

Country Name	The Project for Enhancing Integrated Service Delivery for Social Risk Prevention and Attention for Families and Communities
Republic of Nicaragua	

## I. Project Outline

Background	<p>In Nicaragua, the number of crimes increased from 104,103 cases in 2005 to 161,757 cases in 2010, indicating a marked deterioration in security. 12% of those crime victims were minors, while 6.1% of the perpetrators were adolescents, and the magnitude of the social risks faced by them was a serious issue. Besides, the number of allegations of domestic violence and sexual abuse increased from 29,489 cases in 2007 to 34,763 cases in 2010. JICA implemented the “Project to Strengthen of Civil Security Network for Youth and His Family” (2007-2010). The project established a social risk prevention service model through the government and community collaboration. This model was integrated into a policy of the Ministry of Family, Adolescents and Children. On the other hand, in addition to these preventive activities, there was a need to strengthen the response (care) to issues that had been already occurring at homes and communities and to establish a system that integrates service delivery for social risk prevention and attention.</p>												
Objectives of the Project	<p>Through development of guidelines and protocols, validation of them in the pilot districts, and capacity development of technicians the project aimed at developing and implementing the mechanism to provide integrated service delivery for social risk prevention and attention in the pilot delegation areas, thereby contributing to expansion and implementation of the mechanism to other delegations in Managua City.</p> <p>1. Overall Goal: The mechanism developed by the project is expanded and implemented in other delegations in Managua City.</p> <p>2. Project Purpose: In pilot delegation areas, the mechanism to provide integrated service delivery for social risk prevention and attention is developed and implemented.</p>												
Activities of the project	<p>1. Project site: Managua City</p> <p>2. Main activities: preparation and validation of the draft of guidelines and protocols for integrated services for social risk prevention and attention, preparation of training materials, training of technicians on practical and managerial capacities, etc.</p> <p>3. Inputs (to carry out above activities)</p> <table border="0"> <tr> <td>Japanese Side</td> <td>Nicaraguan Side</td> </tr> <tr> <td>1) Experts from Japan: 8 persons</td> <td>1) Staff allocated: 10 persons</td> </tr> <tr> <td>2) Training in Japan: 23 persons</td> <td>2) Land and facilities: Office space, etc.</td> </tr> <tr> <td>3) Equipment: Vehicles, PC, etc.</td> <td>3) Local cost: Fuels, office maintenance, communication costs, etc.</td> </tr> <tr> <td>4) Local cost: Cost for hiring local consultants, implementation of training and workshops, etc.</td> <td></td> </tr> </table>			Japanese Side	Nicaraguan Side	1) Experts from Japan: 8 persons	1) Staff allocated: 10 persons	2) Training in Japan: 23 persons	2) Land and facilities: Office space, etc.	3) Equipment: Vehicles, PC, etc.	3) Local cost: Fuels, office maintenance, communication costs, etc.	4) Local cost: Cost for hiring local consultants, implementation of training and workshops, etc.	
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Project Period	January 2012 to November 2016 (Extended period: January 2016 to November 2016)	Project Cost	(ex-ante) 298 million yen, (actual) 244million yen										
Implementing Agency	Ministry of Family, Adolescents and Children (MIFAN)												
Cooperation Agency in Japan	None.												

## II. Result of the Evaluation

<Special Perspectives Considered in the Ex-post Evaluation>

- At the terminal evaluation, three indicators were used to verify the achievement of the Project Purpose: development of the guidelines and protocols, strengthened internal coordination, and strengthened external coordination. As they were elements for providing services of social risk prevention and attention, at the ex-post evaluation, they were confirmed as part of the institutional aspect of sustainability. To confirm continuation of the project effects, it was verified if the services have been provided based on the guidelines and protocols developed by the project.

