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STRENGTHENING PUBLIC FINANCIAL MANAGEMENT IN LATIN AMERICA AND THE CARIBBEAN

FINAL TRAINING NEEDS ASSESSMENT REPORT FOR PARAGUAY'S
MINISTRY OF HACIENDA

JANUARY 26 – APRIL 14, 2015

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Acronyms	Description
ADDIE	Analysis, Design, Development, Implementation and Evaluation
BCS	Budget Competency Survey
CEAMSO	Center for Environmental and Social Studies
CYPRESS©	Capacity, Performance, Results and Sustainability (CYPRESS)
DAF	Head of Directorate of Administration and Finance
DG	Directorate General
DGP	Department of Budget (Dirección General de Presupuesto)
DSIP	Department of Public Investment (Dirección del Sistema de Inversión Pública)
EU	European Union
FRL	Fiscal Responsibility Law
GoP	Government of Paraguay
HPT	Human Performance Technology
HR	Human Resources
HRPA	Human Resources Practices Assessment
ICS	Institution Capacity Survey
IDB	Inter-American Development Bank
IDP	International Development Partner
IMF	International Monetary Fund
INAPP	National Public Administration Institute of Paraguay
IPSAS	International Public Sector Accounting Standards
ISD	Instructional Systems Design
IT	Information Technology
LAC	Latin America and the Caribbean
LAFE	Finance Administration Law
LM	Line Ministry
M&E	Monitoring and Evaluation
MAG	Ministry of Agriculture and Livestock (Ministerio de Agricultura y Ganadería)
MDA	Ministry, Department and Agency
MEC	Ministry of Education and Culture (Ministerio de Educación y Cultura)
MH	Ministry of Finance (Ministerio de Hacienda)
MOPC	Ministry of Public Works and Communication (Ministerio de Obras Públicas y Comunicación)
MSPyBS	Ministry of Public Health and Social Well Being (Ministerio de Salud Pública y Bienestar Social)
MTEF	Medium-Term Expenditure Framework
OTA	Office of Technical Assistance

Acronyms	Description
PACAP	Annual Training Plan
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
PFM-LAC	Public Financial Management in Latin America and the Caribbean
PFM RAP	Public Financial Management Reform Action Plan
SET	Under-Secretary of Taxation
SFP	Secretariat of Public Functions (Secretaria de la Función Pública)
SIAF	Integrated Financial Management Systems
SITE	Treasury Information System
SLT	Sustainable Learning Transformation
SME	Subject Matter Expert
SOP	Standard Operating Procedures
SOPM	Standard Operations Procedures Manual
SOW	Scope of Work
SSEA	Under-Secretary of Economic Affairs and Trade Integration
SSEAF	Under-Secretary of Financial Management
TAB	Training Advisory Board
TC	Training Committee
TD	Training Department
TNA	Training Needs Assessment
TOT	Training of Trainers
TOTP	Training of Trainers Program
UN/CEPAL	United Nations Economic Commission for Latin America and the Caribbean (Comisión para América Latina y el Caribe)
USAID	United States Agency for International Development

1 EXECUTIVE SUMMARY

1.1 BACKGROUND

The objective of the United States Agency for International Development's (USAID) Strengthening Public Financial Management in Latin America and the Caribbean (PFM-LAC) Project is to increase the understanding of Public Financial Management (PFM) challenges and obstacles in the region and create tools and approaches that help Latin American and Caribbean governments adopt improved Public Financial Management practices. Public Financial Management encompasses the systems and mechanisms through which governments mobilize public revenues and subsequently budget, execute, and monitor the expenditure of those revenues.

Through the PFM-LAC Project, implemented by Deloitte Consulting LLP, various methods will be applied to expand and improve the ability of co-operating countries to improve skillsets, plan, design, implement, monitor, and evaluate Public Financial Management practices in day-to-day operations. Specifically, Deloitte will provide technical assessments, technical assistance, seminars, workshops, trainings, field-based capacity development, grants, fiscal revenue briefings, and research to analyze issues, suggest recommendations to develop improved procedures/protocols/standards.

To understand the current knowledge and skill levels of the co-operating Latin America and the Caribbean (LAC) countries, priority training needs, and the work environment, the PFM-LAC Team conducted a Training Needs Assessment (TNA) from January 26, 2015 to April 14, 2015. The Training Needs Assessment was conducted by five (5) technical advisors and targeted the Ministry of Hacienda and select Line Ministries:

- Ministry of Agriculture and Livestock (MAG)
- Ministry of Education and Culture (MEC)
- Ministry of Public Health and Social Welfare (MSPyBS)
- Ministry of Public Works and Communications (MOPC).

This report describes the process the PFM-LAC Team used, their findings, and recommendations.

1.2 ASSESSMENT APPROACH

The diagnostic approach, which is part of Deloitte's CYPRESS© (Capacity, Performance, Results and Sustainability) Sustainable Learning Transformation (SLT) methodology, included individual and group interviews with the Ministry of Hacienda and select Line Ministry staff (MAG, MEC, MOPC and MSPyBS) and key stakeholders, such as representatives from multi-lateral and bi-lateral donors, technical assistance providers, and internal instructors. An electronic survey of core budget and planning knowledge and skills, or competencies, was developed and administered to select Ministry of Hacienda and select Line Ministry staff. Training providers were also assessed through individual and group meetings using a Training Provider Evaluation to evaluate the application of international training standards (Instructional Systems Design) as related to budget preparation curriculum and instructors. The PFM-LAC Team also interviewed and gathered information on Ministry of Hacienda's Human Resources Department of Well Being and Training. In addition, a survey was conducted with the staff of the Ministry of Hacienda to obtain a comprehensive picture of the organization. Furthermore, various documents were collected or reviewed during the Training Needs Assessment. The diagnostic approach was approved by a Key Stakeholders Group composed of: the Ministry of Hacienda's Advisor to the Minister; the Director, Department of Budget, and the Coordinator, Office of Technical Activities and Communications. The Key Stakeholders Group was formed to provide guidance and expertise to the advisors as part of the Training Needs Assessment. After the Training Needs Assessment Report is accepted by the Key Stakeholders

Group, a Training Advisory Board will be formed to provide guidance to the advisors during the remainder of the PFM-LAC Project.

By using several approaches, the PFM-LAC Team gathered qualitative and quantitative data from numerous sources and all data that was gathered was evaluated from three (3) different perspectives and specialties: Accounting/Financial Management, Human Resources, and Human Resources Development. By analyzing the data from three (3) perspectives, the PFM-LAC Team was able to identify the types of management and training solutions needed to improve the Ministry of Hacienda's (MH) and select Line Ministry's (LM) budget and planning capacity.

