional and political representation, participation, citizenship, rights, access to justice, access to information, allocation of government expenditure/resources).

(iv) Spatial factors (i.e. isolated/remote populations; urban marginalization; conflict areas; disaster prone areas).

(v) Exclusion from IDB processes (i.e. lack of participation of other stakeholders (particularly civil society and beneficiaries) in the design and execution of Bank operations; lack of attention in Bank operations and programmes to social impact issues).

This is further illustrated in Part II of the report, where survey results are dealt with in more detail.

III.   KEY FINDINGS AND RECOMMENDATIONS

The main findings and recommendations are presented in accordance with the key research questions posited when the survey was set up:

3.1   Do staff have a good grasp of social inclusion as an issue related to equity, entitlements and power?

A very high level of respondents illustrated a good grasp of social inclusion/social exclusion factors with 96% of them providing answers that fell into 3 of 4 predefined sets of criteria as discussed above, related to social identity, governance, and access to markets and other assets; whilst 97% of all respondents similarly identified corresponding factors in relation to social inclusion. It is of note that 64% of the responses about social exclusion related to social identity which may reflect the work of SDS/SOC[13] and regional experts of the Inter-Departmental Working Group on Social Inclusion raising the profile of exclusion related to race and ethnic background[14]; and the work of SDS/IND raising the profile of indigenous peoples as excluded people in the Region, especially through extensive work in the last couple of years to establish an Indigenous Policy and Strategy. In addition there have been regional initiatives that also address exclusion related to race and ethnicity[15]. It is also of note that 41.7% of responses referred to exclusion related to lack of access to assets and markets whilst 34.7% of responses referred to exclusion related to governance issues. Only the category concerning social exclusion related to spatial and geographical factors scored a very low response rate (2.8%). In addition, 8.3% of the responses related to exclusion from IDB processes with 10.9% of the responses recommending action to combat exclusion from IDB processes. Issues raised included lack of participation of other stakeholders in the design and execution of Bank operations; and allegedly low importance accorded to social impact issues in Bank projects.

3.2   Do staff currently perceive social inclusion to be a priority in their work?

Although a majority of respondents (92%) considered social inclusion to be relevant or very relevant to their work, a substantial number gave answers that indicate that social inclusion is not, in practice, a priority for the Bank. A large proportion (48.5%) of respondents indicated that the Bank's approach to social inclusion issues is limited, whilst a further 24.3% acknowledge that the approach may be limited but that it is a growing concern of the Bank.

3.2.1   Staff were asked about the extent to which they incorporate existing Bank strategies and priorities to support their work on social inclusion?

Responses indicate that staff already use a variety of instruments and mechanisms to facilitate their work on social inclusion including peer support from colleagues and team members (67% responses). In terms of existing Bank strategies and cross cutting priorities the following pictures emerged from the survey:

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[13]   SDS/SOC: Sustainable Development Department/Social Programmes Division.
[14]   The IDB Action Plan for Combating Social Exclusion due to Race or Ethnic Background has been working on these issues since 2001. In addition there have been numerous regional studies and work conducted.
[15]   E.g. Harbitz, Mia and Emma Näslund-Hadley, 2004. Guía Sobre Buenas Prácticas para la Inclusión Social de las Mujeres Afrodescendientes en Centro América, IDB, Washington DC.

3.2.1.1   Use of existing Bank strategies

Perceptions vary on levels of usefulness and validity of existing strategies regarding support for work on social inclusion. For example, the Modernization of the State Strategy, important to social inclusion objectives related to democracy, was said to be of low, no or unknown usefulness by 25% of respondents; while just over 30% registered similar responses on the use of the participation strategy, and 40% similar responses on the regional integration strategy.   In contrast 89% of the respondents categorised the Social Development Strategy as very useful or useful and 81% of the respondents categorised the Poverty Reduction and Promotion of Social Equity Strategy as very useful or useful. The level of responses registering "don't know" is also notable, especially for the Regional Integration Strategy (20%) and the Participation Strategy (18%), followed by the Modernization of the State Strategy (12%) and the Competitiveness Strategy (11%).

3.2.1.2   Emphasis on Bank cross-cutting themes in operational work

Environment, gender, participation and donor coordination are all Bank priorities at the operational level.   The majority of respondents rated all of these areas as important to their work on social inclusion.   However, whilst 97% of respondents rated participation as very important, 48% thought that it was difficult or very difficult to incorporate participatory processes into their work.   In terms of gender and environment 76% and 69% of respondents rated these areas respectively as very relevant or relevant.   Only 13% said that gender was a difficult theme to incorporate into their work and 16% said that environment was difficult.   With regard to donor coordination 81% rated this very relevant or relevant to their work but 38% said that it was difficult or very difficult to coordinate with donors (See Section 6.4).

3.3   Do staff perceive difficulties in managing a social inclusion agenda within their work?

Responses to this issue arose in various sections of the survey and tended to be mutually reinforcing: Forty-five percent of respondents indicated that there are challenges and constraints in managing a social inclusion agenda in their work in general (See Section 5.3.1) and 50% of respondents referred to constraints in incorporating social inclusion objectives when working with Bank instruments (See Section 5.2.1). Furthermore 38% of respondents said that it was difficult or very difficult to coordinate with donors and 43% indicated that it was difficult or very difficult to incorporate participation into their work (See Section 6.4).   Analysis of the responses reveals the following issues:

3.3.1   Motivation of team leaders and teams

Commitment of teams and team leaders is seen to depend upon a number of factors from competency in the subject area to the need to approve loans within timeframes that militate against ensuring that social inclusion objectives can be fully addressed.   The latter indicates a prevailing culture of approval in relation to quantity of loans but with few incentives to promote more results based outcomes.   Incorporating social inclusion objectives would require adequate time to inform the design and execution phases and would require follow up to evaluate outcomes.   This indicates the need to create other

kinds of incentives for project staff beyond loan approval rates, including recognition of staff time spent on ensuring that Bank priorities are incorporated into loan design phases.

3.3.2   Difficulties in incorporating participatory processes

This was seen to be a key but multifaceted challenge and points raised included:

(i)   Difficulties in fitting participatory processes into the project cycle, especially within given timeframes for approval, a factor that reinforces issues around the perceived emphasis on a culture of approval.
(ii)   How to consult with civil society groups and deal with consensus issues.
(iii)   Lack of knowledge of participatory methodologies and lack of guidance on this with respect to the project cycle.

Points (ii) and (iii) indicate a need for technical support in this area.

3.3.3   Difficulties in incorporating social inclusion objectives into loan projects

Respondents illustrated the need for guidance in a number of areas related to establishing social inclusion initiatives:

(i)   Technical support on social inclusion issues.
(ii)   How to address sectors not "*traditionally*" considered as social inclusion areas, such as infrastructure and energy.
(iii)   How to promote evidence based policies, projects and programmes that could better highlight social inclusion goals and achievements.

Respondents also referred to the use of technical cooperation (TC) projects to support the incorporation of Bank social development priorities in loans, with some noting the benefits of the TC system (e.g. team control, leverage upon loan negotiation; easy to set up) and others pointing out difficulties (e.g. TCs are not specific interventions and they provide only recommendations; TCs have little impact in influencing loans).

3.3.4   Constraints in negotiating social inclusion objectives with government partners

Fifty-seven percent of respondents said that there were constraints in negotiating social inclusion objectives with government partners (See Section 5.3.2). Responses could be grouped into the following categories:

(i)   Difficulties in negotiating the incorporation of social inclusion objectives with government partners, especially around sensitive political issues and also linked to issues of government sovereignty.
(ii)   Lack of Bank influence on country priorities.
(iii)   Lack of country ownership with regard to Bank priorities.
(iv)   Lack of government and local level capacity to deal with social exclusion issues.
(v)   General political constraints.

3.3.5   Lack of information to guide social inclusion interventions

Lack of data was noted as a constraint and the need for information to better identify and target excluded groups was emphasised.

3.4   Recommendations

The main recommendations related to these two key questions are grouped under headings related to key findings. The findings here are also corroborated by findings under section 3.5 and responses given in the next two sections (See Section 3.5 regarding what social inclusion support staff would like, and 3.6 regarding what the ENLACE Social Inclusion Trust Fund should address). All recommendations require the establishment and maintenance of high level strategic oversight of the Bank's social inclusion agenda. This will be crucial in order to ensure that the emergence of issues that fall under the rubric of social inclusion are not treated as disparate and isolated strands of work.

Leadership and policy

(i)   A high level working group could be established, with a remit to deliver against high level commitments to social inclusion within the Bank. This could include support to the mainstreaming of social inclusion as an overarching Bank priority that would consolidate, to some extent, the various Bank policies and strategies, and would bring the Bank group together under an operational framework directed towards reducing inequality and poverty. Senior level management commitment would be necessary to ensure progress towards achieving this goal.

(ii)   SDS in consultation with other policy departments and operational divisions could strengthen the existing Action Plan to Combat Social Exclusion.

(iii)   SDS, in collaboration with other policy departments and operational divisions, could lead the establishment of a Social Exclusion Index for al countries in Latin America and the Caribbean that would include priority factors and indicators to guide programming.

Programming

(iv)   The current PTI classification could be enhanced to include specific social inclusion criteria.

(v)   The incorporation of an analytical social exclusion framework into country strategy preparation and review processes would facilitate the provision of up to date information on exclusion issues and excluded groups; help programme teams to set objectives; facilitate country dialogues with government and other stakeholders on key social exclusion issues in the country; and would facilitate the preparation of policy dialogue papers (PDPs) and country strategy papers that incorporate social inclusion objectives relevant to the country context.[16]

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[16]   Notwithstanding political, cultural, social and financial constraints faced in negotiating social inclusion objectives with Bank partners, such data can provide the kind of evidence required to guide and leverage such discussions.

(vi)   The technical needs and incentives for project teams to mainstream an analytical social inclusion framework into their work requires further investigation, in consultation with project teams, to make practical recommendations in order to move this agenda forward.

(vii)   It is imperative to expand the data available on who and where the excluded populations are in the Region, including qualitative analysis on the parameters of exclusion in the given regional, country and sub-national contexts[17]. Departments that lead on data management and development effectiveness issues could promote social exclusion analysis in the context of supporting development effectiveness priorities, including work on social exclusion data and indicators.

Capacity Building/Training

(viii)   With the support of LRN[18], and other policy and operational departments, SDS could produce an operational guide on social inclusion issues and methodologies (including participatory methodologies and stakeholder analysis), backed up by training sessions.

(ix)   SDS could explore mechanisms for providing more direct technical support on social inclusion issues to operational divisions.

(x)   DEV and LRN, in collaboration with SDS, could provide technical guidance on the Rome Declaration on Harmonisation. Providing information on the Bank's technical and legal position on the harmonisation agenda and the relevance of working jointly on social inclusion objectives would help staff to support these objectives.   Given apparent staff concerns about the harmonisation agenda related to the opportunity costs of investing time in a climate of competing agendas, priorities, procedures and bureaucracies, the Bank might first address the opportunity costs and incentives for staff to invest in increased donor coordination activities.

(xi)   Staff would benefit from further practical guidance and support in operationalising the Bank's strategies.

Trust Fund Issues

(xii)   Investigation of the pros and cons of using trust funds to support social inclusion approaches (and to support other thematic priorities) might provide useful recommendations for a cohesive and accessible TC framework. Issues to consider would include donor behaviour (including preferences and conditions) and their effects upon coordination of trust fund efforts, with a view to making recommendations for improved coordination, fewer conditions and easier access.

3.5   Would staff like to receive more assistance to work on social inclusion issues?

The majority of respondents indicated that they would like to receive more assistance to work on social inclusion issues with 79% indicating that they would like more assistance

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[17]   It is important to be aware of issues related to fluid borders and the locations of trans-border indigenous populations that preceded the existence of the nation states.
[18]   LRN: Office of Learning.

to facilitate work on social inclusion, and 93% of these going on to give concrete examples of what they would like. These examples can be grouped into three areas:

(i)   Specific areas of technical assistance included the dissemination of more information on social inclusion issues (including seminars), training on social inclusion issues, more peer support, support to incorporate social inclusion in the development of TCs.

(ii)   Support in areas related specifically to development effectiveness including monitoring and evaluation, the need for better data and indicators.

(iii)   Technical assistance to work with civil society and on participatory mechanisms.

3.5.1   Recommendations

(i)   SDS in collaboration with LRN, and with support from Bank specialists with expertise in social inclusion issues, could establish a social inclusion training programme and develop tools to help staff work on different areas of the social inclusion agenda, including the areas highlighted in this report.

(ii)   A thorough analysis of staff incentives for incorporating social inclusion into operational work would illustrate the opportunities and constraints more clearly, and would also further highlight areas for support to staff.

(iii)   The identification and inclusion of social inclusion competencies into the Bank staff competency framework would be a useful tool for Bank staff and Bank management, especially where accompanied by training opportunities.

3.6   What should the ENLACE Social Inclusion Trust Fund address?

Staff were asked to give their opinions on what the ENLACE Social Inclusion Trust Fund should address and 91% responded, highlighting the following areas as priorities:

(i)   Development effectiveness themes such as evaluation of social inclusion approaches, data gathering and information systems, mapping and monitoring the situation of excluded groups, developing social inclusion indicators, research on opportunity costs of social exclusion.

(ii)   Technical support to IDB staff on social inclusion; and also demands for more responsibility devolved to country offices to design and manage projects.

(iii)   Support to governments, including capacity building for social inclusion in public policy, social sector public spending, monitoring and evaluation, support to legal systems promoting social inclusion.

(iv)   Support to communities including their participation in IDB projects, management, leadership and development.

(v)   Communication and dissemination of social inclusion work.

(vi)   Simple trust fund operational procedures, untied funding, support to loan preparation, and removal of counterpart funding conditions.[19]

These findings will be useful to all trust funds that incorporate social inclusion themes. They should also be useful for new trust fund initiatives in providing guidance on key staff preferences for trust fund operational management.

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[19]   ENLACE is untied, supports operational work and has simple and agile procedures. However, it does strongly encourage counterpart funding to reflect commitment, follow-up and sustainability of activities.

3.6.1 Recommendations

The demands illustrated above are a clear indication of the kind of capacity building that staff would like for themselves and for their government partners, and should be taken into account by TEC[20], LRN, INDES[21], SDS and trust fund managers in promoting social inclusion as a cross-cutting theme in the Bank. However, without senior management commitment and key messages that support the mainstreaming of social inclusion as a Bank priority then social inclusion initiatives will be undermined. Concerted efforts are required to consolidate senior management support for social inclusion, to consolidate, utilise and expand the large pool of knowledge on social inclusion in the Bank, and to promote the streamlining of social inclusion as an issue relevant to all Bank sectors and programmes.

There are also some clear messages for trust fund managers in the Bank and for donors with regard to making trust funds accessible to operational staff, with clear preferences for untied funds. These messages should be considered by TEC as the body with oversight of the majority of trust funds in the Bank, and the messages should also be conveyed to donor partners. Complicated trust fund procedures hamper the timely delivery of TC support for loan processes and tied funds contradict the ethos of social inclusion as well as imposing further cumbersome constraints that incur time and effort searching for national consultants from the donor countries who are equipped technically and have the language skills to do the job.