1 Relevance
<p>&lt;Consistency with the Development Policy of Nicaragua at the time of Ex-ante Evaluation&gt;</p> <p>The “National Human Development Plan” (2009-2011) stipulated the importance of protecting people who are vulnerable and at risk, and one of the priority policies was to improve social welfare and achieve social equality. Thus, the project was consistent with the development policies of Nicaragua at the time of ex-ante evaluation.</p> <p>&lt;Consistency with the Development Needs of Nicaragua at the time of Ex-ante Evaluation&gt;</p> <p>The number of crimes was increasing, and also allegations of domestic violence and sexual abuse were issues. The project was consistent with the development needs of Nicaragua for strengthening its service provision for the social risk prevention and response.</p> <p>&lt;Consistency with Japan’s ODA Policy at the time of Ex-ante Evaluation &gt;</p> <p>One of the priority areas in the Country Assistance Program for Nicaragua (2002) was support for democratization, which aimed at establishing democracy in a more equitable social and political system.</p> <p>&lt;Evaluation Result&gt;</p> <p>In light of the above, the relevance of the project is high.</p>
2 Effectiveness/Impact
<Status of Achievement for the Project Purpose at the time of Project Completion>

The Project Purpose was achieved by the time of project completion. The Guidelines for the Delivery for Integrated Care/Attention Services (ESAI) and protocols were officially approved by MIFAN (Indicator 1). As there were constantly remitted cases from Attention Services to prevention technicians and participants in Schools of Value (parental schools), it can be said that there was coordination for ESAI within pilot District Delegations (Indicator 2). As well, coordination was strengthened for ESAI among the District Delegations, external institutions and community residents (Indicator 3), as the data such as constant referred cases between external institutions and increased graduates of Schools of Value are shown.

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have continued. Seven services of ESAI strengthened by the project have been provided based on the Guidelines and protocols have continued (1. Family support for alimony, 2. Support for replacement of birth certificates, 3. Integrated prevention and care service for boys, girls and adolescents, 4. Family counseling, 5. Integrated support in early childhood, 6. Schools of Value (Table 1), and 7. Attention to elderly persons), in collaboration with external institutions. The numbers of referred cases from external institutions to MIFAN and vice versa have decreased since the project completion (Table 2, Table 3), because the Directorate for Psychosocial Care of MIFAN established in 2016 has directly attended the cases. Another reason was considered as that violence cases themselves have decreased due to its efforts such as Schools of Value and other campaigns in collaboration with the Ministry of Education (MINED) and the Ministry of Health (MINSa), according to MIFAN and District Delegations.

All the Guidelines and protocols have been updated in accordance with the situation and observations of the District Delegations. A protocol of the Directorate for Psychosocial Care would be included in the next revised version of ESAI. In addition, a protocol for the Information and Orientation Center was being developed with funding from the United Nation International Children's Emergency Fund (UNICEF) at the time of ex-post evaluation.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved. The mechanism has functioned in other District Delegations in Managua City, as the earlier mentioned seven services of prevention and attention have been provided based on the Guidelines and protocols of ESAI, and in collaboration with external institutions (Indicator 1). Since the time of project completion, besides training for delegation technicians, efforts have been made for diffusion of the ESAI mechanism, such as visits to communities, homes and schools have been conducted for familiarization of ESAI, reproduction of the Guidelines, monitoring carried out by each District Delegation and follow-up by the Planning Directorate of MIFAN, etc. Furthermore, the violence prevention campaign has been organized together with MINED and MINSa, and joint activities have been carried out in communities, schools, and health units.

<Other Impacts at the time of Ex-post Evaluation>

Positive impacts of the project have been confirmed, as follows. First, the ESAI mechanism has been extended to all municipalities in the country. MIFAN has conducted training for its technical personnel of all of 15 departments and two autonomous regions on the ESAI mechanism, and the trained personnel replicated the training for technicians in their districts. Also, experiences of the practice have been fed back from the District Delegations for validation of the Guidelines and protocols. In particular, following the positive results of Schools of Value, they have become one of main services of MIFAN and implemented nationwide.