1.3 QUALITATIVE DATA

Qualitative data was collected and analyzed for trends, similarities and differences in stakeholders' responses. Below are the key qualitative data findings, organized by stakeholder group for ease of review:

1.3.1 MANAGEMENT MEETINGS

MH Budget and Public Investment Management Departments

- Department of Budget (DGP) and Department of Public Investment (DSIP) senior management are overly committed to planning and budgeting reform, but often feel stretched thin with many simultaneous and heavy job responsibilities.
- DGP and DSIP management conveyed on the need to simplify and associate with other secondary legislation and regulatory framework in one organic budget law with a view to create an integrated financial management system that is clear within all its main wings and inter linkages.
- Lack of a unified institutional framework and financial management structure that clearly establishes the main financial management functions and processes across the Government.
- DGP personnel spend a disproportionate amount of time in processing of in-year budget adjustment requests from MDAs, often diverting them from technical matters such as monitoring and evaluation. Time resources could be used more efficiently if the administrative processes and procedures were simplified and automated.
- Lacking of planning and budgeting manuals or Standard Operating Procedures (SOPs) specific to the needs of every MDA requires the DGP and DSIP personnel to spend substantive amount of time in providing lead advice and technical guidance to line management's finance and administration officials.
- There are limited training avenues for DGP and DSIP employees for such a broad spectrum of planning and budgeting competencies, and staff often does not understand their role in the overall PFM architecture.
- Coordination with other relevant external stakeholders that serve the DGP and DSIP, (i.e., Civil Service, Public Procurement, Planning Secretariat), is a weakness.
- There is limited availability of relevant data, such as fixed asset financial information for DGP and DSIP to make informed budget decisions.
- Management welcome efforts to strengthen planning and budgeting capacities to make reforms sustainable.

Line Ministry Management

- Line Ministry management was not involved in the PFM Reform Action Plan 2012-2015 and as such the reform dialogue and sensitization with MH is weak. Moreover, communication pertaining to reforms and other relating events in budgeting and other PFM generally weak across Government.
- Existing regulatory framework is very complex, and has grown hastily over the years, fragmented in various other pieces outside the Finance Administration Law (LAFE), thus resulting in data processing and exchange between processes and key units difficult, which often results in duplication of efforts.
- Documentation of reform lessons, institutional record of training within most prolific Line Ministry is gone (i.e., Ministry of Public Works).
- The roles and responsibilities of planning and budgeting functions are unclear, and often the communication between the different budget offices within the Line Ministries is limited to non-existent.
- There is a serious disconnect between the various relevant directorate general units (i.e., Directorate General (DG) Finance and Administration, DG Public Purchases, DG Human Resources, DG Planning) and their respective subordinate cells, often creating duplication of tasks and staffing.
- Line ministries often lack proper budget management tools and systems, resulting in routine work cumbersome and inefficient.
- There is a culture of high staff turnover which limits the institutional record and documentation of reform lessons. Management is very concerned about the lack of institutional capacity that is retained in their organizations, particularly in budgeting. Due to high turnover, trained personnel do not stay on the job long enough to train other colleagues, or are very limited in number.

1.3.2 HUMAN RESOURCES MANAGEMENT MEETINGS

- The MH Human Resources Coordination Department is understaffed in accordance to international best practices.
- Jobs are posted internally and externally on the Secretariat of Public Functions (SFP) website and the ministry websites. SFP manages the recruitment process with input from the ministries.
- The MH and LM have a different protocol for conducting the annual TNA as well as preparation of their annual Training Plan. The MH Training Plan focuses heavily on sourcing external free training versus designing, developing and delivering internal training. The annual training budget varies from across MH and LMs.
- Currently, MH and LM do not have a protocol for training, developing and promoting staff given concern over how to implement the Law of Public Servants. There is a protocol for how staff apply and get accepted for external training. However, it is different in each organization.
- The MH and LM have a different protocols and forms for the annual review process. Not all employees complete their annual performance appraisal.
- Compensation is based on title and the amount of education and training but pay scales vary by ministry.

1.3.3 INSTRUCTOR MEETINGS

- Potential MH instructors are qualified in their respective areas of management, instruction, technical expertise among other functions and competencies and have a solid understanding of their respective roles and responsibilities.
- Many MH instructors also teach to supplement their full-time work in various MH units. None of the instructors went through a competitive selection to be an instructor. Instead, they were “nominated” because of their expertise and years of experience in budgeting and other relevant technical areas.
- Instructors interviewed have worked or have strong experience as instructor in key fields considered critical and relevant to planning and budgeting such as the financial regulatory framework, financial planning and programming.
- None of the MH instructors have experienced at a Training of Trainers (TOT) program but one had a positive learning in 2008 from one TOT program at Curitiba/Brazil with the aim of replicating the TOT experience in Paraguay, which never consummated.
- All instructors felt that they would benefit from more training on how to effectively develop and deliver courses. Furthermore, all interviewed instructors indicated that they would like to become trainers to learn more and teach on other fields relevant to their budgeting or planning job duties.
- All instructors agreed they do not receive guidance on developing and delivering a course to training participants. Instead, instructors are supplied with generic training materials, (i.e., United Nations Economic Commission for Latin America - UN/CEPAL), core materials in monitoring and evaluation, not adapted to the specific sector-by-sector training needs.
- All responded the existing regulatory framework and institutional bottlenecks being challenge factors to the strengthening of technical capacities within PFM in Paraguay.

1.3.4 INTERNATIONAL DEVELOPMENT PARTNERS

- Budgeting trainings provided by International Development Partners (IDPs) are often one-off efforts that are project-focused and are not well coordinated.
- IDP-funded budget reform efforts with associated trainings are particularly focused on project management and monitoring and evaluation, often seen too advanced, and are not articulated with other relating training within MH.
- Current technical assistance that is underway by the two IDPs is highly relevant to the PFM-LAC Project in Paraguay, and there is opportunity for establishing lines of coordination and collaboration.
- The Inter-American Development Bank (IDB) agreed with DGP in prioritizing and streamlining of core competencies of planning and budgeting to training plans.

1.3.5 BUDGET COMPETENCY SURVEY

- Common themes among MH and LM survey respondents included improving the budgeting legal framework, enacting participatory budgeting, grounding assumptions in realistic operating plans, and providing various levels of training to all employees in budgeting competencies and processes.

1.3.6 INSTITUTION CAPACITY SURVEY

- MH staff shared:
 - Their work is important because it is focused on the effective management of public funds and the ability to provide transparency in public administration.

- The easiest part of their job was working with their team members.
- Salaries were low and that a lack of career planning has led to low morale among employees and high turnover.
- Desire additional training open to all employees in technical areas relevant to their jobs.
- To improve their work environment, staff indicated that they would appreciate improved infrastructure, physical space, and IT software and systems.

1.3.7 MH TRAINING COMMITTEE

- A Training Committee exists within MH that has a protocol for how staff apply for external training opportunities. The Training Committee was established in 2010 with a Training Resolution Act. The protocol identifies the committee members and the criteria for participant training evaluation.