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[20]   TEC: Technical Cooperation Unit.
[21]   INDES: Inter-American Institute for Social Development.

IV. NEXT STEPS

This section concludes the main findings and recommendations of the survey. The research undertaken contributes to our knowledge of staff perceptions with regard to social inclusion and demand for social inclusion support at the operations level in the Bank. These recommendations should be the basis for discussions in the Bank that could be led by the dormant High Level Steering Committee on Social Inclusion or through a new high level working group, supported by a technical team that would include staff from SDS, LRN, TEC and the operational divisions, to consider the main findings and establish a framework for a consolidated Bank-wide approach to mainstreaming social inclusion as a priority in all Bank work. Reducing social exclusion and inequality in the Latin American Region and tackling poverty so that the majority of the Region's citizens can improve their economic and social well being is a clear Bank priority and one that can be addressed utilising a strong social inclusion analytical and operational framework.

The survey will stand also as an output of the ENLACE Social Inclusion Trust Fund that contributes to knowledge sharing in the Bank on social inclusion issues and the operation of the ENLACE Social Inclusion Trust Fund. It was originally envisaged that the survey would produce recommendations against which to measure the success of ENLACE implementation. However, the recommendations made are primarily outside of the scope of the ENLACE Social Inclusion Trust Fund, especially in terms of taking forward policy and operational capacity building issues. Furthermore, an early lesson from the ENLACE Social Inclusion Trust Fund is that such small trust funds[22], whilst undeniably useful in assisting staff to address social inclusion issues and providing scope for lesson learning from TC outcomes, cannot fund large numbers of projects nor engage in capacity building for Bank staff. Under the proportion of funding allocated to ENLACE it was estimated that only 12-15 projects might be funded over a period of 3 years. This is an issue for TEC to take forward in negotiating the potential and limitations of thematic trust funds with donors in the Bank, assessing the sustainability of mainstreaming priority issues through trust funds, and in attempting to gain support for thematic trust funds.

The Bank teams working on realignment of the Bank's structure should also consider the survey findings. The survey provides many insights into staff perceptions on constraints and opportunities that exist in working on social inclusion issues in the Bank and with partners that are highly relevant to the Bank's vision of tackling poverty and inequality in Latin America.

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[22] Approximately US$1.7 million over a period of 3 years.

PART II

ENLACE SOCIAL INCLUSION TRUST FUND

SOCIAL INCLUSION SURVEY

I.   SURVEY METHODOLOGY

1.1   The survey tool

An employee opinion survey tool was developed and implemented under the framework of the IDB-UK ENLACE Social Inclusion Trust Fund to elicit staff perceptions about the Bank's social inclusion agenda and work. Opinions about challenges and opportunities related to social inclusion as a cross-cutting agenda in the Bank were investigated from a number of perspectives with a view to obtaining information that would help: (i) to serve the objectives of the ENLACE Social Inclusion Trust Fund in promoting awareness of social inclusion issues across the Bank; (ii) to make potential users aware of the availability of funding for social inclusion initiatives and to better serve their needs; and (iii) to facilitate the implementation and continuing development of the ENLACE Trust Fund. The results should also serve operations policy managers to take forward social inclusion commitments, noted as a priority, in the Bank's Renewed Strategic Framework. Finally, the results should serve other trust fund managers working on social inclusion issues[23].

The survey questionnaire was designed and piloted in SO2, transformed into a web-based format by VPO/OMS[24], and applied in English and Spanish across Region 2 (RE2) at headquarters and country level via e-mail to the 158 professionals of the Region. Respondents were self-selecting and it is possible that those who did not respond were less interested in social inclusion issues.

The survey questionnaire was designed to include a mix of both open-ended and closed questions with a view to increasing understanding of subjective perceptions and experiences, and attempting to validate responses: the closed questions relate mostly to perceptions about levels of priority and importance given to social inclusion issues; open-ended questions were designed to give more depth to the closed questions but also to validate findings from these. Open-ended questions were analysed and grouped into categories according to responses in general, though against pre-defined criteria when considering definitions for social inclusion/social exclusion, as noted in Section 1.2 below. The results were evaluated to respond to the key research questions:

- Do staff currently perceive social inclusion to be a priority in their work?
- Do staff have a good grasp of social inclusion as an issue related to equity, entitlements and power?
- Do staff perceive difficulties in managing a social inclusion agenda within their work?
- Would staff like to receive more assistance to work on social inclusion issues in their work?

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[23] In particular the Multi-Donor Social Inclusion Trust Fund and the Markets and Governance for Poverty Reduction Trust Fund.

[24] IDB's Organization and Management Services Office.

It was expected that survey results would indicate familiarity and demand for social inclusion initiatives, areas of priority and constraints in working on social inclusion issues and staff demand for technical assistance with social inclusion issues.

People's perceptions are often the basis of the way they interpret events and understand the world around them, forming the basis of actions and behaviour. This kind of survey tool is therefore important to understanding beliefs and behaviour in the work place, and in this case, was especially useful to understanding perceptions on what social inclusion is, whether or not it is a priority, and what staff would like in terms of assistance to work on this theme. As such it is a potentially powerful tool to take the social inclusion agenda forward, presuming that senior management support the mainstreaming of social inclusion as a cross-cutting priority in the Bank's operational framework, and is specifically useful in understanding how to provide support to Bank staff through the ENLACE Social Inclusion Trust Fund.

1.2   Defining social inclusion and social exclusion: the criteria

A preliminary task in setting up the survey was the establishment of working definitions of social exclusion and social inclusion in order to set up the criteria against which survey responses could be assessed. The definitions utilised by the ENLACE Social Inclusion Trust Fund were followed for this purpose:

> *Social exclusion can be described as processes of multiple and cumulative disadvantage whereby individuals and groups face exclusion from any or all of the social, economic, political or cultural systems that determine group or individual integration in society, resulting in a chronic scarcity of opportunities and access to basic and quality services, labour markets and credit, physical conditions and adequate infrastructure, and the judicial system. Fundamentally, social exclusion is relational, being embedded in social interactions and relations founded on differences in status and/or power in both the formal and informal institutions of society*[25].

> *Social inclusion can be described as the removal of institutional constraints and the enhancement of incentives to increase the access of diverse individuals and groups to assets and development opportunities*[26]*. Social inclusion interventions should always consider who is excluded, where, why and how. The UN describes an inclusive society as one "based on respect for all human rights and fundamental freedoms, cultural and religious diversity, social justice and the special needs of vulnerable and disadvantaged groups, democratic participation and the rule of law."*[27]

These definitions, in conjunction with criteria drawn from various analytical frameworks[28], were used to establish criteria against which respondents' open-ended answers could be

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[25]   This definition is from the IDB ENLACE Trust Fund Operations Manual (2004) and is consistent with the IDB SDS/SOC definition, given in the Action Plan to Combat Social Exclusion caused by Race and Ethnicity.

[26]   World Bank definition, http://lnweb18.worldbank.org/ESSD/sdvext.nsf/61ByDocName/ ResourcesonSocialAnalysisGlossaryofKeyTerms

[27]   United Nations, 2000. UN World Summit for Social Development, Programme of Action Ch4, paragraph 66. UN, New York.

[28]   IDB, 2003. Social Inclusion Trust Fund Operational Guidelines, Washington DC; IDB, 2004 ENLACE Social Inclusion Trust Fund Operations Manual, Washington DC; IDB Inter-Departmental Technical Working Group on Social Exclusion, 2002. Action Plan for Combating Social Exclusion Due to Race or

analysed for content. The final pre-defined criteria selected were naturally quite wide given the need to allow space for free ranging responses but categorised into four broad groups. When analysing responses time was taken to verify whether there were any responses that fell outside of the pre-defined criteria and the only category to emerge related to comments about exclusion from IDB processes, which was then added as a fifth category.

The final criteria for analysing responses about social exclusion and social inclusion were as follows:

(i)   Social identity (i.e. exclusion related to identity: race, ethnicity, religion, gender, health status, disability, etc.).

(ii)   Access to assets and markets (labour and financial markets, basic services (including infrastructure).

(iii)   Governance factors (i.e. institutional and political representation, participation, citizenship, rights, access to justice, access to information, allocation of government expenditure/resources).

(iv)   Spatial factors (i.e. isolated/remote populations; urban marginalization; conflict areas; disaster prone areas).

(v)   Exclusion from IDB processes (i.e. lack of participation of other stakeholders (particularly civil society and beneficiaries) in the design and execution of Bank operations; lack of attention in Bank operations and programmes to social impact issues).

Ethnic Background, Washington DC; Beal, Jo and Laure-Hélène Piron, 2005. DFID Social Exclusion Review. ODI, London.

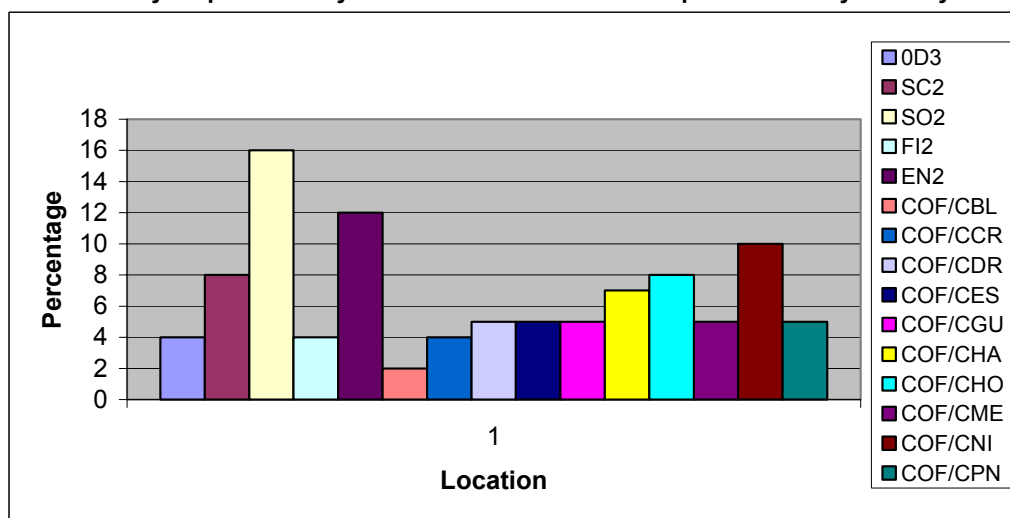## II. SURVEY RESPONSE AND RESPONDENTS

2.1 Survey sample

The sampling frame consisted of all RE2 professionals both at headquarters and in country offices. This allowed 100% sampling of the target group, constituting 158 specialists. The response rate was 47% (75 people) of which 56% responses were from the country offices and 44% from headquarters. The rate of response is very positive, indicating that social inclusion is of interest to a substantial number of staff members both at country level and headquarters in Region 2. In using a 100% sampling framework this also allowed for the dissemination of information on the existence of the ENLACE Social Inclusion Trust Fund for Social Inclusion to the entire target group of the Fund. The survey contained a specific section noting the inception of the new Fund and simultaneously requesting opinions on what the key functions of a social inclusion trust fund should be.[29]

2.2 Respondents by Region 2 Division and by Country Office

The highest response rate overall (16% of the total) was from SO2, which is not surprising given that the ENLACE Social Inclusion Trust Fund is managed from that division. However, efforts have been made to ensure a wide dissemination of information across RE2 to avoid perceptions that the Fund is only for SO2[30], including the application of this survey across RE2, the target group for the Fund. The response rate of 56% from the country offices is encouraging in that it reflects both an interest in social inclusion themes and in dissemination of Fund information to country offices. This should help to raise demand for the Fund from the country office level.

Figure 2.1   Survey respondents by RE2 Bank Divisions at headquarters and by Country Offices[31]

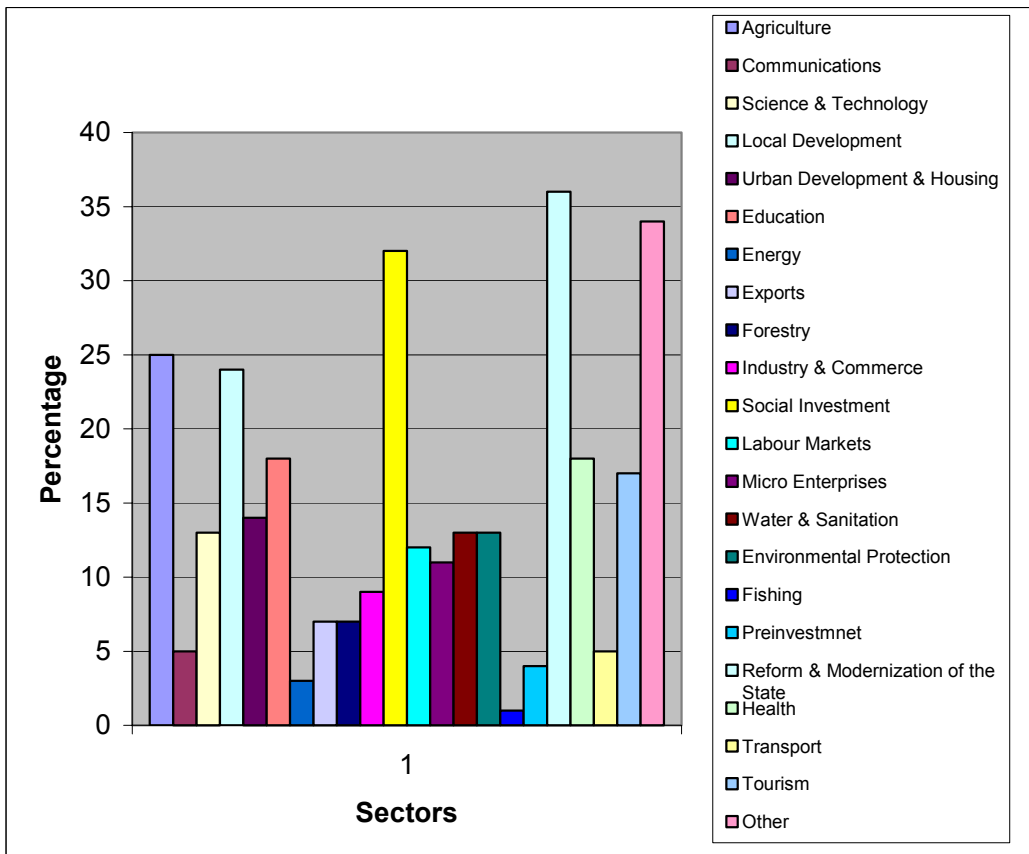[29] All RE2 offices at HQ and in country also received a copy of the Operations Manual.
[30] Such efforts also included the establishment of an ENLACE Technical Review Committee with representative from each of the five RE2 divisions (SO2, EN2, FI2, SC2 and OD3). There is also a TRC member from the SDS/SOC Social Inclusion Trust Fund in order to maximise the potential for collaboration on social inclusion issues and harmonize trust fund work.
[31] See Annex V for list of acronyms.