Second, the project incorporated gender viewpoints and such approaches have continued, which have resulted in positive changes. For example, the Guidelines and protocols were developed from a gender perspective. Both users (delegation technicians) and beneficiaries have increased understandings on gender, by organizing or participating in Schools of Value. There, both men and women learned together about women's rights and duties, which resulted in practice of family values at home, for instance, some counselors and beneficiaries overcame situations of violence within the family or with their partners, improved communication and respect with their children, improved their self-esteem. Also responsible parenthood has come to the attention as there has been greater presence and involvement of fathers in the education of their children. Another example was gender training. According to the Municipal Delegation of Managua and the pilot District Delegations, as a result of the training, the technicians have got empowered and aware of gender issues, and they have improved work skills including reflective listening for providing attention services.

Third, attributed to the violence prevention campaign, following changes have been reported by the District Delegation IV, such as an increased in the number of demands for alimony, better identification of warning signs of violence, greater compliance with commitments to care for and protect children and adolescents who have faced violation of their rights. In the District Delegation VI, people have come to identify subtle situations that might occur in interpersonal relationships such as control in dating relationships and emotional blackmail. Also in non-pilot Districts, technicians have acquired technical skills for identification and care for victims of gender violence (District II), better care for users in relation to taking into account the aspect of gender (District III), acceptance of women in making complaints against violence (District V), and service provision in conciliations and family counseling (District VII).

<Evaluation Result>

Therefore, the effectiveness/impact of the project is high.

Table 1: Number of organized Schools of Value and graduates

	2017		2018		2019	
	Schools	Graduates	Schools	Graduates	Schools	Graduates
D IV	25	567	22	509	22	559
D VI	24	594	7	157	25	618
Total	49	1,161	29	666	47	1,177

Source: District Delegations IV and VI.

Table 2: Number of referred cases from external institutions to MIFAN

	2016	2017	2018	2019
D IV	7	3	1	4
D VI	15	8	2	3
Total	22	11	3	7

Source: District Delegations IV and VI.

Table 3: Number of referred violence cases from MIFAN to external institutions

	2016	2017	2018	2019
D IV	5	1	0	0
D VI	6	4	0	0
Total	11	5	0	0

Source: District Delegations IV and VI.