1.3.8 TRAINING FACILITIES

- None of the existing MH training facilities meet international best training practices. They are primarily designed for lectures instead of highly interactive adult training. Several rooms are of adequate size. However, there is insufficient space and tables for the participants to conduct exercises in workbooks or work in teams.
- The National Public Administration Institute of Paraguay (INAPP) has a training facility that meets international best training practices. However, the rooms are small and can only accommodate around ten (10) to 20 participants. They also have a computer lab that can accommodate 18 participants.

1.4 QUANTITATIVE DATA

Quantitative data was collected and analyzed for trends, similarities and differences in stakeholder's responses. Below are the key quantitative data findings, organized for ease of review:

1.4.1 PUBLIC EXPENDITURE AND FINANCIAL ACCOUNTABILITY

- Major weaknesses in planning and budgeting concentrate mainly in the key domains selected by the DGP for the Budget Competency Survey.
- The outcomes of the TNA are consistent with the findings highlighted in the Public Expenditure and Financial Accountability (PEFA) assessment in that gaps in skills and competencies are high in the domains considered as primal, such as financial planning, budget accounting and reporting, and leading practices in planning and budgeting.
- MH has devised a medium-term reform strategy, the Public Financial Management Reform Action Plan (PFM RAP) 2012-2015, to improve planning and budgeting and sustain capacity development, in response to the latest PEFA assessment.

1.4.2 BUDGET COMPETENCY SURVEY

- 318 employees completed the survey of a population of approximately 419. This gives a confidence level of 99% with a margin of error of four (4). This means that the MH and LMs can be 99% confident that the results are within a 4% margin of error of what the MH and LM staff actually believe concerning their budget competencies and their importance.
- The survey revealed that competencies across Domain #3: Financial Planning and Budgeting were the weakest areas across MH and the LMs in terms of importance and effectiveness. Competencies

relating to understanding of the role of taxation and non-tax revenues in the financing of budgets were the lowest overall and below international leading practice.

- Competencies across Domain #1: Legal and Institutional Arrangements for Budget Preparation were the strongest across MH and LMs in terms of importance and effectiveness. Respondents demonstrated that they have an average to above average understanding of the budget process and its role in PFM.

1.4.3 INSTITUTION CAPACITY SURVEY

- 103 employees completed the survey of a population of approximately 131. This gives a confidence level of 99% with a margin of error of six (6). This means that the MH and LMs can be 99% confident that the results are within a 6% margin of error of what the MH staff actually believe about their work and workplace.
- The lowest rated section of the Institution Capacity Survey is Management and Senior Management (24.23% gap) followed by Communications (22.53% gap). The three lowest rated questions are: fairly compensated (38.00% gap), MH values my work and contributions (31.62% gap) and team has regular meetings (28.33% gap).
- MH management is not fully aware of their training and development role and responsibilities.

1.4.4 HUMAN RESOURCES PRACTICES ASSESSMENT

- MHs three (3) weakest human resources areas listed in priority order are:
 - Compensation
 - Appraisal, Development, and Career Planning
 - Training and Orientation.

This is consistent with the findings in the Institution Capacity Survey.

- The MH training and development function is understaffed in accordance to international best practices.

1.4.5 TRAINING PROVIDER EVALUATIONS

- The MH and LM internal training providers (MH, MAG, MEC, MOPC AND MSPyBS) lack expertise in Instructional Systems Design (ISD) and application of the ADDIE Model (Analysis, Design, Development, Implementation and Evaluation) for needs assessment as well as course design, development, delivery and evaluation.
- None of the MH and LM's internal training providers meet international training standards.

Both the qualitative and quantitative data surfaced very similar key findings validating the Training Needs Assessment findings documented in this report.

1.5 CONSIDERATIONS

Below are some considerations for the Ministry of Hacienda and Line Ministries to deliberate when discussing the merits of each recommendation listed in the Recommendations section:

- Public Budgeting is a complex concept that encompasses different dimensions of the organization and the people, therefore the mission, objectives and goals of the organization should be well

designed in order to contribute to strengthening the capability of the organization and prepare it for growth and development.

- An enabling work environment is a fundamental principle and practice of management to achieve quality and effectiveness in Public Financial Management. Ultimately, it is essential for the Ministry of Hacienda and the Line Ministries senior management to understand the importance and impact that “work and the workplace” have on individual “worker” performance.
- The PFM-LAC Team recognizes that there has been a lot of work towards implementing Results-Based and Performance Oriented Budgeting, and that several reports have been prepared outlining recommendations to improve budgeting in the public sector in Paraguay. The Sustainable Learning Transformation methodology aligns to several of these recommendations.
- Equal effort should be given to building staff capacity through coaching, mentoring and on-the-job training for all Ministry of Hacienda and Line Ministry budget staff.
- The PFM-LAC Team has included a local non-governmental organization, CEAMSO (Centro de Estudios Ambientales y Sociales), to be part of its team. As such, CEAMSO should play an active role in implementing the Sustainable Learning Transformation in the Ministry of Hacienda by providing on-site continuity during the absence of the PFM-LAC Team as well as support the Sustainable Learning Transformation implementations in the Line Ministries.
- Deficiencies were noted in human resources management and development which will impact the ability of the Ministry of Hacienda to sustain the capacity building efforts that will be implemented under the PFM-LAC Project. Therefore, it is important for Ministry of Hacienda to recognize that improvements are needed in the management and functionality of the Coordination of Human Resources (Department of Wellbeing and Training of Personnel, Department of Management of Personnel and Department of Remuneration and Compensation).

1.6 RECOMMENDATIONS

Below are the recommendations for the Ministry of Hacienda and Line Ministries based on the qualitative and quantitative data collected during the Training Needs Assessment:

- **Recommendation 1:** MH should prioritize improving the budgeting legal framework, enacting participatory budgeting processes, promote mechanisms and tools that help to ground assumptions in realistic operating plans, and provide training to all employees at all levels in the identified budgeting competencies and processes (Domain #3: Financial Planning and Budgeting).
- **Recommendation 2:** MH should capture and clarify the roles, responsibilities and accountabilities involved in the budget preparation process along with providing clear job descriptions, and comprehensive policies and procedures to guide the day-to-day tasks and expectations in budget preparation.
- **Recommendation 3:** Learning Development Plans should be established as they are critical to the sustainability and effectiveness of MH and LM departments, divisions and units. Equal effort should be given to providing coaching, mentoring and on-the-job training for all MH and LM staff to capitalize on the reality that between 80% and 90% of all learning occurs outside of the classroom.
- **Recommendation 4:** Consideration should be given to expanding existing MH’s Training Committee mandate (established in the 2010 Training Act) to include internal training so that it may serve as a Training Advisory Board. The expanded Training Committee would be responsible for annually determining the courses that would be designed, developed, delivered and evaluated internally in accordance to a more robust Training Needs Assessment.