2.3 Respondents by Professional Background

The professional experience of the respondents was extremely wide-ranging, as shown in Figure 2.2. This is also encouraging given the cross-cutting nature of social inclusion work and hopefully reflects the interest of respondents in applying to the Fund for social inclusion support. The survey results benefit from such a wide-range of experience brought to bear in the responses.
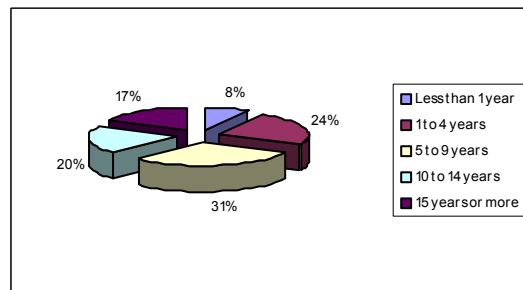
Figure 2.2   Survey respondents from Region 2 by Professional Background

2.4 Respondents by years of experience working in the IDB

Finally, the survey is strengthened by the number of years of respondents' working experience in the Bank. Only 8% of respondents have worked in the Bank for less than 1 year, whilst 68% have worked in the Bank for 5 years or more, and 37% for 10 years or more.

Figure 2.3 Respondents by years of experience

III. DEFINING SOCIAL EXCLUSION AND SOCIAL INCLUSION CONCEPTS

3.1 Defining social exclusion and social inclusion: staff perceptions

This section begins to deal with three of the four research questions:

(i)   Do staff currently perceive social inclusion to be a priority in their work?
(ii)   Do staff perceptions on social inclusion currently include key issues related to equity, entitlements and power?
(iii)   Do staff perceive difficulties in managing a social inclusion agenda within their work?

Given the Bank's prioritisation of social inclusion in the Renewed Strategic Framework, it is reasonable to hypothesise that social inclusion is not a new concept within IDB but rather one that has currency and is generally conceptually understood and accepted. To assess the validity of this assumption, and to assess the research question with regard to staff perceptions on social inclusion as it relates to equity of opportunities, access to entitlements and the issue of power relations, respondents were asked, through open-ended questions, to define social exclusion and social inclusion respectively.

Difficulties in dealing with open-ended questions include the randomness of responses and limitations on the depth to which complicated responses can be analysed. In order to provide some structure the responses were grouped according to predefined criteria for social inclusion/exclusion as described above under Section 1.2 and illustrated below in Table 3.1. This does not do justice to the fact that most respondents recognised these concepts as complicated, relational and multi-dimensional but it does show the relative weight that respondents gave to certain issues overall. Many responses fell into more than one category and could therefore appear in none, one or multiple categories. An extra criterion, not predefined, arose from the responses that highlighted exclusion related to IDB processes. For example, lack of opportunities for other stakeholders to be involved in planning and execution of programmes.

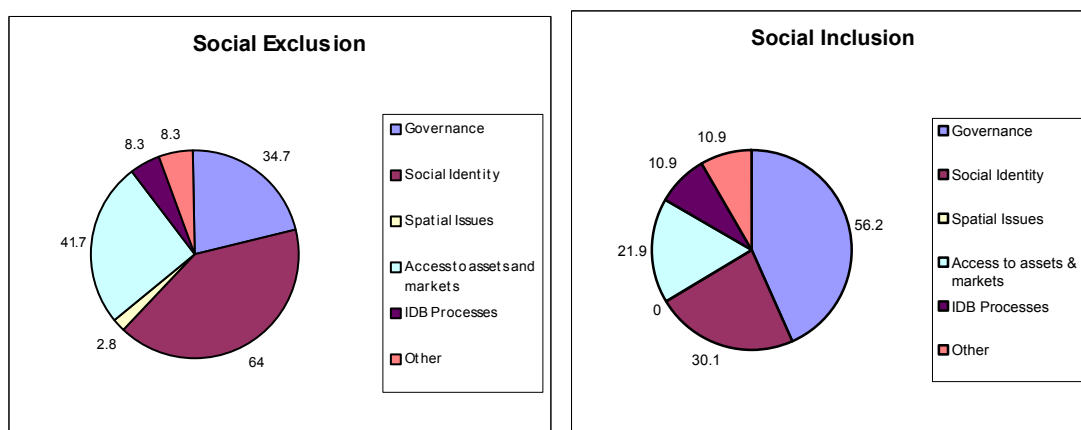**Table 3.1   Defining social exclusion and social inclusion: staff perceptions**[32]

	Social exclusion % responses	Social inclusion % responses
Social identity Exclusion related to social identity: stigma, discrimination associated with race, ethnicity, culture, religion, caste, age, disability, health status (including HIV/AIDS).	64	30.1
Access to assets and markets Exclusion from assets and markets, including labour and financial markets (access to credit), basic services (health, education, water and sanitation, social protection infrastructure & services, environmental sustainability).	41.7	21.9
Governance issues Lack of institutional and political representation from national to local level of government; lack of participation in political processes; unequal access to government expenditure/resources; lack of rights (civil/human), lack of social contract.	34.7	56.2

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[32]   None of the respondents noted issues related to addressing social inclusion in groups who may not want to be "included" for a variety of political, cultural, social and/or historical reasons.

	Social exclusion % responses	Social inclusion % responses
Spatial issues Spatial exclusion based upon region or place of abode – for example, isolation/distance from political centres; lack of communication/ infrastructure; urban marginalisation; local circumstances (war, conflict, disasters).	2.8	0
IDB processes Exclusion from IDB processes, including lack of participation of other stakeholders (particularly civil society and beneficiaries) in the design and execution of Bank operations; and not considering social impact issues.	8.3	10.9
Other Those that did not fall into any of the previous criteria.	8.3	10.9

The response rate to these two questions was very high, with 96% of all respondents answering the social exclusion question and 97% the social inclusion question. Both sets of responses illustrate high levels of awareness against 3 of 4 predefined sets of criteria (social identify, access to assets and markets and governance), whilst both sets of responses show a low awareness of spatial/geographical issues as factors of social exclusion/inclusion. A fifth category arose from answers to the open-ended questions, pertaining to the role of the Bank, particularly in terms of the participation of stakeholders in Bank processes. The emergence of this category, although not so strongly emphasised as governance, social identity and access to assets and markets issues, does indicate that there are some concerns amongst Bank staff about perceived exclusion from Bank processes and could form a basis upon which to construct further dialogues on social inclusion with Bank staff.

The following charts show more clearly the weight given to each of the criteria.

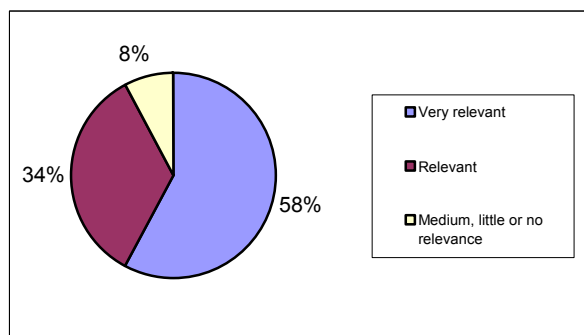## IV. HOW DOES THE BANK APPROACH SOCIAL EXCLUSION AND SOCIAL INCLUSION ISSUES? STAFF PERCEPTIONS

4.1 Staff perceptions on the relevance of social inclusion and social exclusion concepts in operational work

To further assess the validity of the hypothesis that social exclusion/inclusion are not new concepts within the Bank and to assess the research question about what priority staff give to these in their work, respondents were asked to declare how relevant social inclusion and social exclusion concepts are in their work and then asked to describe how the Bank tackles these concepts in practice.

Social exclusion and social inclusion concepts are clearly important to the work of the respondents in operational divisions, as illustrated in the chart. In conjunction with the high level of responses against three of the predefined criteria for discussing social inclusion/social exclusion concepts this indicates that quite a number of staff are familiar with social exclusion issues and see them as a priority in their work.

Figure 4.1 Staff perceptions on relevance of social inclusion/exclusion concepts in IDB work

Legend:
- Very relevant
- Relevant
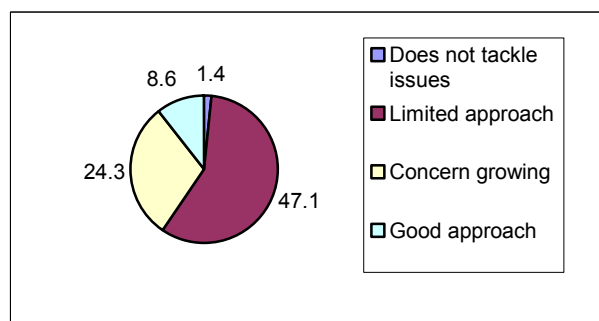- Medium, little or no relevance

58%, 34%, 8%

4.2 Staff perceptions on how the IDB approaches social exclusion and social inclusion themes

The response rate for this open-ended question was 93% of all respondents. The responses were analysed and grouped according to response categories, and responses could appear in multiple categories. Two major approaches to this question were detected: responses that included reference to whether the Bank approached the concepts *well* or not; and responses that included references to *how* Bank work takes account of these concepts.

4.2.1 Staff perceptions on *how well* the Bank approaches social inclusion/exclusion issues

A substantial number of respondents indicated that the Bank's approach to social inclusion/social exclusion issues is very limited though very few respondents said that the Bank does not tackle the issues at all. However, 24.3% respondents reported that concern about these issues is growing. This may be a reflection of a number of recent initiatives: the establishment of the new strategic framework; the work of

Figure 4.2 Staff perceptions on how well the Bank approaches social exclusion/inclusion issues

Legend:
- Does not tackle issues
- Limited approach
- Concern growing
- Good approach

8.6, 1.4, 24.3, 47.1

SDS/SOC and regional experts of the Inter-Departmental Working Group on Social Inclusion raising the profile of exclusion related to race and ethnic background; the work of SDS/IND raising the profile of indigenous peoples as excluded people in the region through their work to establish an Indigenous Policy and Strategy; and operational work carried out by regional divisions.

SELECTION OF RESPONDENTS' COMMENTS

"Solamente un círculo reducido del Banco está convencido de que es un tema inevitable en la verdadera democratización de los países de la región y por esto un tema inevitable en las operaciones del Banco. Es natural que el tema haya sido abordado de forma tímida en el Banco porque representa un cambio de mentalidad para muchos de los funcionarios y no es fácil imponerlo de la noche a la mañana. Es un proceso que toma tiempo. El BID lo aborda muy limitadamente a reuniones puntuales de consulta (y no como el proceso y la actitud continuos que debe ser) y a pequeñas operaciones de cooperación técnica enfocadas en poblaciones tradicionalmente no representadas (mujeres, etnias, etc.)"
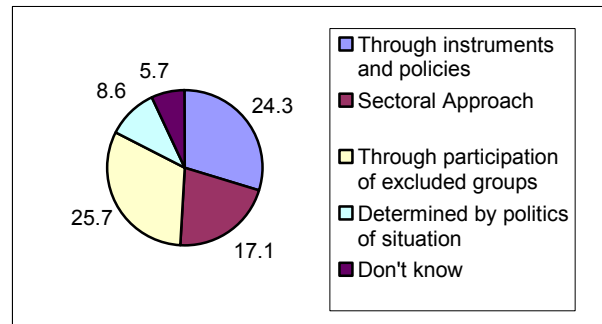
El Banco está en proceso de incorporar los temas de inclusión social en sus programas y proyectos, faltando un mayor énfasis en los ejercicios de programación a nivel de los países. Hay ciertos avances en materia de políticas y estrategias que favorezcan la inclusión, tal el caso del marco estratégico para el desarrollo con identidad. Pero falta mucho por hacer, desde sensibilizar y capacitar a sus funcionarios hasta asignar presupuesto suficiente para insertar el enfoque de inclusión social de manera transversal en sus actividades.

La inclusión social es muy importante para el Banco y al considerar que tiene un impacto en los proyectos, él lo está abordando positivamente.

4.2.2 Staff perceptions on how the Bank approaches social exclusion/inclusion issues

This chart shows that a significant number of respondents consider the Bank's approach to social inclusion to be related to policies and instruments and to participation of excluded groups. Whilst the data presented does not show the aggregated results of responses (i.e. quality of approach related to how the Bank approaches the issues) it should be remembered in considering the following chart that a majority of respondents believe the Bank approach to be limited.

Figure 4.3 Staff perceptions on how the Bank approaches social exclusion/inclusion issues

- Through instruments and policies — 24.3
- Sectoral Approach — 17.1
- Through participation of excluded groups — 25.7
- Determined by politics of situation — 8.6
- Don't know — 5.7

SELECTION OF RESPONDENTS' COMMENTS

"En la última década el tema se ha venido abordando de una manera creciente. A través de varias iniciativas innovadoras, creación de SDS (POV, WID, IND), creación de RES, creación de La iniciativa de Capital Social y Ética, Más recientemente el concepto de Development Effectiveness, el desarrollo de la dimensión de Participación Ciudadana incluida en los proyectos y la publicación de las estrategias del Banco."

Considero que el BID hace un esfuerzo razonable para incluir a la sociedad civil en los proyectos que afectan el entorno en que se desarrollan.

Muy limitado a un concepto de lo social relacionado con pobreza, educación, salud, vivienda básica, como si "social" fuese asimilable básicamente a pobreza.

Not very well. It works too closely with the traditional agents of social exclusion – the governments, the formal civil service and the articulate and often elite members of civil society.

De caso por caso y dependiendo del tamaño del país. Debería existir una política realista y práctica sobre este tema.

To sum up this section, whilst it is clear that respondents do see social exclusion issues as a priority in their work and gave definitions of social exclusion and inclusion that related largely to overarching pre-defined criteria for the survey analysis, there is nevertheless an overall sense that the Bank does not approach the theme sufficiently well. This may be to do with timing: although the Bank has highlighted social inclusion as a cross cutting priority, the various strategies have only recently been approved, with some still being prepared. It takes time to mainstream multifaceted concepts, such as social inclusion, and the support and incentives from management must be strong for these concepts to be fully mainstreamed into operations work, taking advantage of the lessons learned from innovative social inclusion initiatives that arise in some operational work. These results therefore indicate the need for more concerted senior management support, more technical support and the provision of more financial resources to undertake the exploratory work often required to understand the parameters of social exclusion, undertake participatory processes and establish social inclusion approaches.

Much is made of the use of TCs to support work on thematic issues but these resources depend upon the operational frameworks[33] laid down by the donors funding the many and varied trust funds, some of which though they have similar themes have different criteria (including levels of restrictions) for applying. This raises the issue of sustainability of funding for social inclusion work (changing donor preferences included), and the need for a more cohesive stream-lined approach. Fewer donor restrictions and improved Bank controlled resources would improve this situation, as well as the streamlining of TC funding rules.

4.3   Recommendations

A high level working group on social inclusion is required, with a remit to deliver high-level commitment to social inclusion within the Bank, to set some key priorities, to guide and liaise with the various trust funds that support social inclusion, and to consider how to improve trust fund coordination for social inclusion issues.

A high level working group on social inclusion could, with TEC and SDS, review the efficiency of TCs as the main funding source for Bank social inclusion priorities and address potential options that are less subject to donor preferences and more aligned with Bank priorities.

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[33]   Including themes, priority countries, and whether resources are tied or untied.