**Achievement of the Project Purpose and Overall Goal**

Aim	Indicators	Results																																																																																																																																																																
<p>(Project Purpose) In pilot delegation areas, the mechanism to provide integrated service delivery for social risk prevention and attention is developed and implemented.</p>	<p>Indicators:</p> <p>1. The Guidelines of ESAI and protocols are developed.</p> <p>2. There is coordination at Delegations for ESAI based on the Guidelines of ESAI and protocols. (1) Number of remitted cases from prevention technicians to Attention Services (Restitution of Rights) (2) Number of participants in the Schools of Value (Parental Schools) exclusively for Attention Service users for the secondary prevention.</p>	<p><u>Status of achievement: Achieved.</u> (Project Completion) - The Guidelines of ESAI and protocols were approved by MIFAN as official documents.</p> <p><u>Status of achievement: Achieved.</u> (Project Completion) (1) There was no counted case from prevention technicians to Attention Services, because it was voluntary-based and required no official document for internal referral within MIFAN. For reference, there were cases from Attention Services to prevention technicians in District IV and District VI in 2016, as follows.</p> <table border="1" data-bbox="775 465 1505 613"> <caption>Number of cases from Attention Services to prevention technicians in 2016</caption> <thead> <tr> <th></th> <th>March</th> <th>April</th> <th>May</th> <th>June</th> <th>July</th> <th>Aug.</th> </tr> </thead> <tbody> <tr> <td>D IV</td> <td>1</td> <td>4</td> <td>0</td> <td>0</td> <td>0</td> <td>18</td> </tr> <tr> <td>D VI</td> <td>15</td> <td>4</td> <td>19</td> <td>26</td> <td>3</td> <td>5</td> </tr> <tr> <td>Total</td> <td>16</td> <td>8</td> <td>19</td> <td>26</td> <td>3</td> <td>23</td> </tr> </tbody> </table> <p>(2) Number of participants in the Schools of Value exclusively for Attention Service users for the secondary prevention</p> <table border="1" data-bbox="775 701 1281 826"> <thead> <tr> <th></th> <th>2015</th> <th>2016</th> </tr> </thead> <tbody> <tr> <td>D IV</td> <td>13 (1.8%)</td> <td>41 (12%)</td> </tr> <tr> <td>D VI</td> <td>15 (13%)</td> <td>19 (7%)</td> </tr> <tr> <td>Total</td> <td>28</td> <td>60</td> </tr> </tbody> </table> <p>Note: The percentage shows the number of participants in Schools of Value exclusively for Attention Service users in the participants in the total Schools of Value.</p>		March	April	May	June	July	Aug.	D IV	1	4	0	0	0	18	D VI	15	4	19	26	3	5	Total	16	8	19	26	3	23		2015	2016	D IV	13 (1.8%)	41 (12%)	D VI	15 (13%)	19 (7%)	Total	28	60																																																																																																																								
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<p>(Overall goal)</p>	<p>3. There is coordination among the Delegations, external institutions and community residents, based on the Guidelines of ESAI and protocols. (Number of referrals, cases of attended cases via referral on gender-related violence such as domestic violence, sexual abuse, number of organized Schools of Value, number of school graduates)</p>	<p><u>Status of achievement: Achieved.</u> (Project Completion) (1) Number of referred cases from external institutions to MIFAN in 2016</p> <table border="1" data-bbox="775 1001 1505 1126"> <thead> <tr> <th></th> <th>March</th> <th>April</th> <th>May</th> <th>June</th> <th>July</th> <th>Aug.</th> </tr> </thead> <tbody> <tr> <td>D IV</td> <td>19</td> <td>13</td> <td>15</td> <td>6</td> <td>18</td> <td>24</td> </tr> <tr> <td>D VI</td> <td>5</td> <td>10</td> <td>14</td> <td>10</td> <td>9</td> <td>13</td> </tr> <tr> <td>Total</td> <td>24</td> <td>23</td> <td>29</td> <td>16</td> <td>27</td> <td>37</td> </tr> </tbody> </table> <p>Number of referred cases from MIFAN to external institutions in 2016</p> <table border="1" data-bbox="775 1182 1505 1308"> <thead> <tr> <th></th> <th>March</th> <th>April</th> <th>May</th> <th>June</th> <th>July</th> <th>Aug.