- **Recommendation 5:** Courses proposed as part of this program should be sequenced by the Training Advisory Board according to priorities and levels of skills proficiency and competency. All budget preparation courses should be performance-based and provide both theory and practice so that knowledge and skills, or competencies, are built and sustained.
- **Recommendation 6:** The Training Advisory Board should evaluate the merits of appointing MH's Head of Human Resources Department of Well Being and Training to be the MH Training Lead to support the implementation of the Sustainable Learning Transformation. This will foster capacity building and long-term sustainability.
- **Recommendation 7:** Training Departments within each Line Ministry should build and implement a comprehensive Training of Trainer's Program and require all employees engaged in staff training to take and successfully pass the program. Successful completion would entail designing, developing and delivering programs in accordance to international best training standards.
- **Recommendation 8:** Training Departments within the MH and the Line Ministries should be strengthened so they can be less reliant on externally provided training. Building expertise in Instructional Systems Design and the application of the ADDIE Model to determine, design, develop, deliver and evaluate training within these units is strongly recommended.
- **Recommendation 9:** Any Training of Trainers Program should begin within MH and then be rolled-out to line ministries following similar training governance and instructor selection arrangements.
- **Recommendation 10:** Strong consideration should be given to purchasing additional training related furniture and equipment for the MH to provide a training room that meets international best training practices.
- **Recommendation 11:** Existing budget instructors should be encouraged to apply for the Training of Trainers Program so that they can be grouped according to their work, and academic specialization along with the planning and budgeting competencies and fourteen technical courses proposed in this report. This will allow them to design, develop and deliver performance-based courses that provide documented learning and high on-the-job retention.
- **Recommendation 12:** MH needs to strengthen and appropriately staff several human resources functions to support the implementation of performance-based budget training listed in priority order:
 - Training and Orientation
 - Appraisal, Development and Career Planning
 - Strategy, Planning, Policies and Communication
 - Succession Planning.
- **Recommendation 13:** A Standard Operations Procedure Manual for Training should be written that reflects a culture of accountability and transparency, characteristics that are integral to sustainability. This manual should be a living document that is frequently referenced, well-communicated, and revised.
- **Recommendation 14:** The MH should provide training to all managers to promote a standardized level of managerial support. In addition, all managers should be trained to provide direct, clear and timely communication with all staff.

As part of the PFM-LAC Project, the Ministry of Hacienda, along with the participating Line Ministries, will receive technical assistance for the development of policies and procedures to manage the on-going human resource development of budget preparation staff. The goal is to support them in developing, managing and maintaining all the necessary systems to determine, design, develop, implement and evaluate budget preparation training that is sustainable and performance-based. A total of 14 technical

courses and 23 soft skills and information technology (IT) courses are recommended to improve individual and organizational performance. Course outlines for all proposed courses are provided in Appendix 9.10.

Finally, it is recommended that a dedicated Capacity Development Communications Plan be prepared to build awareness, secure buy-in, and manage the change impacts that this capacity development intervention will bring. The Capacity Development Communications Plan should address the individual, departmental and organizational questions and concerns related to these changes as they impact these interlinked levels of the Ministry of Hacienda and the Line Ministries concerning the capacity development in budget preparation in these organizations.

1.7 NEXT STEPS

The PFM-LAC Team will present the findings of the 2015 Training Needs Assessment to the Key Stakeholders Group. The objective of this presentation is to discuss the proposed recommendations based on Training Needs Assessment findings and reach an agreement on Training Advisory Board composition, roles and responsibilities. The Training Advisory Board will then be responsible for determining the staff member who will serve as the Training Lead and reviewing, discussing and approving the Capacity Development Work Plan and Communications Plan.

It is recommended that the Ministry of Hacienda and the Line Ministries implement a comprehensive Training of Trainers Program as the premiere training program for all Ministry of Hacienda and Line Ministry staff involved in the determination, design, development, delivery and evaluation of budget training. This program should include the following courses: Instructional Systems Design, Curriculum Design and Development, Test Writing, and Presentation and Facilitation Skills. Training of Trainers Program participants should be solicited and selected through an open application and selection process managed by the Training Advisory Board. Existing trainers should be encouraged to apply if they meet the minimum qualification standards.

During the Curriculum Design and Development course, Training of Trainers Program participants will be required to develop a Learning Design Worksheet for their assigned budget preparation course. The Training of Trainers Program participants will follow international standards for instructional design and development and will receive continuous coaching from the PFM-LAC Team. All Learning Design Worksheets will be reviewed, discussed and approved by the Training Advisory Board prior to development and delivery. They should also review the results of all produced training programs, training related policies and procedures, and training templates prior to their release. Finally, it is recommended that the Training Advisory Board agree that a Standard Operations Procedures Manual should be developed to document the Ministry of Hacienda and Line Ministries protocol for determining, designing, developing, delivering and evaluating training.

1.8 APPENDIX

All Training Needs Assessment related documents cited in the Training Needs Assessment Report can be found in the Appendix. Specifically, the Appendix includes introductory PFM-LAC Project materials, Training Needs Assessment tools, documentation and various related deliverables (e.g., Capacity Development Work Plan, Capacity Development Communications Plan and Training Plan).

2 BACKGROUND

The purpose of the Strengthening Public Financial Management in Latin America and the Caribbean (PFM-LAC) Project is to increase the understanding of Public Financial Management (PFM) challenges and obstacles in the region and create tools and approaches to help Latin American and Caribbean governments adopt improved PFM practices. PFM encompasses the systems and mechanisms through which governments mobilize public revenues and subsequently budget, execute, and monitor the expenditure of those revenues.

Through the PFM-LAC Project, implemented by Deloitte Consulting LLP, Deloitte uses various methods to expand and improve the ability of host countries to improve skillsets, plan, design, implement, monitor, and evaluate PFM practices in day-to-day operations. Specifically, Deloitte uses technical assessments, technical assistance, seminars, workshops, trainings, field-based capacity development, grants, fiscal revenue briefings, and research to analyze issues, suggest recommendations, develop improved procedures/protocols/standards,

2.1 STATEMENT OF WORK

The primary focus of this activity is to engage the Government of Paraguay's (GoP) Ministry of Finance (Ministerio de Hacienda, or MH) and four key Line Ministries to identify areas to improve budget preparation and related operations and define the unique training needs in these areas for the current budget year. The following Ministries form part of this assessment:

- Ministry of Agriculture and Livestock (MAG)
- Ministry of Education and Culture (MEC)
- Ministry of Public Health and Social Welfare (MSPyBS)
- Ministry of Public Works and Communications (MOPC).

The PFM-LAC Project proposed the use of Deloitte's Sustainable Transformation (SLT) methodology to conduct the assessments across the targeted line ministries. The team followed a systematic technical approach that was implemented in two trips with distinct outcomes and deliverables. This activity also involved close coordination and strategic collaboration with local non-governmental agency, CEAMSO (Center for Environment and Social Studies), a major local partner for USAID Paraguay.