V.   WHAT ARE THE OPPORTUNITIES AND CONSTRAINTS IN WORKING ON SOCIAL EXCLUSION AND SOCIAL INCLUSION ISSUES? - STAFF PERCEPTIONS

To test the hypothesis that social inclusion is not a new concept but rather one that has currency and is generally conceptually understood and supported, given that social inclusion is specifically highlighted as a priority in the Renewed Strategic Framework of the IDB, two of the key research questions are:

I.   Do staff perceive difficulties in managing a social inclusion agenda within their work?

II.   Do staff need and want more assistance to work on social inclusion issues in their work?
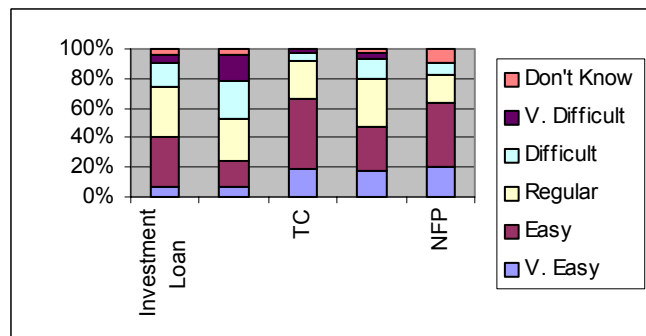
These questions have a number of parameters:

•   It is important to know whether staff perceive difficulties in managing a social inclusion agenda within their work and what assistance staff might require.
•   The information may serve Bank management to consider the wider implications and potential actions with regard to Bank priorities to promote social inclusion.
•   This information is important in terms of what the ENLACE Social Inclusion Trust Fund and the Multi-Donor Social Inclusion Trust Fund might provide by way of assistance to fund users, and may serve other thematic trust funds as well.

In order to understand constraints and needs it is important to analyse the areas where staff feel that they can and cannot deal easily with these concepts in their work. Questions were included to assess constraints, areas of opportunity, and support requirements.

5.1   How easy or difficult is it to include social inclusion objectives when working with standard Bank instruments?

Respondents were asked to rate Bank instruments on a sliding scale regarding perceptions of levels of ease or difficulty in establishing social inclusion objectives. Perhaps not surprisingly TCs and Non-Financial Products (NFPs) were considered to be the easiest instruments to use to support social inclusion objectives, as these are funded on a non-reimbursable basis with few demands from government partners.   More difficulties were perceived with country strategies, sectoral loans and investment loans. This may reflect the extent of political negotiation required in designing loans with and for the recipients at country level (see Section 5.3.2

Figure 5.1 Staff perceptions on addressing social inclusion through Bank instruments

regarding constraints related to working with government partners on social inclusion issues). The challenge therefore is not simply related to the mechanism per se but to strategies for raising the social inclusion agenda within the Bank and with borrowing countries.

5.2 Why is it easy or difficult is it to include social inclusion objectives when working with standard Bank instruments?

To give some depth to the question on how easy or difficult it is to incorporate social inclusion objectives into Bank instruments, respondents were asked to give further information through an open-ended question with regard to specific instruments, to be chosen by the respondent. This question was not well answered, indicating that it was not well stipulated. The desired responses would have considered specific instruments and given examples of how and why it may have been easy or difficult to incorporate social inclusion objectives into these whereas respondents answered in more general terms, in fact pre-empting subsequent questions. Whilst the answers are therefore not specific to the instruments they do give some insight into how people view the issue of incorporating social inclusion themes into various aspects of their work.

SELECTION OF RESPONDENTS' COMMENTS

Los prestamos en mi sector se diseñan en base a grupos metas a atender. Si esta definición es efectiva, los mecanismos de focalización no son complicados de establecer. Sin embargo, este es un nivel muy básico, si bien es efectivo. Pero si se aspira, por ejemplo, a introducir mecanismos que apoyen una participación mas relevante de los beneficiarios en los procesos, esto se complica por las limitantes de tiempo que se establecen en la preparación de las operaciones.

Las cooperaciones técnica son instrumentos encaminados principalmente a la producción de estudios que no necesariamente debembocan en acciones concretas, sino que, por lo general sirven para estructurar sobre ellos un proceso racional de toma de decisión.

The Bank is doing a much better job with their non financial products. It is especially helping to identify inclusion issues by helping to generate information about different population groups - i.e. the Mecovi project. Also, RES analysis of the household surveys has helped to reveal interesting policy challenges for excluded groups, (esp. in terms of labor market conditions, income, education, etc.)

En un préstamo sectorial se puede acordar con el gobierno una reforma que posibilite algún objetivo de inclusión social, pero hacer que en la práctica se desarrolle es difícil.

The incorporation in specific lending instruments requires the development of tools that can be easily applied by Bank project teams counterparts alike. The incorporation of the issue into country strategies might be easier conceptually because there are analytical categories that can be used. The issue however is the introduction of the theme into the thinking of the counterpart governments.

Es fácil, en la medida en que en un préstamo se consideren medidas para que las personas excluidas socialmente accedan a los beneficios sociales. Para eso están los proyectos de reducción de pobreza. En la TCs resulta difícil que haya impacto en el corto plazo, porque la mayoría de los recursos están dirigidos a financiar estudios o consultorías, más que intervenciones concretas para eliminar las barreras para la inclusión social. Los préstamos sectoriales creo que son los que menos impacto tienen, porque se incorporan medidas políticas que tienden a tener un bajo impacto real.

A country strategy is really geared to the lending pipeline of the bank so its central focus is not poverty but fiscal balance and the promotion of lending.

PBLs for instance are based on policy and there may be difficulties in determining the exact beneficiaries of these activities. Other projects may by easier since they can be more focused to include more groups who can be directly benefited

The loans/instruments are driven by disbursement and efficiency goals. Thinking in social inclusion terms complicates the procedure and probably prolongs the approval process.

Porque beneficiarios de las operaciones pueden ser conocedores de las necesidades de la población pero no necesariamente tener el nivel técnico para tomar parte de las decisiones de las operaciones macro del Banco. // Hay una gran brecha entre el nivel micro de las necesidades de las poblaciones tradicionalmente no representadas y el nivel macro de los objetivos de las operaciones Banco. Es más fácil cerrar esta brecha en operaciones pequeñas (y más locales) que en operaciones grandes.

Ninety percent of respondents gave further detail on their perceptions as to why it might be difficult or easy to incorporate social inclusion into Bank instruments. From these, it was possible to determine three overall patterns within responses:
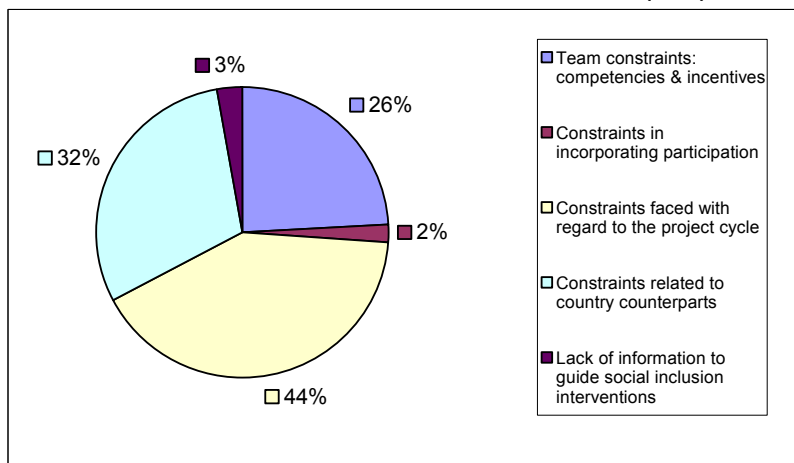
(i)   Those who specified how/why it might be difficult (50%)
(ii)   Those who noted how/why it might be easy to incorporate social inclusion into Bank instruments (26%)
(iii)   Those who indicated the need for certain pre-conditions (19%)

Within these sets of responses further patterns were observed as illustrated in the Figures below.

5.2.1   Constraints perceived by staff in incorporating social inclusion issues into Bank instruments (50%)

Amongst responses that dealt with constraints it was possible to observe 5 main categories though few of these highlighted specific Bank instruments, but rather concentrated on general difficulties of incorporating social inclusion into their work, with 44% referring to constraints within the project cycle and some mention of Bank instruments:

**Figure 5.2   Constraints perceived by staff in incorporating
social inclusion issues into Bank instruments (50%)**

Constraints faced within teams (26%): these responses largely dealt with lack of motivation of the team leaders and lack of experience of team members in dealing with social inclusion issues.

Constraints faced in incorporating participatory processes (2%):[34]   Responses highlighted the difficulties in incorporating participatory processes through Bank instruments, including difficulties in holding dialogues and reaching consensus with civil society; lack of staff competencies in participatory methodologies; lack of guidance to Bank staff on how to incorporate participatory methodologies; lack of time available in loan processes to incorporate meaningful participation.

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[34]   Although only 2% of staff noted constraints with regard to participatory processes in an open question related to Bank instruments, when asked directly 43% respondents said that participation incorporating participatory processes into their work is difficult (See Section 6.4).

Constraints faced in incorporating social inclusion into the project cycle (44%): Responses included: the tendency for a social inclusion approach to complicate setting objectives within the various Bank instruments (notably loans) and thereby prolong the approval process; lack of funding for social inclusion activities; the tendency of social inclusion policies to reduce the efficiency of projects that seek to maximise investment; lack of accountability to ensure that intended social inclusion goals are operationalised; the tendency of sectoral loans to focus on fiscal gaps and also the lack of monitoring; concentration on fiscal balance and the promotion of lending, rather than on poverty; difficulties in determining the exact beneficiaries in PBLs; claims that TCs are not specific interventions and have little impact on influencing loans.
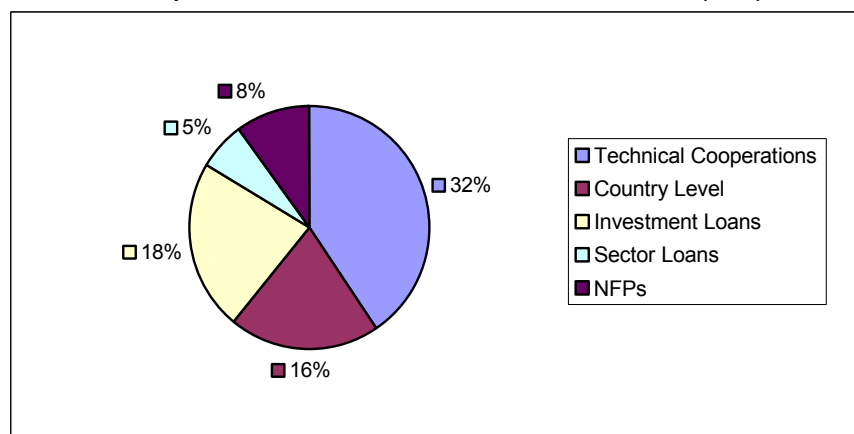
Constraints related to country counterparts (32%): Responses indicated: difficulties in negotiating social inclusion reforms in sectoral loans with government; political nature of sectoral loans seen to limit likely social inclusion impacts; lack of government attention to excluded populations in national plans; lack of government incentives/motivation to address socially excluded populations; lack of Bank influence on country priorities; lack of country ownership with regard to Bank priorities.

Lack of information to guide social inclusion interventions (3%): Responses noted lack of data and difficulties in establishing cause and effect to create practical links between loan conditions and desired social inclusion results.

5.2.2 Staff perceptions on how/why it might be easy to incorporate social inclusion into Bank instruments (26%)

Amongst responses that dealt with how easy it might be to incorporate social inclusion objectives into Bank instruments, responses fell into 5 categories:

Figure 5.3   Staff perceptions on how/why it might be easy to incorporate social inclusion into Bank instruments (26%)

Technical Cooperation projects (32%): The largest proportion of responses indicated the ease of incorporating social inclusion objectives into TCs for a variety of reasons: ease of obtaining TC approval; ease of using TCs to leverage social inclusion issues as they are non-reimbursable; ease of using TCs to target vulnerable and excluded groups; because TCs are controlled by teams and therefore they can incorporate issues if they wish; because TCs largely focus on research; because TCs are simple to do.

Country level (16%): Sixteen percent of responses concerned opportunities to address social inclusion in country processes. These included country strategies, especially where there are national programmes to address poverty and/or where there is research to support social exclusion analysis.

Investment loans (18%): Eighteen percent of responses referred to opportunities to incorporate social inclusion into investment loans for reasons that included the ease of identifying beneficiaries and incorporating analysis on the situation of beneficiaries; and the ease of identifying indicators.
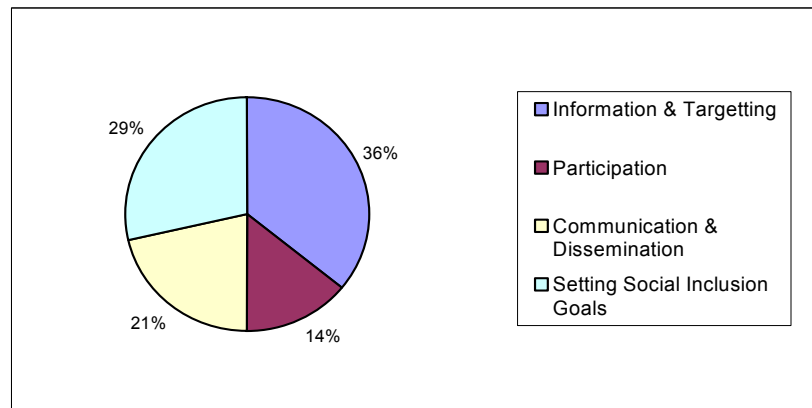
Policy Based Loans (5%): Five percent of responses indicated the ease of addressing social inclusion objectives in social sector loans for reasons that included the ease of assessing and addressing the needs of the population in the social sector; and because the Bank can decide what sector it wants to work in.

Non-Financial Products (8%): Eight percent of responses pointed to the ease of incorporating social inclusion themes into non-financial products largely because these concentrate on research and dissemination of findings.

5.2.3   Staff perceptions on the need for certain pre-conditions in order to promote social inclusion objectives (19%)

Of those who noted the necessity for preconditions in order to promote social inclusion themes in instruments within the Bank, responses included:

Figure 5.4   Staff perceptions on the need for certain pre-conditions in order to promote social inclusion objectives (19%)

The need for information to better target excluded groups: Responses included the need to identify beneficiaries, focus loans on target populations, take account of target populations specified in national poverty studies and strategies; generate information about excluded groups, target finances towards the most excluded populations.

Participation: Suggestions included the need for teams to incorporate systematic stakeholder participation into Bank instruments, promotion of participatory methodologies for operational staff, and evaluation of participatory processes in Bank instruments.
Communication and Dissemination: Responses included the need for research on social inclusion and exclusion themes, more analysis on these themes, sharing of

lessons and best practices; more discussion of the concepts, indicators and tools that can help staff.

Setting social inclusion objectives: Responses included the need to prioritise social inclusion and set clear social inclusion goals; the need to address sectors not traditionally considered with regard to social inclusion (such as infrastructure and energy) as well as to continue to focus on the traditional sectors (water, sanitation, health, education); the need to promote evidence based policies and programmes.

These results are useful in terms of considering general constraints and opportunities, and for providing input for further qualitative research. Responses indicate a need for management support in prioritizing social inclusion goals; clear policy and practical guidance (including guidance on incorporating social inclusion objectives into project cycle time frames); support to staff to expand participatory methodologies and social exclusion analysis; improved data collection on social exclusion; and both technical assistance and advocacy on social exclusion issues for borrowing country governments.