</th> </tr> </thead> <tbody> <tr> <td>D IV</td> <td>18</td> <td>26</td> <td>33</td> <td>17</td> <td>8</td> <td>9</td> </tr> <tr> <td>D VI</td> <td>29</td> <td>39</td> <td>7</td> <td>17</td> <td>12</td> <td>6</td> </tr> <tr> <td>Total</td> <td>47</td> <td>65</td> <td>40</td> <td>34</td> <td>20</td> <td>15</td> </tr> </tbody> </table> <p>(2) Number of cases of sexual abuse referred by external institutions to MIFAN in 2016</p> <table border="1" data-bbox="775 1395 1505 1520"> <thead> <tr> <th></th> <th>March</th> <th>April</th> <th>May</th> <th>June</th> <th>July</th> <th>Aug.</th> </tr> </thead> <tbody> <tr> <td>D IV</td> <td>0</td> <td>0</td> <td>0</td> <td>1</td> <td>0</td> <td>1</td> </tr> <tr> <td>D VI</td> <td>0</td> <td>0</td> <td>0</td> <td>1</td> <td>0</td> <td>0</td> </tr> <tr> <td>Total</td> <td>0</td> <td>0</td> <td>0</td> <td>2</td> <td>0</td> <td>1</td> </tr> </tbody> </table> <p>Number of cases of violence within family (including domestic violence) referred from MIFAN to external institutions in 2016</p> <table border="1" data-bbox="775 1608 1505 1733"> <thead> <tr> <th></th> <th>March</th> <th>April</th> <th>May</th> <th>June</th> <th>July</th> <th>Aug.</th> </tr> </thead> <tbody> <tr> <td>D IV</td> <td>2</td> <td>3</td> <td>5</td> <td>4</td> <td>3</td> <td>0</td> </tr> <tr> <td>D VI</td> <td>1</td> <td>3</td> <td>0</td> <td>0</td> <td>5</td> <td>2</td> </tr> <tr> <td>Total</td> <td>3</td> <td>6</td> <td>5</td> <td>4</td> <td>8</td> <td>2</td> </tr> </tbody> </table> <p>(3) Number of organized Schools of Value</p> <table border="1" data-bbox="775 1789 1401 1915"> <thead> <tr> <th></th> <th>2012</th> <th>2013</th> <th>2014</th> <th>2015</th> <th>2016</th> </tr> </thead> <tbody> <tr> <td>D IV</td> <td>5</td> <td>NA</td> <td>NA</td> <td>NA</td> <td>16</td> </tr> <tr> <td>D VI</td> <td>11</td> <td>NA</td> <td>NA</td> <td>NA</td> <td>3</td> </tr> <tr> <td>Total</td> <td>16</td> <td>NA</td> <td>NA</td> <td>NA</td> <td>19</td> </tr> </tbody> </table> <p>(4) Number of graduates of Schools of Value</p> <table border="1" data-bbox="775 1971 1401 2096"> <thead> <tr> <th></th> <th>2012</th> <th>2013</th> <th>2014</th> <th>2015</th> <th>2016</th> </tr> </thead> <tbody> <tr> <td>D IV</td> <td>65</td> <td>34</td> <td>385</td> <td>401</td> <td>339</td> </tr> <tr> <td>D VI</td> <td>243</td> <td>110</td> <td>404</td> <td>90</td> <td>281</td> </tr> <tr> <td>Total</td> <td>308</td> <td>144</td> <td>789</td> <td>491</td> <td>620</td> </tr> </tbody> </table>		March	April	May	June	July	Aug.	D IV	19	13	15	6	18	24	D VI	5	10	14	10	9	13	Total	24	23	29	16	27	37		March	April	May	June	July	Aug.	D IV	18	26	33	17	8	9	D VI	29	39	7	17	12	6	Total	47	65	40	34	20	15		March	April	May	June	July	Aug.	D IV	0	0	0	1	0	1	D VI	0	0	0	1	0	0	Total	0	0	0	2	0	1		March	April	May	June	July	Aug.	D IV	2	3	5	4	3	0	D VI	1	3	0	0	5	2	Total	3	6	5	4	8	2		2012	2013	2014	2015	2016	D IV	5	NA	NA	NA	16	D VI	11	NA	NA	NA	3	Total	16	NA	NA	NA	19		2012	2013	2014	2015	2016	D IV	65	34	385	401	339	D VI	243	110	404	90	281	Total	308	144	789	491	620
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The mechanism developed by the project is expanded and implemented in other delegations in Managua City.	(not pilot) which implement and utilize the mechanism of ESAI.	(Ex-post Evaluation) - All non-pilot District Delegations in Managua City (Districts I, II, III, V and VII) have provided prevention and attention services based on ESAI Guidelines and protocols.
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Source: Terminal Evaluation Report, questionnaire and interview surveys with MIFAN, Municipal Delegation of Managua, and District Delegations I, II, III, IV, V and VI.