2.1.1 OBJECTIVE

The main objectives of this activity, as outlined in the Scope of Work (SOW) with USAID, are summarized as follows:

- **Training Needs Assessment (TNA)** – Conduct a targeted assessment to identify training needs that are relevant for the current budget year (e.g., budget circular, budget preparation processes, MH requirements and regulations) for budget preparation in the targeted line ministries. The purpose of the TNA is to:
 - a. Identify and document the current learning environment and resources;
 - b. Determine the requirements of the current budget preparation process; and
 - c. Identify the training needed to address knowledge and skills gaps of individuals and departments that are responsible for budget preparation across all levels.
- **Training Plan** – Based on the assessment results, the PFM-LAC Team, with support from CEAMSO, will develop a Training Plan to include a prioritized training curriculum and schedule. The Training Plan will include a work plan with the tactical steps and information needed to execute the Plan as well as prepare the MH to manage the design, development, delivery, and evaluation of the

curriculum. The PFM-LAC Team will also review the requirements and competencies of the desired trainers and will recommend selection criteria to assist the MH in the identification and selection of trainers that will carry out the training activities.

2.2 ENVIROMENT AND DESK STUDY

2.2.1 CONTEXT

The PFM-LAC Project has included Paraguay in its list of target priority countries since inception of the project. In its first year, the Project conducted an in-depth desk review of selected PFM technical assistance and related literature in Paraguay, which was based on a prior nine-country desk study of PFM Practices in the LAC region.¹

The desk study was part of a two-phased approach to assist with strengthening public financial management in Paraguay. The paper analyzed six (6) core public financial management dimensions, and compared current PFM practices in Paraguay with leading practices, highlighting potential areas for improvement. Budget planning, preparation and execution formed one of the key dimensions, and the desk study served as a key source document in the development of the SOW described above.

During the development of the targeted technical assistance (Phase II), the PFM-LAC Team held key informant interviews with personnel from the World Bank, and the Inter-American Development Bank (and others) in Washington, DC to validate and gather information relevant to the areas of assistance. The PFM-LAC Team worked closely with USAID Paraguay and the Government of Paraguay on the design of the capacity building program.

2.2.2 BUDGET PREPARATION REVIEW PROCESS

The purpose of the budget preparation process is to compile the funding needs of ministries, departments and agencies aligned with strategic objectives and to seek legislative approval for spending in a fiscal year. The resulting budget should articulate how the government intends to spend its resources during a given year and contains sufficient information to enable government officials and civil society to evaluate whether it is realistic and responsive to citizen's needs. Budget inputs should be consistently received by the Ministry of Finance from entities at the central and subnational levels. This process also allows for government officials to discuss whether central, subnational, and line ministry budgets are realistic and will help achieve the stated objectives.

The key institution for budget preparation and execution in Paraguay is the Ministerio de Hacienda (MH). When MH prepares the budget, it solicits input from 84 ministries and agencies across different levels of government. These ministries and agencies prepare individual draft budgets and annual procurement plans to inform the budget preparation process; once the budget is approved, monthly cash plans establish expenditure limits throughout the fiscal year.

Budget preparation begins on April 30 when MH issues the decree on budget guidelines for its ministries and agencies. The Ministries submit their budget drafts by June 30, and the Budget Department consolidates and prepares the final budget, which is sent to Congress by September 1. The National Congress must approve the budget by December 20. The budget is executed via the country's Integrated Financial Management System (SIAF), which is comprised of a set of sub-systems with centralized and decentralized operations.

¹ "Public Financial Management Practices in Latin America and the Caribbean: A Review of the Trends, Challenges, and Opportunities for Improvement"

2.2.3 ENVIRONMENT AND RECENT LITERATURE

Recent literature and studies on PFM have revealed that the Government of Paraguay's approved budgets are generally unrealistic and revenues are often lower than planned expenditures. Furthermore, findings from a recent PEFA report cite that the Government of Paraguay has limited institutional capacity and human capital to execute the budget, which is reflected in the systematic under-execution of the budget. Frequent adjustments to budget expenditures are made during budget execution, and sufficient justification and documentation are not always provided. There is also a culture of "use it or lose it" for spending agencies. As a result, spending dramatically increases at the end of the fiscal year, even if funds are not used for their original purpose.

2.2.4 APPLICATION TO PFM-LAC'S CAPACITY BUILDING PROGRAM

To contribute towards the goal of improved budget preparation in Paraguay, the PFM-LAC Project is deploying Deloitte's CYPRESS© SLT methodology to develop and deliver a training program aimed at developing the capacity of mid-level staff responsible for budget planning, preparation and execution. Section 2.6 will explore this approach in greater detail.

2.3 CONSULTANTS

A total of five (5) USAID PFM-LAC consultants were engaged in conducting the TNA. Below is a brief summary of each team member's expertise:

2.3.1 JOHN ERIC UGGEN, PFM-LAC CHIEF OF PARTY, PFM SPECIALIST

Mr. Uggen brings eighteen years of experience providing technical assistance in the areas of national and sub-national budgeting, strengthening public financial management processes and systems, and capacity development in Latin America, Eastern Europe, Central and South Asia, and East Africa. As the Chief of Party for the USAID-funded Public Financial Management in Latin America and the Caribbean (PFM-LAC), he is responsible for the management of the project and technical oversight of the project. Mr. Uggen's technical area of focus is designing and implementing practical approaches for Program and Performance Budgeting, including developing the technical and functional requirements, identifying needed changes to systems and procedures, and implementing change through the introduction of tools, practices, and procedures to facilitate the production of more comprehensive and more transparent budget information. Mr. Uggen combines this with a deep understanding of integrated financial management systems, including the accounting and reporting requirements, the creation and maintenance of the chart of accounts, and the mechanisms for budgetary allotment, control and disbursement of public funds.

2.3.2 LUIS F. PANIAGUA, TEAM LEAD, PFM SPECIALIST

Mr. Paniagua has more than seven years of experience providing technical assistance on public revenue policy and administration, structural reform, and economic governance issues for nearly 15 countries across Latin America, the Caribbean, and Sub-Saharan Africa. He has supported various USAID projects and assignments as an economist focusing primarily on revenue and budget performance, research, and delivering capacity building programs to host-country governments. As a research consultant, Mr. Paniagua has co-authored studies regarding tax and budget-oriented policy, legal, regulatory, and administrative reforms in El Salvador, Honduras, Jamaica, and Paraguay. Mr. Paniagua has also coordinated large capacity building programs on fiscal policy, cost benefit analysis, and diagnosis of structural economic issues for country government officials and USAID economists. His experience includes various project management roles as team leader providing monitoring and evaluation support and technical guidance across multi-disciplinary teams of international and national advisors.

2.3.3 KELLY CONNORS, MANAGEMENT SPECIALIST

Ms. Connors brings close to six (6) years of project management experience both in the United States and overseas. Ms. Connors is proficient in business process re-engineering and manages the PFM-LAC Grants Under Contract Program as well as assists with the management of PFM strengthening activities across the region. Ms. Connors possess strong analytical skills in cost benefit analysis, budgeting, financial forecasting, accounting, and statistical analysis using STATA and Excel and is a Certified Associate in Project Management (CAPM) and is pursuing her Green Belt Lean Six Sigma Certification. Ms. Connors spent three years in the Peace Corps Dominican Republic managing grants and various development projects. Currently, Ms. Connors also supports the SLT implementation in Jamaica for the Ministry of Finance and Planning.