5.2.4   Recommendations

SDS, LRN and INDES could prioritise social exclusion analysis and participatory methodologies, including stakeholder analysis for Bank staff and counterparts.

RES and DEV could prioritise the generation of improved information and data on excluded groups, including expanding standard data to include more social, cultural and political indicators.

Specific funding could be earmarked to assist project teams gather the data and information required to facilitate a social inclusion approach in loan design and execution and improve evidence based programming.

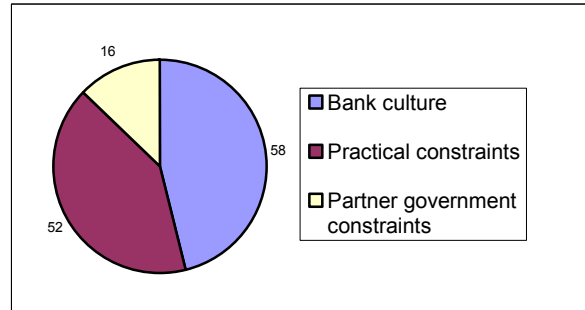### 5.3   General constraints perceived in working on social inclusion/exclusion issues

As noted, many of the free responses given in relation to the above subsection on incorporating social inclusion objectives through Bank tools largely pre-empted this section on general constraints in working on social inclusion issues. However, it is possible to use these sets of responses for validation purposes. Survey respondents were asked a series of questions related to whether or not they perceived any constraints in working on social inclusion themes within the Bank or with government partners.

5.3.1   Staff perceptions of constraints related to working in the Bank on social inclusion issues

Respondents were asked to indicate whether or not they face constraints from within the Bank in working on social inclusion issues (e.g. conceptual, operational, managerial, other). The overall response rate to this question was 98%, with 45% of respondents saying that such constraints exist, whilst 55% said that they did not.

Those who stated that constraints did exist were asked to give examples. Of the 45% of respondents who indicated that constraints exist, 93% of these respondents subsequently gave answers that could be grouped into three main categories: constraints related to the culture of the IDB (58% responses); practical constraints (52% responses); and constraints related to borrowing country governments (16%):

Figure 5.5 Staff perceptions of constraints in working on social inclusion objectives

SELECTION OF RESPONDENTS' COMMENTS
"*La limitante es la cultura imperante en el Banco de que trabajar en inclusión social representa ir en contra de las instituciones cuando esto es precisamente lo contrario: un buen trabajo en inclusión social debería fortalecer las instituciones, los partidos políticos y los gobiernos. Esta cultura también tiende a apoyar por política con operaciones de gran volumen a gobiernos de turno aunque ellos practiquen exclusión social.*"

"*Los niveles gerenciales son claves para operacionalizar las políticas, estrategias y acciones de inclusión social. Hay que invertir recursos en su sensibilización y crear incentivos que les motive a incorporarlo.*"

"*Limitantes conceptuales: cuando falta establecer y concientizar (dentro del Banco) sobre formas sutiles de exclusión, o sobre los impactos indirectos de decisiones de política en sectores no sociales.*"

"*Creo que falta difundir los conceptos y los mecanismos operativos para que la temática sea tratada por los equipos.*"

"*It is obvious that the governments are not always interested in these issues, i.e. to give more power to the ordinary people or specific minorities, and the bank generally follows what the government wants.*"

"*Questions about participation and human rights are not welcomed in some peer reviews or CRGs because they slow down the process.*"
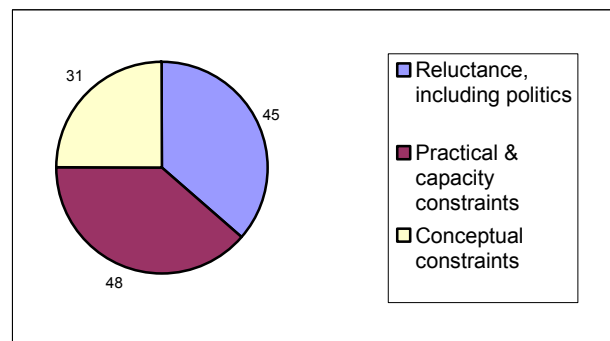
"*Es una "moda" no un criterio serio de política.*"

5.3.2 Staff perceptions of constraints related to working in the government partners on social inclusion issues

Respondents where ask to specify whether or not they believe that they faced constraints in working with government partners on social inclusion issues. Whilst this issue was raised in some of the responses to the previous question on perceived constraints within the Bank (16%), 100% of all respondents went on to answer this question, with 57% of these respondents saying that such constraints do exist whilst 43% said that they do not.

Figure 5.6 Staff perceptions of government constraints related to working on social inclusion issues

Those who noted constraints (57%) were asked to give examples and all but one subsequently responded giving answers that could be grouped into three main categories: constraints related to reluctance on the part of government, including

political issues; practical constraints; and lack of capacity, and conceptual constraints related to understanding the nature of social exclusion and the problems association with social exclusion.

SELECTION OF RESPONDENTS' COMMENTS

"*Porque los gobiernos en su mayoría están más preocupados en cómo consolidarse en los cuatro o cinco años que tienen en el poder, para poder seguir disfrutando de él, que en generar cambios importantes que transfiera el poder a los ciudadanos.*"

"*I have encountered ignorance and prejudices among counterparts that made it very difficult to include affirmative actions or activities related to social inclusion. I have also encountered national counterparts that seem to pay lip-service to the issue for political gains, but that when it comes down to it do not pull through.*"

"*No cuentan con recursos para hacerlo, o voluntad política.*"

"*Falta de consolidación de conocimientos y conciencia sobre la profundidad del tema*"

A significant number of respondents (57%) indicated that they do perceive constraints in working in the Bank and with government partners on social inclusion issues. This indicates a need for management support in prioritizing social inclusion goals and allocating resources to pursue such goals; practical guidance; staff learning opportunities; and both technical assistance and advocacy on social exclusion issues for borrowing country governments.

Overall findings indicate that staff perceive significant constraints in addressing social inclusion in their work. Whilst Section 5.2 was intended to discuss mainly the issue of incorporating social inclusion into Bank instruments and 5.3 general constraints perceived by staff in working on social inclusion, respondents largely interpreted constraints related to both sections generally. The results from Section 5.2 do indicate that the operational cycle presents difficulties in incorporating social inclusion objectives, reinforcing and validating the results of Section 5.3 referring to considerable general constraints.

See 5.2.1 (above) **Constraints related to Bank instruments** **(by percentage of responses)**		See 5.3.1 (above) **General constraints** **(by percentage of responses)**	
Team constraints, competencies and incentives	26	Bank culture	58
Project cycle constraints	44	Practical constraints in working in the Bank	52
Constraints related to country counterparts	32	Constraints related to partner governments	16

5.3.3   Recommendations

Senior management should prioritize social inclusion in operational work as a means of tackling poverty and inequality, drawing on existing Bank strategies to reinforce key messages and to set some key criteria.

The incorporation of social exclusion analysis into country strategy preparation processes as inputs for the Policy Dialogue Papers and the Country Strategy Papers

would be a base around which to negotiate social inclusion objectives with governments and facilitate the development of social inclusion objectives within country portfolios.

LRN and SDS could address the issues of operational incentives and staff competencies, working on a social inclusion learning programme and investigating staff incentives to work on social inclusion issues with a view to better understanding the constraints and opportunities in the incentive system.
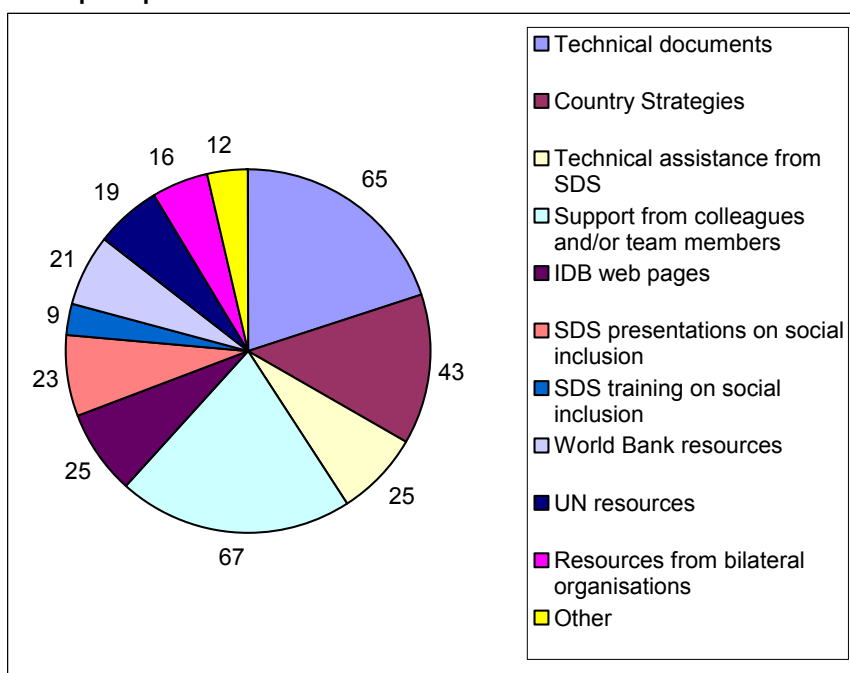
VI.   HOW STAFF RATE BANK STRATEGIES, POLICIES AND RESOURCES IN RELATION TO WORKING ON SOCIAL INCLUSION ISSUES - STAFF PERCEPTIONS

Given that the Bank has a renewed institutional framework that includes specific strategies, policies and other documents to support the implementation of this framework, staff were asked a series of questions to assess how relevant and useful such documents are to them to work on social inclusion. Data is illustrated by percentage of responses in each category.

6.1   Resources available to staff working on social inclusion themes

Respondents were asked to note what resources they had ever used to help them in their work on social inclusion issues. The results are as follows:

Figure 6.1   Staff perceptions of the use of Bank resources to work on social inclusion issues

It is interesting to note the high level of responses (67%) that emphasise support from colleagues and/or team members. Whilst, this illustrates that there are a number of operational staff in the Bank with social inclusion expertise, it does not reveal how effective peer support is as a means of transmitting knowledge; how many staff have this expertise, nor who and where these people are. However, it does indicate that there are substantial human resources available who could strategically contribute to a programme of capacity building on social inclusion in the Bank and with Bank partners, including peer work, advocacy, knowledge exchange and technical support; and who could advise on training and dissemination of information.

6.1.1   Recommendation

SDS, LRN and INDES could work on a cohesive social inclusion training programme that includes a package of presentations by operational staff and policy staff to

disseminate work (approaches, methodologies, outputs and outcomes) on social inclusion.
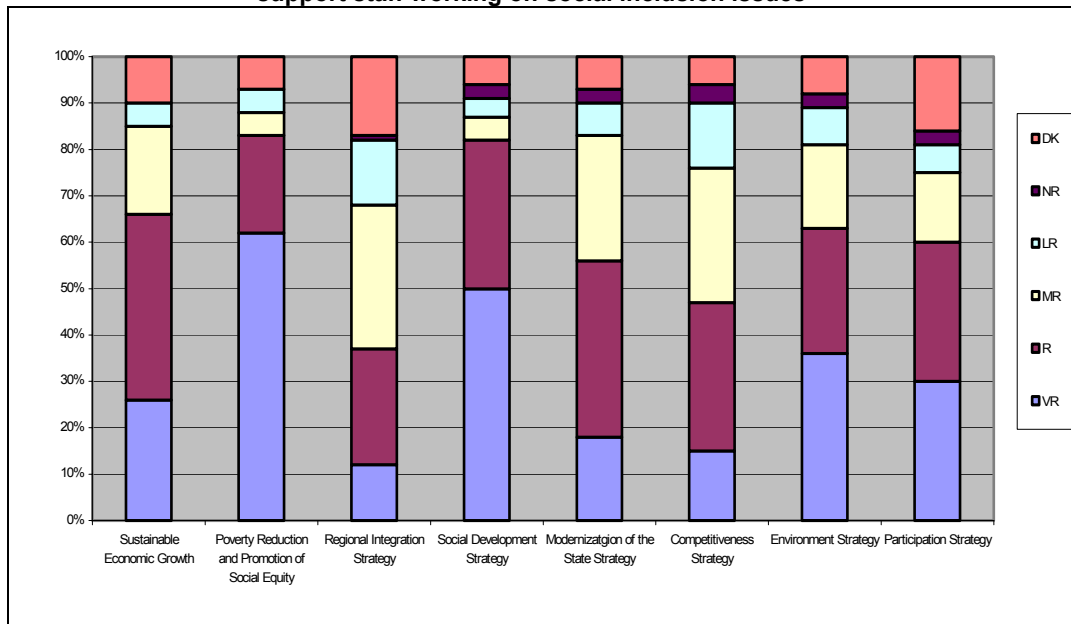
6.2   Relevance and usefulness of Bank institutional strategies to support staff working on social inclusion issues

Staff were asked to rate how relevant and useful they perceived the various existing Bank strategies to be to their work on social inclusion.

6.2.1   Relevance of institutional strategies to support work on social inclusion: staff perceptions

There are some differences in how relevant and useful the various Bank strategies are perceived to be for social inclusion purposes[35], with the Poverty Reduction and Promotion of Social Equity Strategy (83% very relevant or relevant) and the Social Development Strategy (82% very relevant or relevant) appearing to have the highest relevance, especially when compared with the Regional Integration Strategy (37% very relevant or relevant).   The level of responses registering "don't know" is also notable, especially for the Regional Integration Strategy (17%), the Participation Strategy (16%) and the Sustainable Economic Growth Strategy (10%).