### 3 Efficiency

Although the project cost was within the plan, the project period exceeded the plan (ratio against the plan: 82% and 121%, respectively). The reason of the excess was that the project expanded the coverage of the protocols for family counseling and Schools of Value, and it took time for validation of the related documents and tools. Outputs were produced as planned. Therefore, the project efficiency is fair.

### 4 Sustainability

#### <Policy Aspect>

The Government of Nicaraguan issued the “State Policy for the Strengthening of the Nicaraguan Family and the Prevention of Violence” (2014) through the Decree No. 43-2014. The policy contains strategic objectives including prevention of violence and strengthening of coordinated care.

#### <Institutional/Organizational Aspect>

The organizational structure, including the horizontal collaboration between prevention and attention and vertical referral route, has not changed to sustain the mechanism of ESAI developed by the project. The ESAI Guidelines and protocols have been officially utilized, and as of May 2020, they were under review and revision in order to respond to changes in the society and users’ needs. MIFAN Headquarters (HQs) has needed more personnel to monitor all issues in a timely manner, but they have covered comprehensive areas and worked with the network support in the territory and community leaders and volunteers. MIFAN also has collaborated with MINED and MINSA. Thus, it can be judged that a minimum number of personnel has been secured to maintain the ESAI mechanism. Regarding Managua City, four of the seven District Delegations have considered that the number of personnel was sufficient. The rest three District Delegations answered that they would need more personnel to cover more communities or strengthen services. The Municipal Delegation of Managua which supervises the District Delegations has had one delegate, and four technicians, which has been sufficient to sustain the ESAI Mechanism in the municipality, though it considered it would be ideal to have more personnel to strengthen the services.

#### <Technical Aspect>

MIFAN technicians have maintained skills and knowledge necessary to sustain the ESAI mechanism, through constant training of technical and new staff. In 2017, a total of 630 technicians including representatives of all delegations were trained on Schools of Values and early childhood issues, and they shared training learnings with their colleagues. In Managua City, training has been conducted for new staff including the ESAI mechanism. Technicians of the District Delegations have sustained their skills and knowledge by receiving the follow-up from MIFAN HQs and sharing their experiences. Training manuals developed by the project have been utilized by all of the Municipal and District Delegations of Managua City, especially the one for Schools of Value.

#### <Financial Aspect>

The budget to maintain the ESAI mechanism has been guaranteed through the national funds, external grant funds from the World Bank and World Vision. The necessary budget to maintain the ESAI mechanism has been estimated as 425,312,533 Nicaraguan Cordoba, which was already guaranteed for 2020. The Municipal Delegation of Managua has received the necessary funds to maintain the ESAI mechanism from MIFAN HQs.

#### <Evaluation Result>

In the light above, the sustainability of the effects is high.

### 5 Summary of the Evaluation

The Project Purpose was achieved, and the project effects have continued. The guidelines and protocols for the integrated care and attention services were developed and officially approved. Although the project period exceeded the plan, the mechanism was piloted in the two districts in Managua City, and since the project completion it has been expanded to all municipalities in the country.

Considering all of the above points, this project is evaluated to be highly satisfactory.

## III. Recommendations & Lessons Learned

### Recommendations for Implementing agency:

- It is recommended to MIFAN to allocate more budget to assign technical personnel to further strengthen the provision of wider services of ESAI at the central, municipal and district delegation levels. Besides the new recruitment, an internship program with national universities could be an option to provide more services at the district delegation level at a lower cost.

### Lessons Learned:

- The mechanism for providing integrated care and attention services was developed, and its guidelines and protocols were approved as official documents during the project period. This has resulted in dissemination to all municipalities in the country after the project completion, although only two districts were mainly targeted in the project. It is important to include even the approval process of the mechanism including manuals in the project design, not only development and pilot implementation of the mechanism. And, the experience of the trial and validation of the mechanism would be effective so that it could be continuously used and revised even after the project completion, thereby ensuring the continuity of project benefits.
- The project period exceeded the plan, because it took more time to go through the approval and confirmation process of the guidelines and protocols for validation purposes than expected since the project expanded the coverage of the protocols for family counseling and Schools of Value. It is important to carefully consider the sufficient time for such a purpose when formulating the project, since each government or ministry has its own process and timeframe. This should be again well confirmed in the ex-ante evaluation.



School of Value



Integrated support in early childhood