2.3.4 DIANA M. OSINSKI, SLT SUBJECT MATTER EXPERT

Ms. Osinski is a multifaceted performance improvement professional with over 25 years of experience and a proven track record in managing and executing training programs from inception to termination to improve individual and organizational performance. Ms. Osinski has been responsible for and involved in a range of training assignments for a variety of sectors such as: banking, capital markets, civil service, commercial law, and tax administration. Ms. Osinski is skillful at designing and delivering training activities and managing program logistics, personnel and finances. While working with BearingPoint and Deloitte, Ms. Osinski developed and refined the SLT methodology which turns local subject matter experts into skillful instructional designers and facilitators whose training programs achieve over 90% learning retention. A majority of her experience has been with USAID or FIRST projects in transitioning countries: Afghanistan, Armenia, Bosnia, Bulgaria, Cyprus, Egypt, Georgia, Iraq, Kazakhstan, Mali, Montenegro, Philippines, Poland, Senegal and Tajikistan. Ms. Osinski also holds the Senior Professional in Human Resources (SPHR) and the Certified Performance Professional (CPT) designations.

2.3.5 JORGE SHEPHERD, SENIOR PFM ADVISOR

Mr. Shepherd is a seasoned PFM and public expenditure policy consultant with more 20+ years of relevant experience around the globe. He has conducted assignments for the National Treasury of the Republic of South Africa, the Belgium Technical Cooperation Agency, Department for International Development, European Union (EU), IDB, Swiss Economic Cooperation and Development Agency, USAID and World Bank, and conducted PEFA and other fiduciary risk assessments and evaluation missions to measure progress of PFM projects pertaining to medium-term budgetary planning, treasury and government accounting, cash and debt management, internal control and internal audit, and Integrated Financial Management Information Systems (IFMIS) solutions. Mr. Shepherd has drafted comprehensive PFM and accountability laws and regulations, accounting and treasury guidelines, and internal controls policy, and provided technical assistance in the strengthening of line agencies, organizational restructuring, and gradual adoption of Cash and Accrual-Based International Public Sector Accounting Standards (IPSAS).

2.4 ASSESSMENT DATES

The data collection phase of the Training Needs Assessment (TNA) began on January 26, 2015. Qualitative and quantitative data was collected from the Ministry of Finance (MH), Ministry of Agriculture and Livestock (MAG), Ministry of Education and Culture (MEC), Ministry of Public Works and Communications (MOPC), Ministry of Public Health and Social Welfare (MSPyBS), Center for Environmental and Social Studies (CEAMSO) and National Public Administration Institute of Paraguay (INAPP). The data collection phase concluded on April 14, 2015.

2.5 COLLECTED AND REVIEWED DOCUMENTS

Prior to and during the assessment, the following documents were collected or reviewed and analyzed:

- CEAMSO Reports on the Index of Personnel Management (IGP) Program to Measure Personnel Management Effectiveness
 - Final Report for MOPC
 - Final Report for SFP
 - Preliminary Report for MH
 - Preliminary Report for MSPyBS
- Fiscal Responsibility Law (FRL) No. 5098 of 2013
- FRL Rules issued by Decree No. 1559/2014
- IDB (2015), Loan for the Design and Implementation of a Scholarship Program from the Fund for Excellence in Education and Research (FONACIDE) resources, Loan PR-L1086
- IDB (2014), Public Investment System Exchange Experience with Government of Peru Program, PR-T1170
- IDB (2014), Program for the Improvement of the Execution of Projects, PR-T1163
- IDB (2014), Strengthening the Functions of Central Government Technical Assistance Project, PR-T1157
- International Monetary Fund (IMF) (2015), 2014 Article IV Consultation, Staff Report, February 2015, IMF Country Report No. 15/37
- IMF, "Paraguay 2012 Article IV Consultation." Country Report 12/211, 2012.
- Law N 1626/2000 of the Public Function
- MAG, Human Resource and Training documents
 - Procedures for Participation in Training Program
 - Example Operating Manuals for Projects
 - Organizational Charts
 - Manuals on the Organizational Design of the Ministry
- MEC, Training documents
 - New Training Needs Analysis Survey
 - Old Training Needs Analysis Survey
 - Orientation Agenda
 - Example Course Description by contracted organization, Buen Gobierno
- MH, Human Resources documents
 - Annual Training Plan Form
 - Training Weakness Form for Department Heads
 - Public Function Law on Hiring
 - Example of Procedure Manual
 - Law on the Evaluation of Performance
 - Performance Appraisal Document
 - Example interview questionnaire
 - Human Resources Employee Directory
 - Human Resources Organization and Job Function Manual
 - Resolution N. 338 Establishing Training Committee
 - End of Course Evaluation Form
- MH, National Development Plan and the Executive Order establishing the Guidelines for Budgeting, 2011
- MH, MAG, MEC, MOPC, and MSPyBS Organizational Charts, 2014
- MH, "Plan de Acción de la Gestión de las Finanzas Publicas del Paraguay 2012-2015."
- MH, Public Investment Training Program (SNIP), Training Course Descriptions for 2015

- MH, 2014 State Budget Appropriation Law, No. 5142 (Presupuesto General de la Nacion-2014)
- MH, 2015 State Budget Appropriation Law, No. 5386 (Presupuesto General de la Nacion-2015)
- MH, Budget classification authorized for 2015 State Budget (Clasificador Presupuestario de Ingresos, Gastos y Financiamiento)
- MH, Strategic Plan 2014 – 2018, 2014
- MOPC, Training documents
 - Situational Analysis Form
 - Annual Training Plan Form
 - Goals for Human Resources and Training Departments
- MSPyBS, Human Resources and Training documents:
 - Training Needs Analysis Form
 - 2015 Training Plan
 - Customer Satisfaction Survey
 - Training Participant Satisfaction Survey
 - Application for outside courses
 - List of applicants for training
 - List of Training Modules offered by MSPyBS Training Department
 - Class Attendance Sheet
 - Strategic Plan of MSPyBS, 2013-2018
 - Regulations for Training Department
 - Resolution for the Training Committee
 - Training Course Application
- PFM Reform Action Plan (RAP) 2012-2015 (Plan de Acción para la Mejora de la Gestión de las Finanzas Publicas en Paraguay 2012-2015)
- Public Expenditure and Financial Accountability (PEFA) assessment report of Paraguay, December 2011, European Union, IDB, and World Bank
- State Finance Administration Law No. 1535 of 1999, (Ley de Administración Financiera del Estado or LAFE)
- State Finance Regulations of 2000 (Decree No. 8127 of March 30, 2000)
- USAID, Paraguay Public Financial Management and Tax Administration Desk Assessment. 2014
- USAID. “PFMRAF Stage I Rapid Appraisal for Paraguay,” 2012
- USAID, Public Financial Management Primer, 2013
- USAID, Public Financial Management Practices in Latin America and the Caribbean: A Review of the Trends, Challenges, and Opportunities for Improvement, 2014.