**Figure 6.2   Relevance of institutional strategies to
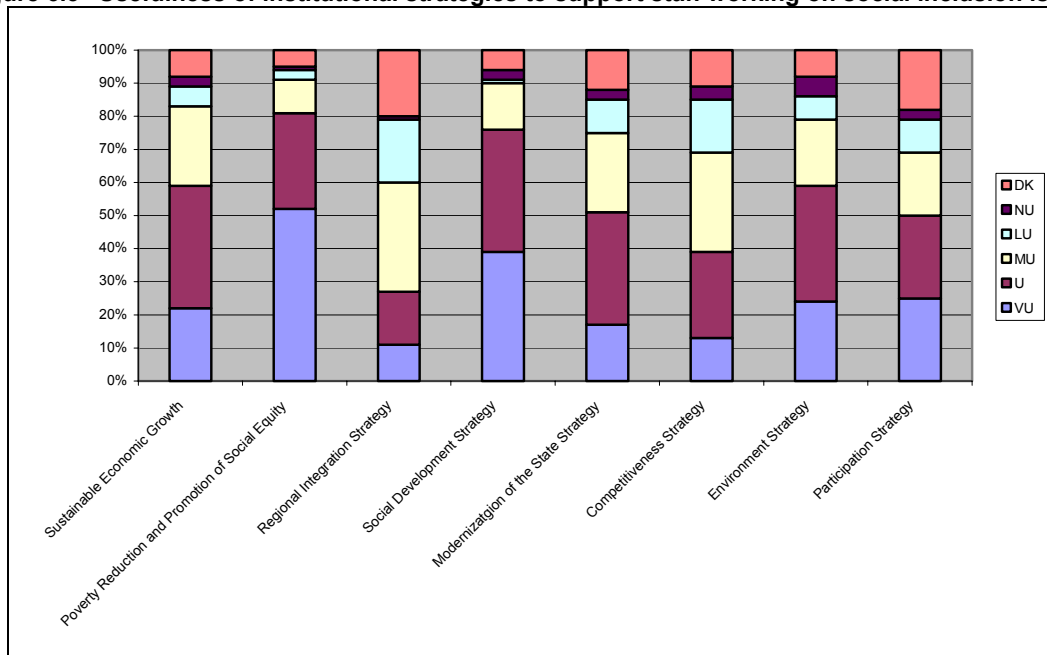support staff working on social inclusion issues**

6.2.2   Usefulness of institutional strategies to support work on social inclusion: staff perceptions

The perceived level of usefulness of the strategies follows a similar pattern with the Poverty Reduction and Promotion of Social Equity Strategy (81% very useful or useful) and the Social Development Strategy (89% very useful or useful) rated as having high

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[35] This does not include sectoral strategies nor the indigenous strategy and policy which were still in process when this survey was conducted.

levels of usefulness, especially compared with the Regional Integration Strategy (27%). Similarly the level of responses registering "don't know" is also notable, especially for the Regional Integration Strategy (20%) and the Participation Strategy (18%), followed by the Modernization of the State Strategy (12%) and the Competitiveness Strategy (11%).

Figure 6.3   Usefulness of institutional strategies to support staff working on social inclusion issues

It is difficult to tell from these figures the actual extent of use of these strategies in supporting social inclusion approaches in operational work. On the one hand, the Poverty Reduction and Promotion of Social Equity strategy and the Social Development strategy appear to be highly valued as useful and relevant. However, it is of note that the Participation Strategy, crucial to fulfilling many social inclusion goals, registers at the lower end of relevance and usefulness. Similarly the Modernization of the State Strategy, which promotes democracy and is therefore a highly strategic instrument for social inclusion objectives, shows that a total of 25% of respondents either do no know if it is useful, or deem it to be of low or no use to them.
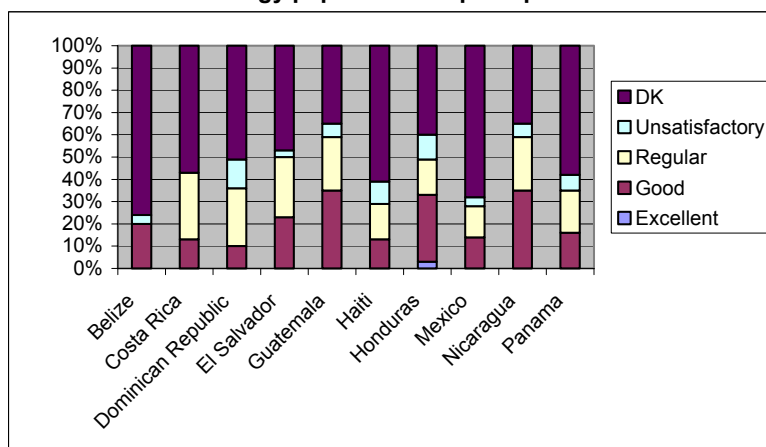
6.2.3   Recommendation

Further dissemination and guidance on how to operationalise these strategies might be useful with particular guidance on social inclusion as a cross cutting issue and highlighting those strategies that provide actual support to incorporate social inclusion mechanisms, such as the Participation and Modernization of the State strategies.

6.3   Relevance and usefulness of Bank country strategies to support staff working on social inclusion issues

Staff were also asked to give their perspectives on how well social inclusion is incorporated into country strategy papers. The most significant find here is the high level of "don't know" returns, suggesting either that the respondents did not have a wide range

of experience with different countries or that they did not regularly refer to country strategy papers in their work.

Figure 6.4   How well is social inclusion reflected in RE2 country strategy papers? Staff perceptions

These results should be of concern for two reasons: Firstly, strategy papers should reflect the main socio-economic development issues relevant to each country to guide a well coordinated programme of work. This indicates the need for staff to be very familiar with these strategies. Secondly, given that strategy papers present a framework for country programming, they would benefit from systematic poverty, inequality and social exclusion analysis integrated into the country strategy process.

6.3.1   Recommendation

All country strategy papers should reflect a thorough analysis of social exclusion and inequality in each country in order to facilitate programming to address poverty, social exclusion and inequality.
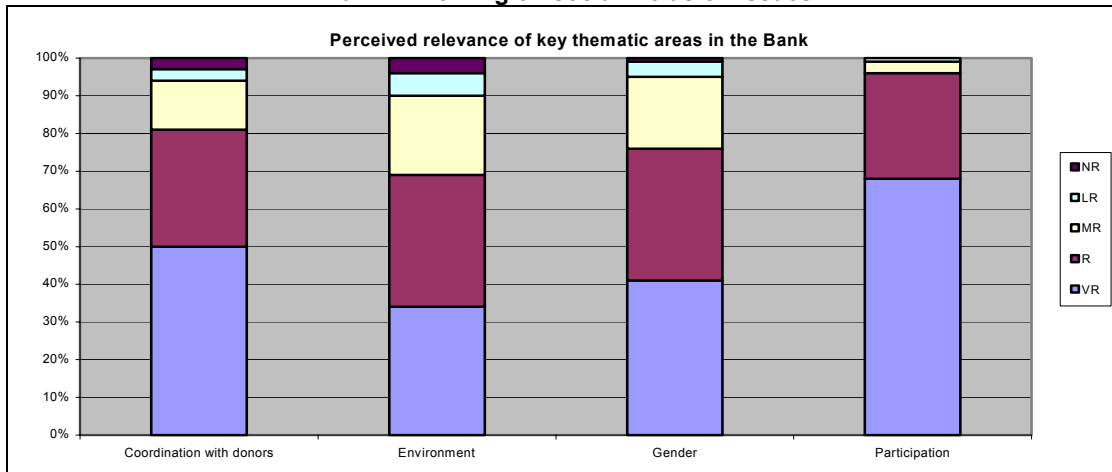
6.4   Relevance and ease of incorporating key Bank themes in operational work (gender, environment, participation, donor coordination)

There are four cross-cutting themes of significant importance to Bank operations: gender, environment, participation and coordinating with other donors. The first three are integral to a social inclusion agenda and the fourth is a bank priority related to its commitment to the Rome Declaration on Harmonisation[36]. The Bank has specifically committed to harmonise its operational policies, procedures and practices with those of other donors and partner countries in order to reduce unnecessary costs and improve efficiency in development assistance and service delivery[37]. Figure 6.5 illustrates that respondents consider all of these priorities to be of relevance to their work.
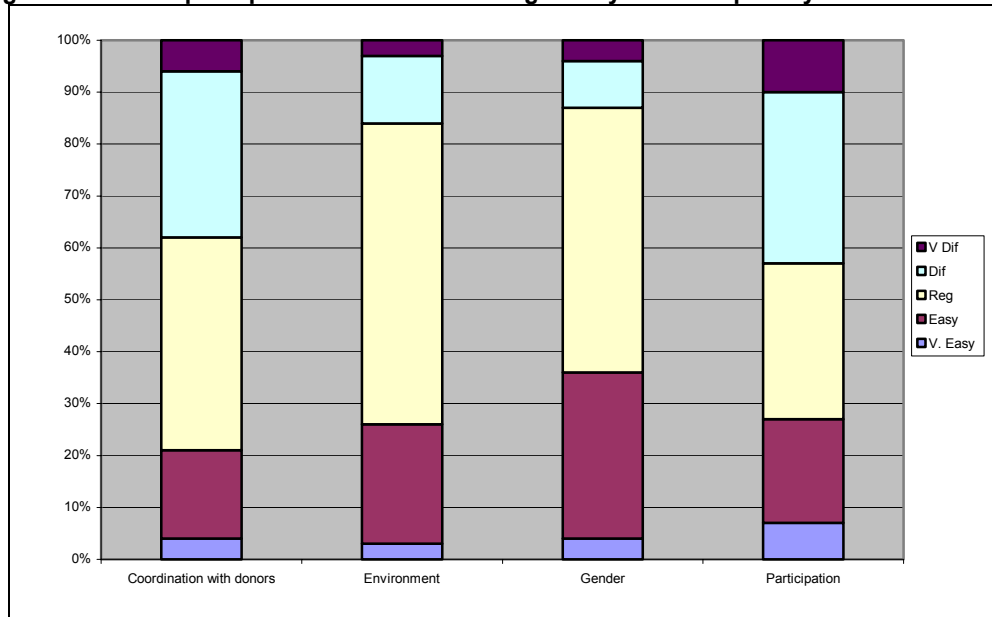
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[36]   http://www.oecd.org/dataoecd/54/50/31451637.pdf
[37]   Harmonization   and   Alignment   Action   Plan   of   the   Inter-American   Development   Bank, http://www.oecd.org/dataoecd/52/50/33666882.pdf

**Figure 6.5   Staff perceptions of relevance of key thematic priority areas of the
Bank in working on social inclusion issues**

However in terms of ease of incorporating these cross cutting themes into their work there are some perceived difficulties: Thirty-eight percent of respondents thought that it was difficult or very difficult to coordinate with donors and 43% thought that it was difficult or very difficult to incorporate participation into their work. Few thought that it was very easy to incorporate any of these themes though a substantial amount thought that environment and gender were either very easy or regular in terms of ease of incorporation into their work. Nevertheless, 16% and 13% of respondents respectively, found these areas difficult or very difficult.

Figure 6.6   Staff perceptions of ease of working on key thematic priority areas in the Bank

Given that these themes are priority Bank issues, there is clearly a need for capacity building in the area of participation and donor harmonisation as a priority. Although respondents appear to believe that it is easier to work on gender and environment issues, these results overall say nothing about how well any of these cross cutting themes are incorporated into operational work to support social inclusion objectives.

The Committee for Environment and Social Inclusion (CESI) would be well placed to undertake an evaluation of the implementation of cross cutting issues in operational work.

6.4.1   Recommendations

LRN and SDS could initiate a support system comprising of components of participatory frameworks to give practical guidance to staff working on social inclusion processes, including consultation techniques.

The CESI could undertake an evaluation of the incorporation of cross-cutting priority issues in Bank operations, including an assessment of implementation, outcomes and impacts.

6.5   Donor harmonisation issues: Perceptions of constraints related to working with other donors on social inclusion issues
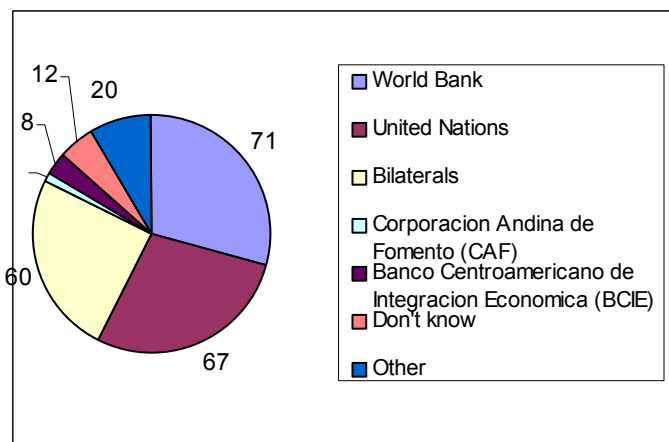
As noted in Section 3.2.1.2, 38% of respondents said that it was difficult or very difficult to work with other donors, yet donor harmonisation is a key stated priority of all major international development agencies, including the IDB and the World Bank.   The ENLACE Social Inclusion Trust Fund, and other trust funds at the Bank, have also incorporated this theme, advocating joint work as a desirable criterion for funding. This has not been made mandatory given that it can be a difficult objective to achieve. However, given this level of prioritization, staff were asked about their perceptions of working with other donors on social inclusion issues.

6.5.1   Other development institutions working on social inclusion themes

Respondents were asked if they knew what other organisations worked on social inclusions themes and exactly what they knew of the work. Respondents highlighted the World Bank, the UN and unspecified bilaterals as the main development institutions working on social inclusion issues.

Seventy-four percent of all respondents completed the section of the survey asking for details about what they know about the social inclusion priorities of these organizations. Of these, 68% gave specific examples.   Comments included the World Bank as a pioneer amongst the multilateral

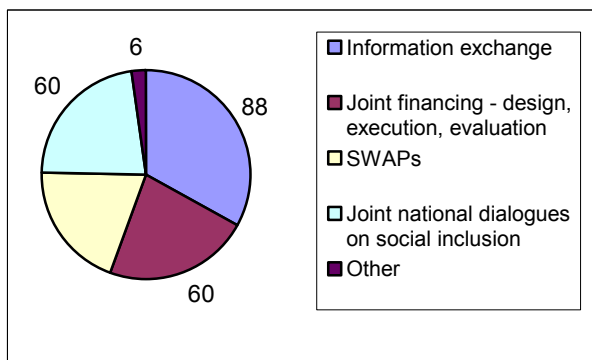**Figure 6.7 Staff perceptions on what other organisations work on social inclusion issues**

organisations working on empowerment, social inclusion and knowledge management; the World Bank as an organisation that confines social inclusion to race issues; the UN and bilaterals as organisations with wide social inclusion definitions; the UN as the organisation with the mandate to work on social inclusion. The wide variety of issues

noted could be grouped around four main themes: transparency, participation, technical support and thematic areas.

6.5.2   Staff perceptions of working with other development institutions on social inclusion themes
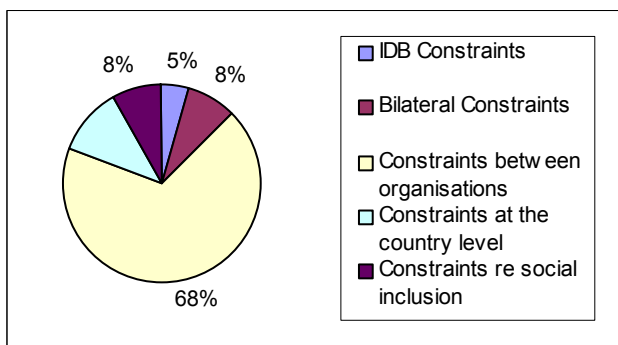
When asked if they would be interested in working jointly with other development institutions on social inclusion issues 89% respondents said that they would, whilst only 11% expressed no interest. However, 45% of respondents indicated that there were constraints that made it difficult to work jointly with other donors whilst 55% thought that there were no constraints. Of those willing to work with other agencies the following Figure details the percentage of responses that fell into the various observable categories: information exchange, joint financing, SWAPS (as a specific operational form of joint financing) and dialogues that support social inclusion.

Figure 6.8 Types of work staff would be willing to carry out in coordination with other agencies

- Information exchange
- Joint financing - design, execution, evaluation
- SWAPs
- Joint national dialogues on social inclusion
- Other

Of those who noted constraints in working with other agencies the following Figure details the areas most frequently observed. Examples of specific types of constraints are given in Annex II. However, some of the most frequently observed issues relating to constraints between organisations concerned the differences in approaches, agendas, priorities, procedures and bureaucracies and the lack of time and incentives to coordinate. The costs perceived as related to staff time are particularly important factors. This would appear to have particular relevance to the harmonisation agenda and raises questions with regard to how to address such issues so that efforts to harmonise do not in themselves become overly cumbersome.

Figure 6.9 Staff perceptions on constraints in working with other agencies on social inclusion issues

- IDB Constraints
- Bilateral Constraints
- Constraints between organisations
- Constraints at the country level
- Constraints re social inclusion

6.5.3   Recommendations

DEV is responsible for the Bank's lead on the donor harmonisation agenda. Given this role, DEV could help to strengthen engagement with partner governments and donors to address social inclusion at the national level through the promotion of development effectiveness objectives and instruments, especially Results Based Management approaches that emphasise the characteristics and challenges of social exclusion groups.

DEV could also initiate internal awareness raising on the harmonisation agenda in the Bank, highlighting the Bank's commitments and strategies for taking these commitments forward, establishing a framework that includes guidance and advice on practical and legal issues.

Development effectiveness is a key Bank priority and key also to any social inclusion agenda geared towards addressing poverty and inequality. DEV could highlight this link in coordinating work on social exclusion/inclusion data collection and indicators.

VII. WOULD STAFF LIKE TO RECEIVE MORE ASSISTANCE TO WORK ON SOCIAL INCLUSION ISSUES?
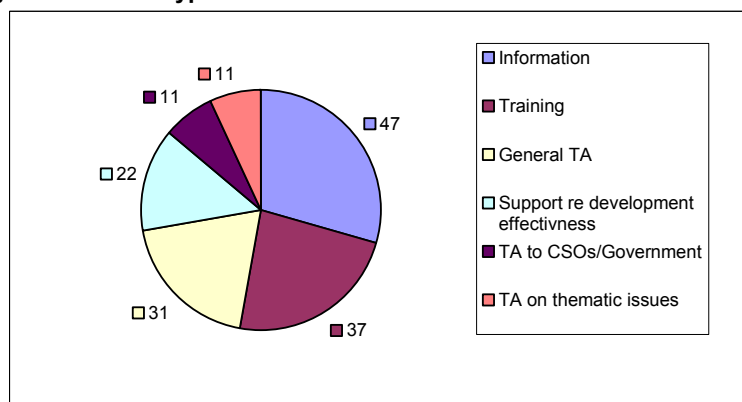
Given that the ENLACE Social Inclusion Trust Fund has been set up to facilitate assistance to staff working on social inclusion issues, a key survey question was whether or not staff would like to receive more assistance to work on social inclusion issues and if yes, what kinds of assistance they would like. The response rate to this question was 100% with 79% of respondents stating that they would like more assistance and 21% stating that they would not.

7.1 The types of assistance staff would like to receive

Of the 79% of respondents who indicated that they would like support, 93% of these went on to give concrete examples of the type of assistance they would like to receive. The responses to this question largely fell into one main category and one minor category: (i) the need for technical assistance on social inclusion issues (91% responses, only 11% of which related to the need for technical assistance on thematic issues); (ii) the need for funding[38] (13%).

Of those who requested some kind of technical assistance the main categories were observed as follows (as percentage of overall responses under technical assistance):

Figure 7.1   Types of technical assistance staff would like to receive

Within these various categories it is possible to make further sub-divisions:

Information: responses included requests for technical notes (including a specific social inclusion guide to support staff engaged in loan design) and general documents, good practice notes on social inclusion, tool kits and case studies, website for communication of information.

Training: Specific training to incorporate social inclusion into different types of operations and sectors; specific training for operational staff[39]; specific training to improve understanding of Bank policy on social inclusion themes (including Bank strategies and definitions of social inclusion themes); on the job training, including

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[38]   Mainly easily available funding with clear eligibility criteria to pilot new approaches; untied funding; and funding to pay for the inclusion of beneficiaries in IDB programmes.

[39]   Including a request for SDS videos, especially for staff located in country offices.

participation in programmes to help identify social inclusion/exclusion themes; practical guidance.

General technical assistance: Support from management for social inclusion; peer support from colleagues skilled in social inclusion issues as well as from national and international peers; TC support for social inclusion studies, dissemination of best practices and training; social inclusion specialist support on Bank teams (loans, TCs); support to bank country strategies (including support from SDS); general support from SDS to work on projects related to poverty and social exclusion and to host social inclusion seminars.

Development effectiveness support: Specific suggestions for working on social inclusion from a development effectiveness perspective included monitoring and evaluation of social inclusion work (including follow-up by OVE and DEV), support to strengthen statistics, general data collection, mapping social exclusion and establishing indicators for social inclusion.

Technical assistance to CSOs/governments: Suggestions included legal and financial support to communities; support to civil society to work on social inclusion themes and projects (including implementation and follow-up of projects); support to civil society to strengthen their networks; support to government; support to improve government/civil society relations.

Technical assistance on thematic issues: Specifically social inclusion related to unemployed youth and issues of delinquency; HIV-AIDS; poor slum dwellers; participation methodologies for beneficiaries; sustainability of social inclusion interventions; the incorporation of social inclusion into economic efficiency methods.

7.2   Findings

One clear finding from this section is that financial support is not necessarily the key issue, and certainly not the only issue, for helping staff to incorporate social inclusion goals and objectives in the Bank's work. Other kinds of technical support are required to facilitate this work including better availability of data and sources of information on excluded groups; support to establish participatory frameworks; and support from management.

Another key finding is that there is substantial interest in social inclusion and demand for technical assistance. Ninety-three percent of all respondents said they were interested in developing social inclusion objectives and activities in their work with only 7% saying that they would not; 79% indicated demand for technical assistance to work on social inclusion; of those responding positively to the question on whether or not they would be interested in developing their work on social inclusion, all agreed that they would be interested in the sharing of lessons learned and good practices between teams working on social inclusion themes. However, 58% noted that lack of resources to work on social inclusion issues is a constraint.
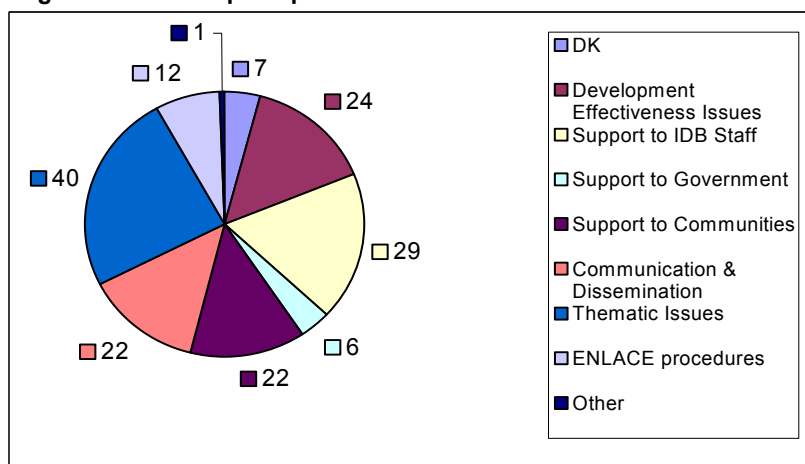
VIII. WHAT WOULD STAFF LIKE TO SEE INCLUDED IN THE ENLACE SOCIAL INCLUSION TRUST FUND?

The ENLACE Social Inclusion Trust Fund was opened in January 2005. Respondents were asked a series of questions related to the operation of the Fund that may also be compared with the question about what kinds of social inclusion assistance staff would like to receive (Section IV) as there was some overlap in the types of responses. Also the responses to this question, though specific to the ENLACE Social Inclusion Trust Fund, are relevant to other thematic trust funds in the Bank. Finally, respondents were invited to add any other comments they felt appropriate for this survey. These are illustrated at Annex III.

8.1 What issues should the ENLACE Social Inclusion Trust Fund address?

Sixty-eight respondents (91%) answered this question. Responses were grouped into observable categories as follows: development effectiveness, support to IDB staff, support to government, support to communities, communication and dissemination, thematic issues, ENLACE procedures.

Figure 8.1 Staff perceptions on the issues ENLACE should address

Within these various categories it is possible to highlight some key concerns and demands:

Development effectiveness issues: responses included evaluation of different social inclusion approaches, data gathering and information systems, monitoring, mapping excluded groups, developing social inclusion indicators, research on opportunity cost of social exclusion; social exclusion assessments.

Support to IDB staff: technical support to teams to identify and work on social inclusion opportunities in operations, including programme design and execution; research; development of social inclusion tools; development of innovative projects; support to inter-disciplinary and inter-sectoral teams; supervision; resources for social inclusion workshops related to operations work; support to country dialogue and country strategy preparation; funding of consultation activities.

Support to governments: capacity building on social inclusion issues, especially those related to ethnic groups; capacity building related to social inclusion in public policy; gender, social sector public spending, monitoring and evaluation, inter-sectoral coordination.

Support to communities: participatory community development issues; participation of beneficiaries in project maintenance; support to communities to identify their own priorities and projects; capacity building for local organisations to improve their management and leadership skills; support to local development initiatives; support for civil society participation in the design, implementation and monitoring of IDB projects, policies and strategies; support to communities to network, exchange information and experiences and work on joint initiatives; training for beneficiaries and project executors in project management, financial management and sustainability issues; support to organisations representing excluded groups.

Communication and dissemination: knowledge exchange events, including lesson learning and good practice; support for studies; training, including project evaluation, how to work with civil society and government, general social inclusion training; social inclusion publications; social marketing and communications strategies to promote social inclusion.

Support in thematic areas: Understanding legal systems and issues to support social inclusion policy; technical support for judicial and regulatory reform; development of a fund for indigenous peoples on the verge of extinction; age discrimination; indigenous, ethnic and minority issues[40], including how to combat discrimination and how to preserve indigenous culture and traditions; support for sectoral projects e.g. health, education, water, energy, phone networks, SMEs.

ENLACE procedures: Simple procedures that facilitate easy access, including the need for untied funds; freestanding TCs not related to loans; support to loan preparation; no conditions on local counterparts; execution from headquarters; flexible mechanisms; minimising bureaucracy; Bank funds and bidding systems by informal non-bank organisations.
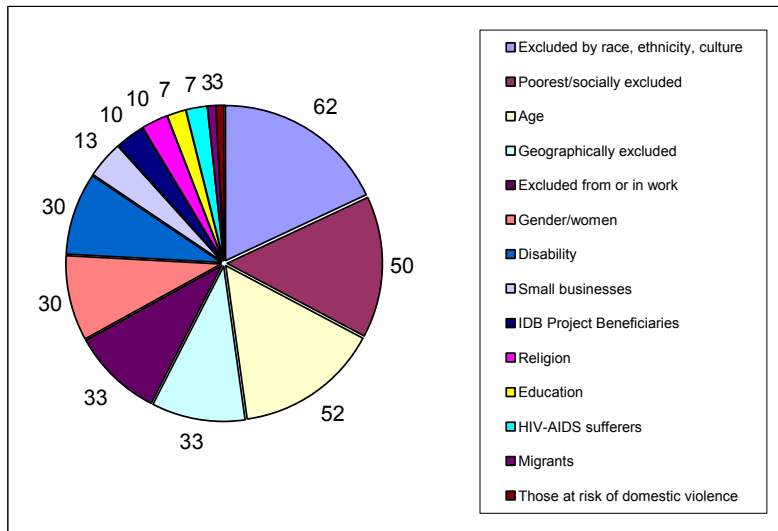
8.2   Who should the beneficiaries of the ENLACE Social Inclusion Trust Fund be?

Of the 82% of respondents who answered this question, 49% of the responses focussed on people; 35% on institutions and organisations and 16 % were miscellaneous responses.

Of those who noted categories of groups and people who should benefit from ENLACE the Figure below shows the percentage of responses by category that were returned overall.
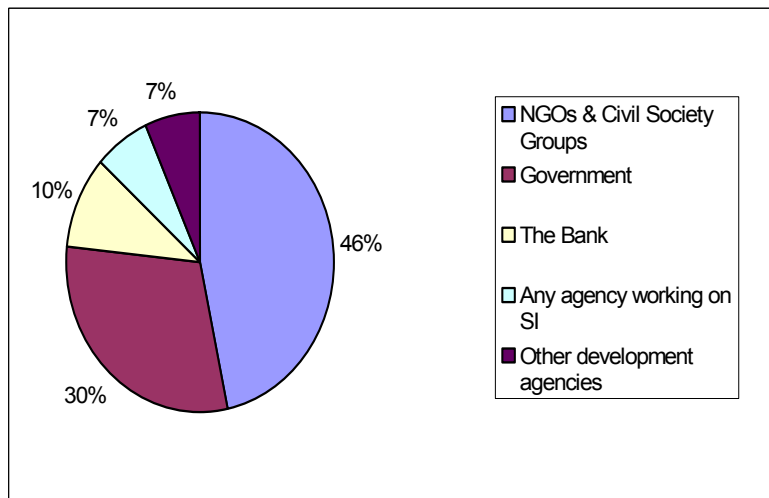
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[40]   Specific reference was made to Haitians in the Dominican Republic on a number of occasions.

Figure 8.2.1   Staff perceptions on who the beneficiaries of ENLACE should be

Of those who noted institutions and organisations that should benefit from ENLACE the following categories were suggested:

Figure 8.2.2   Staff perceptions on who the institutional beneficiaries of ENLACE should be

8.3   What role should the country offices play in the ENLACE Social Inclusion Trust Fund?

Staff were asked what the role of the representations should be as the majority of trust funds (including ENLACE) are managed from the Bank headquarters[41]. Eighty-four percent of respondents answered this question and their responses are illustrated in the following Figure.

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41   The exception is the partial decentralisation of the SIDA-IDB Partnership funds.

Figure 8.3   Staff perceptions on the role of the Representations regarding ENLACE
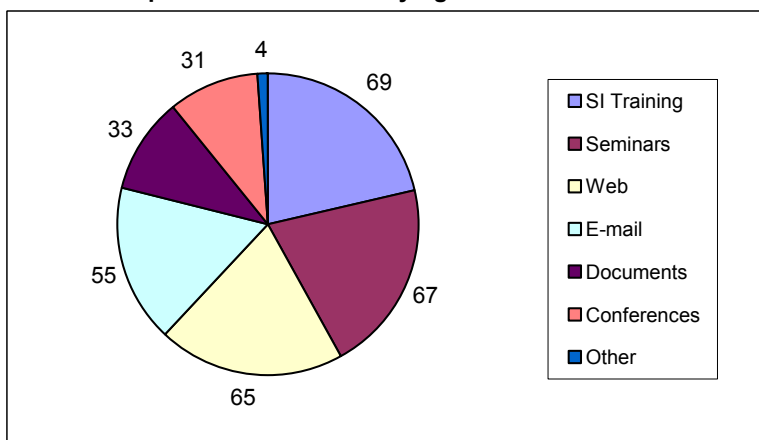

The 35% of responses that fell into the category "administer/supervise/ execute/ coordinate activities" reflect the general existing responsibilities of the Representations in projects. However, twenty-five percent of the responses indicated a desire for increased responsibility with a variety of points noted including: equal status with HQ to apply for funding; delegated authority and decentralisation of funds; increased autonomy; endorsement of all projects and activities proposed by HQ; participation in decision-making at HQ (especially as an agent of change with country knowledge and experience); technical and financial responsibility for the unit proposing the activity (including the representation where appropriate). This desire for more responsibility may be complemented by the 23% of responses related to the demand to design activities and the 15% of responses related to identifying activities.