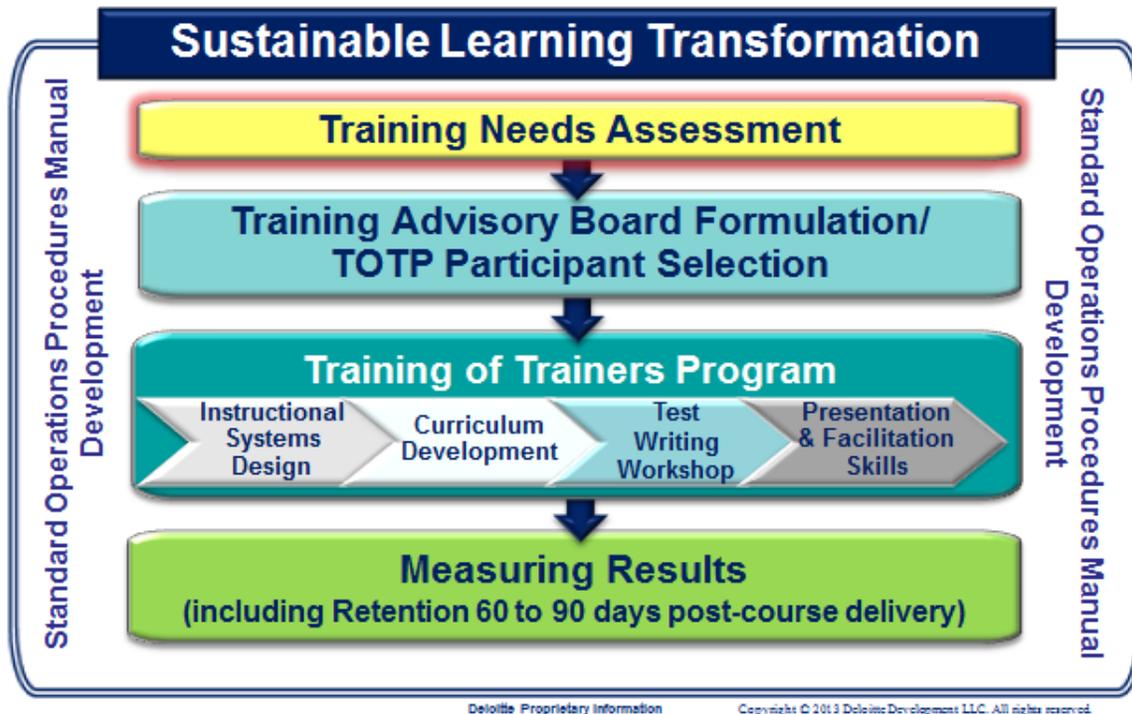
2.6 SUSTAINABLE LEARNING TRANSFORMATION

The Sustainable Learning Transformation (SLT) is one of the solutions within Deloitte’s CYPRESS® performance-based capacity development methodology. The SLT builds sustainable capacity through a counterpart-owned and led training and development program with customized facilitation and coaching by Deloitte.

Based on the leading industry ADDIE Instructional Systems Design (ISD) Model², SLT focuses on developing human and institutional capacity, resulting in a sustainable training that is owned, led and managed by the counterpart staff, improved leadership and management skills, and institutionalized standards, operations policies and procedures.

² The ADDIE Model is a framework that lists standard processes that instructional designers and training developers use. It represents a guideline for building effective training and performance support tools in five phases: Analysis, Design, Development, Implementation, and Evaluation.

The figure below illustrates the five (5) main components of the SLT: Training Needs Assessment, Training Advisory Board, Training of Trainers Program, Measuring Results, and Standard Operations Procedures Manual. Taken together, these components result in measurable improvements in an organization's training programs, staff, operations and management.



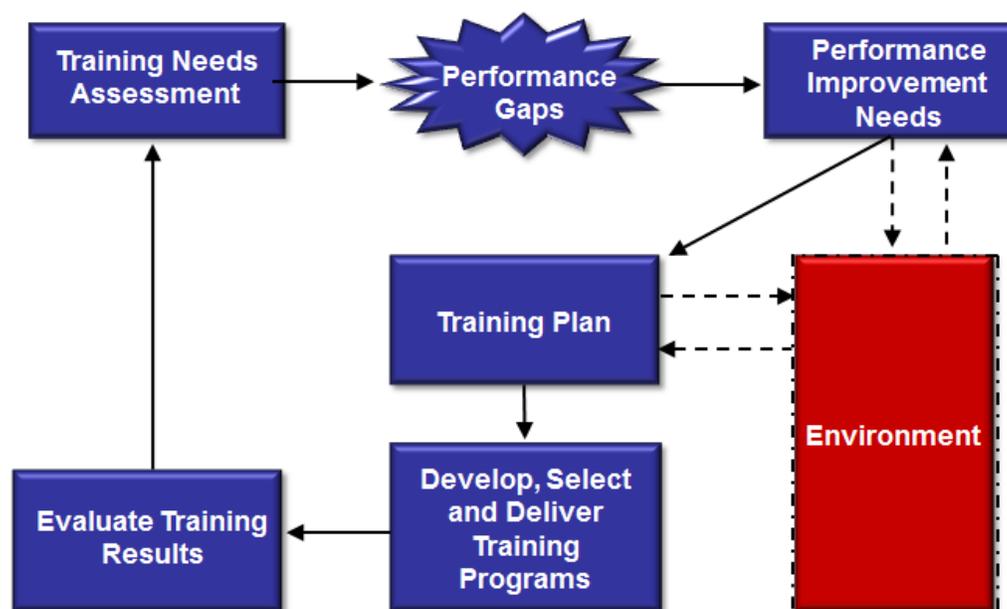
MAIN SLT COMPONENTS

- **Training Needs Assessment (TNA)** – This is a systematic approach based on Human Performance Technology (HPT), to analyze performance gaps from an individual (worker), department (work) and organizational (workplace) perspective and provides targeted interventions to address identified performance gaps.
- **Training Advisory Board (TAB)** – The TAB serves as the spokesperson for the MH, sharing their expertise and opinions to assist the SLT Team Lead, MH Training Lead, CEAMSO Training Specialist, PFM Subject Matter Expert (SME), and the MH Instructional Designers and Instructors with implementing the assessment, design, development, delivery and evaluation of budget preparation courses. The TAB will:
 - Review consultant and project generated work and provide comments
 - Establish training standards and deadlines
 - Perform quality assurance and confirm that project-generated PFM training is appropriate for MH and the Government.
- **Training of Trainers Program (TOTP)** – This is a comprehensive program that transforms an organization's subject matter specialists into skilled instructional designers and facilitators through ownership and commitment through a rigorous curriculum based on the leading industry ADDIE Model for instructional design. The TOTP curriculum includes the following courses:
 - Course 1: Instructional Systems Design
 - Course 2: Curriculum Design and Development
 - Course 3: Test Writing

- Course 4: Presentation and Facilitation Skills.
- **Measuring Results** – This is the evaluation component of the SLT, measuring the effectiveness of the TOTP based on Kirkpatrick's Four Levels of Evaluation³ using the following mechanisms:
 - End of Course Evaluation
 - Pre- and Post-Course Test
 - Retention Survey
 - Line Manager Survey
 - Training Application and Value Matrix.
- **Standard Operations Procedures Manual (SOPM)** – The SOPM is developed, adopted and maintained by the local training staff. The SOPM is essential to institutionalizing the policies, procedures, tools and templates within the organization, thereby contributing to the sustainability of training. It is also an integral document used to demonstrate compliance with international instructional design practices and standards.