Of the 11% of responses that fell into the "technical support" category, these included suggestions that the Representations should map NGOs who can receive resources and funds, conduct community needs analysis, identify excluded groups, participate in capacity building exercises and generally participate in social inclusion exercises.

Overall, responses to this question indicate that there is some discontent with the different levels of responsibility currently in existence between headquarters and the Representations. Given that the Representations are ultimately responsible for implementation of programmes then there is an argument for better oversight of intricate social inclusion processes at the country level that perhaps cannot be so well overseen by Headquarters.

8.4   What forms of media should be used to convey social inclusion information?

Respondents were asked to indicate how they would like to receive information about social inclusion. The response rate to this question was 100%, and responses are indicated in the following Figure, showing that the most popular communication mediums are social inclusion training, web information and seminars.

Figure 8.4   Staff preferences for conveying information about social inclusion

8.5   Findings and recommendations

Although related specifically to the ENLACE Social Inclusion Trust Fund, this section of the report does reinforce other areas of the survey that show the demand from staff for technical support and assistance to work on social inclusion themes. It is suggested here that specific departments such as SDS, LRN and INDES, should be responsible for taking such demand forward, in collaboration with technical operational specialists, with concrete interventions to address specified needs and in line with social inclusion priorities in the Bank.

This section also reinforces references elsewhere in the survey to a demand for simple technical cooperation procedures that should make funding easy to access and free of restrictive conditions, whether imposed by donors or imposed upon counterparts. This is an issue for TEC, SDS and others who manage trust funds to consider for future streamlining of trust fund management.

It is interesting to note that there is a concern over the differences in roles between headquarters and country representations in terms of responsibility for handling and accessing trust funds. This is also an issue for TEC, DEV and senior management with regard to optimum implementation of programme and TC funds.

Though very simple, this section also outlines the main forms of communication and dissemination on social inclusion that staff would appreciate. Where relevant to ENLACE outputs these are addressed under the ENLACE Communications Strategy. However, this information should also be useful to SDS and LRN, with regard to potential social inclusion learning events.

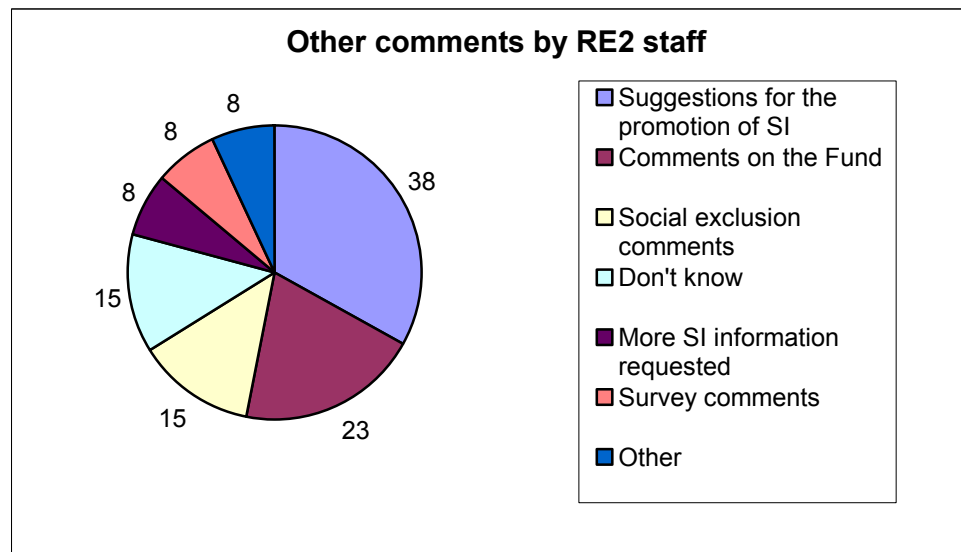**ANNEX I   PERCEPTIONS AMONGST RE2 STAFF ON WHAT KIND OF SOCIAL INCLUSION THEMES OTHERS WORK ON**

THEME	COMPONENTS NOTED
Transparency	- Fostering transparency - Accountability
Participation	- Participation - Participation in project execution and follow up - Participation of minority and indigenous groups
Technical support	- Technical documents & publications - General technical support - Training courses in social inclusion - Social inclusion standards and guidelines - Workshops and seminars - Social inclusion specialists support - Strategies that include social inclusion - Mandates to work on social inclusion - Social inclusion programmes and projects - Research
Thematic areas generally	− Education − Health − Ethnic groups and minorities − Sustainable tourism − Vulnerable groups − Hill farming − Water & sanitation − Marginalised areas − Indigenous peoples − Race issues − Women − Micro-enterprise − Migration − Human rights − Refugees − Children − Empowerment issues − Poverty
Thematic areas by organisation	- Ethnic groups (World Bank) - Race issues (World Bank) - Sustainable tourism (World Bank) - Hill farming (CARE) - Water and Sanitation (USAID) - Women (UNFPA) - Human rights (UN/unspecified bilaterals) - Refugees (UN) - Ethnic minorities (UN) - Children (UN) - Empowerment issues (World Bank) - Local community development - Millennium Development Goals

ANNEX II   PERCEPTIONS AMONGST RE2 STAFF ON THE KINDS OF CONSTRAINTS THAT HINDER WORKING IN COORDINATION WITH OTHER DONORS ON SOCIAL INCLUSION ISSUES

IDB Constraints	- IDB is a closed institution without outside influence - There are no plans to cooperate with others - Harmonisation amongst IFIs is a goal of higher management but is constantly questioned during the process of operations
Bilateral Constraints	- Bilaterals were noted as having: - Few resources - Strong political agendas - Manipulative tendencies (vis-à-vis lending agendas) - Poor attitudes towards multilateral competencies - Lack of tolerance of IFI priorities, especially those relating to the Bank's relationship with borrowers
Constraints between organisations	- Differences in approaches - Different agendas - Different priorities - Different procedures/bureaucracies - Different staff competencies - Difficulty in harmonisation/coordination generally - Lack of leadership between donors at country level - Lack of information between donors - Administrative costs (lack of) - Costs of working together to understand each other's bureaucracies, agendas, priorities and time incurred to do this - Competition between agencies - Difficulties in identifying key collaborations
Constraints at country level	- Lack of government leadership to coordinate donors - Lack of government planning capacity - Need for government to be more proactive
Constraints related to working on social inclusion	- Need for real intention to work on social inclusion objectives - More than lip-service required - The theme is too broad and does not have a particular place to sit - No time to give to social inclusion with regard to need to focus on other priorities

ANNEX III   ADDITIONAL COMMENTS, SUGGESTIONS, OBSERVATIONS

Respondents were invited to make additional comments, suggestions or observations. The response rate for this section was 35% of all respondents. Responses can be categorised as follows (by percentage of responses):

Other comments by RE2 staff

- Suggestions for the promotion of SI
- Comments on the Fund
- Social exclusion comments
- Don't know
- More SI information requested
- Survey comments
- Other

38 · 23 · 15 · 15 · 8 · 8 · 8

Responses under the various categories include the following comments (sample):

Suggestions for the promotion of social inclusion:
- Mainstream social inclusion in operations rather than paying lip-service as is the case now despite a strategy which includes social inclusion.
- We need more than a special fund to promote social inclusion in the Bank.
- Build capacity amongst COF staff because whatever the objective it is much easier to facilitate from the country level.
- Social inclusion cannot be operationalised from a non-operational division.
- Although it's a good initiative I do not think social inclusion can be properly addressed in the Bank by a trust fund.

Comments on the ENLACE Social Inclusion Trust Fund:
- If the Fund is transparent and has clear rules it should be useful to RE2.
- The process of applying to the Fund must be fast and simple. If it isn't, we will not see the value added and therefore we will not use it, which would be a shame for our target groups.
- It's a good incentive but, like others in the Bank, it constitutes only a cosmetic element in projects. The system of incentives in the Bank does not reward those who work in this area.
- Funding for social inclusion is already available but the conditions imposed by the different trust funds are unnecessary obstacles, often not conducive to better projects.

Social exclusion:
- Social exclusion is principally caused by lack of productive employment so the Bank should engage in programmes that offer credit to rural agricultural areas to avoid increasing migration from the country to the overcrowded urban areas, and to avoid creating a belt of poverty in urban zones.
- There are two large excluded groups – the poor (women, indigenous, afro-descendants, poor urban youth, campesinos) and homosexuals.
- Social inclusion is an important economic and social development factor in any country.

Comments on the survey:
- This survey took more time than necessary and more time than indicated.
- Share the results with respondents.

**ANNEX IV   GENERAL CONSTRAINTS IN WORKING ON SOCIAL INCLUSION/EXCLUSION
ISSUES**

CONSTRAINTS	COMPONENTS
Bank culture	- Culture of the Bank relates to the idea that working on social inclusion implies working against the country institutions and government when it is exactly the opposite – that is to say that good social inclusion work includes institutional strengthening for political parties and the governments. - Bank culture and composition of staff, especially management. - Conviction of team leaders. - It's not a concern of all teams. - Perception by Bank staff of selves as elites and beneficiaries as them. - Bank focused on big projects with lower administration costs and to deal with exclusion you need labour intensive focus even if the cost is lower. - The different management levels are clear that the policies, strategies and actions relating to social inclusion have to be operationalised. - The issue is the need to invest funds in creating more awareness and to create incentives to motivate management to incorporate these themes. - It is important to establish a global strategy with subcomponents to support strategic projects and not individual, dispersed projects, so that we can create synergies and programmes with global impact.
Conceptual issues	- Conceptual issues cause problems. - Conceptual ambivalence SE is not and should not be seen as synonymous with vulnerable groups. - Bank rhetoric does not match practice – social inclusion is not a core theme. - SI is perceived in Bank as a soft option, of low priority, with little attention paid to its wider implications. - The Bank has failed to establish and to inform on the subtleties of social exclusion including the indirect impact that political decisions can have on non-social sectors. - Conceptually, the limitation is that the "social" is related to "poverty" and it's difficult for the Bank to work on the wider concept of social inclusion. - Clarifying the concept of SI is fundamental to all of us speaking the same language and following the same objectives. - The concept is not well diffused throughout the Bank and teams have not been supported with operational mechanisms so that they can address this theme. - Protocols need to be designed to help to negotiate conceptual and operational implementation of SI. - Because there is a perception that the use of public funds in the social sector is inefficient. [person doesn't understand]
Bank/ government issues	- Governments don't want to empower poor people or ethnic groups and generally the Bank follows the government's wants. - Bank culture supports, for political reasons large loans in incumbent governments even though they practise forms of social exclusion. - Issues concerning human rights and participation are not welcome.
Practical constraints	- Human rights, social inclusion, participation issues slow down CRGs and are a disincentive. - The bank cannot work in all sectors at all times. - Legal and financial instruments in the Bank do not facilitate and often are limitations to the financing of interventions that promote SI. - The execution of programmes does not generally allow sufficient time required to deal with social inclusion themes. - Excluded groups do not have access to the kind of legal and financial instruments required by the Bank to transfer money. Obtaining this and building capacity for such groups takes a lot of time and is effectively a disincentive to work in this way. Although the Bank is being innovative in trying to do this it's using very old procedures that aren't appropriate. - Those affected by SE don't have the technical or financial capacity to participate effectively and the Bank has had few means of financing participation or capacity building. - Few personnel able to work on this theme – especially in the COFs.

CONSTRAINTS	COMPONENTS
	- Time required to work on this theme properly can be at variance with the time available in the project cycle. - The main disincentive in addressing social inclusion is the pressure to approve operations quickly - Disincentive – resistance of borrower. - The funds available to the Bank to address specific issues are marginal in comparison to the amount of public funds invested in the countries. - Lack of capacity in representation to deal with a wider portfolio in this sector, especially because of their reduced size. - Time is limited for the preparation of operations and we have to concentrate on the priorities and not use the time to deal with aspects that are not considered to be strictly necessary. - Difficulties with the time required to prepare operations means that there is not much opportunity to seek any really impact in the area of social inclusion.
Bank needs	- There are "protocols" that must be designed with respect to social inclusion/exclusion, which will help negotiate the conceptual and operational issues. The management issues should be resolved by the priority assigned to the issue in the new bank strategies. - The Bank needs project teams that can successfully managed the political and technical issues of the country and the Bank needs to support the Representations better to overcome the resistance to change that characterized the process of social inclusion. - Need to establish a global strategy with subcomponents to have strategic projects and not individual dispersed ones to create synergies and have a global impact.
Government constraints	- It is also obvious that the governments are not always interested in these issues, i.e. to give more power to the ordinary people or specific minorities, and the bank generally follows what the government wants. - The larger and more complicated operations are conducted through governments and the political will of these governments to genuinely address social inclusion is weak. - Institutional / government issues. - Given that the government have to approve projects it's actually the case that they do not often believe social inclusion to be important.
Other	- It's a fashion not a serious policy. - Indifference.

ANNEX V   ACRONYMS

COF   Country Office
COF/CBL   Belize Country Office
COF/CCR   Costa Rica Country Office
COF/CDR   Dominican Republic Country Office
COF/CES   El Salvador Country Office
COF/CGU   Guatemala Country Office
COF/CHA   Haiti Country Office
COF/CHO   Honduras Country Office
COF/CME   Mexico Country Office
COF/CNI   Nicaragua Country Office
COF/CPN   Panama Country Office
CRG   Management Review Committee
CSO   Civil Society Organisation
DEV   Development Effectiveness and Strategic Planning Department
DFID   Department for International Development
EN2   Environment and Natural Resources Management Division, Region 2
FI2   Finance and Basic Infrastructure Division, Region 2
HRD   Human Resources Department
IDB   Inter-American Development Bank
IFI   International Financial Institution
IND   Indigenous Unit
INDES Inter-American Institute for Social Development
LRN   Office of Learning
MDG   Millennium Development Goal
MECOVI   Program for the Improvement of Surveys and the Measurement of Living
               Conditions in Latin America and the Caribbean
MIF   Multilateral Investment Fund
NFP   Non-Financial Product
NGO   Non-Governmental Organisation
OD3   Country Division, Region 2
PBL   Policy Based Loan
POV   Poverty Unit
PRI   Private Sector Department
PTI   Poverty Targeted Investment Loans
RES   Research Department
RE2   Regional Operations Department 2
RE3   Regional Operations Department 3
SC   State and Civil Society Division
SDS   Sustainable Development Department
SEQ   Social Equity and Poverty Reduction Loans
SIDA   Swedish International Development Cooperation Agency
SME   Small & Medium Sized Enterprises

SO2	Social Programmes Division, Region 2
SOC	Social Programmes Division
SWAP	Sector Wide Approach
TC	Technical Cooperation
TEC	Technical Cooperation Coordination Unit
UN	United Nations
UNFPA	United Nations Family Planning Agency
USAID	United States Agency for International Development
VPO/OMS	Office of the Vice President for Finance and Administration/ Organisation and Management Services Office