2.7 ASSESSMENT METHODOLOGY

The Training Needs Assessment methodology that is included in SLT is based on Human Performance Technology (HPT). This is a systematic approach, to analyze performance gaps from an individual (worker), department (work) and organizational (workplace) perspective and provides targeted interventions to address identified performance gaps. This approach addresses the complete performance environment of an organization as well as its performers. It is a process that focuses on the organizational and workplace environment, and recommends and implements interventions to improve department and organizational performance as well as individual performance. This approach develops sustainable capacity rather than focusing only on the capacity of individuals who may not be able to improve their performance due to an inadequate work environment. Listed below is a graphic representation of the assessment methodology:



³ Level 1: Reaction, Level 2: Learning, Level 3: Behavior and Level 4: Results.

2.8 ASSESSMENT RESULTS

As a result of conducting a TNA, the performance improvement needs or the gap between the “current” and “desired” performance is determined and used to build a Training Plan for the organization. The Training Plan is the guiding document for the organization to improve individual work performance. To execute this step correctly, the internal and external environment of the targeted TNA participants must also be assessed. Collecting data on the environmental issues helps shape the final Training Plan as well identifies non-training or management solutions. Specifically, the environmental issues must be taken into account when determining the needed courses and management solutions to improve individual and organizational performance. Explicitly, it is necessary to target training and identified systems to improve individuals and the environment in which they work to achieve lasting improvement in performance.

Once the Training Plan has been formed, it must be approved by the Training Advisory Board (TAB) which will be formed after the approval of the TNA Report. The TAB serves as spokesperson for the organization, and its role will be discussed in greater detail in the following section. Once approved, the PFM-LAC Team can move to developing, selecting and delivering training programs. Throughout the project, all training programs and courses will be evaluated on multiple levels to determine the return on investment. More importantly, the various evaluations will document the improvement between current and desired performance of the organization. Furthermore, collected evaluation data will help determine adjustments to the Training Plan for the remaining years of the project.

This brief introduction has provided an overview of the TNA that was conducted under USAID’s PFM-LAC Project in Paraguay. The remaining report will address the assessment approach for the TNA along with presenting an analysis of the collected qualitative and quantitative data. It will also provide additional considerations and recommendations to improve individual and organizational performance as well as citing the proposed next steps.

3 ASSESSMENT APPROACH

To execute the Training Needs Assessment (TNA) in accordance with Human Performance Technology (HPT) Principles, a plan was developed to collect qualitative and quantitative data on the MH and LM workers, work and the workplace or the first step in Deloitte's SLT. Specifically, data was collected on:

- Individuals and teams (worker);
- Operations and processes (work); and
- Organization (workplace).

The following sections contain information on the key stakeholders engaged to review and approve the TNA assessment tools, the TNA assessment tools and participants in the TNA.

3.1 KEY STAKEHOLDERS GROUP

To begin implementation of Deloitte's SLT, a Key Stakeholders Group was formed in consultation with USAID, MH and the local implementing partner, CEAMSO. Inaugural meetings were held with each entity on January 26, 2015 (Refer to Appendix 9.1 for Training Needs Assessment Presentation). Each entity played an essential role in launching the TNA by reviewing, finalizing and approving the SLT TNA approach as well as the Budget Competency Survey (BCS) and Institution Capacity Survey (ICS). All assessment tools are discussed in Section 3.2.

Ultimately, a Training Advisory Board (TAB) will be formed and they will be the resident oversight and review body for all MH training produced through the SLT. The TAB will serve as the spokesperson for the MH, sharing their expertise and opinions to assist the PFM-LAC Team, and the MH Instructional Designers and Instructors with implementing the TNA as well as the design, development, delivery and evaluation of courses. The TAB will review project generated deliverables, provide guidance and expertise over the life of the project and beyond. Following approval of the TNA Report, the TAB will be formed in consultation with the MH. The members of the Key Stakeholders Group were listed in alphabetical order by organization:

CEAMSO

- Santiago de Fillippis, Chief of Party for USAID Democracy and Governance Project
- Cesar Pastore, Component Lead for USAID Democracy and Governance Project
- Fatima Andrade, Component Lead for USAID Democracy and Governance Project
- Dora Cristaldo Raskin, Communication Director.

Ministry of Finance (Ministerio de Hacienda)

- Guillermina Frizza, Cabinet Advisor to the Minister (US Programs)
- Oscar Lovera, Director, Department of Budget
- Elba Mencia, Coordinator, Office of Technical Activities and Communications.

USAID

- Leanne Webster, Project Teams Lead, Democracy and Governance
- Alfonso Velazquez, Technical Officer
- Federico Recalde, Public Administration Specialist.

3.2 ASSESSMENT TOOLS

The TNA consisted of a two-pronged approach to collect qualitative and quantitative data from MH, Line Ministries and their training providers. Below is a summary of the data collection tools used for each entity:

3.2.1 MINISTRY OF FINANCE AND LINE MINISTRIES

- **Budget Competency Survey** – The PFM-LAC Team with coordination with the Key Stakeholders Group, created a Budget Competency Survey (BCS) to assess the competencies (knowledge and skills) of MH and Line Ministry personnel in the area of budget preparation. The purpose of the survey was to document the current level of PFM competencies in budget preparation of MH and staff in the following line ministries: MAG, MEC, MOPC and MSPyBS. See Appendix 9.2 for the full Budget Competency Survey.
- **Institution Capacity Survey** – The purpose of the Institution Capacity Survey (ICS) was to collect qualitative and quantitative data from MH budget staff and provide a more detailed and comprehensive picture of the organization. The survey collected quantitative data on:
 - Communications
 - Education, Training and Career Potential
 - Equipment and Working Conditions
 - Management and Senior Management
 - Policy and Procedures.

The survey also collected qualitative data on MH's work:

- Importance
- Ease
- Difficulty
- Obstacles
- Suggested improvements.

The survey was proposed to the Key Stakeholders Group. It was brought to the attention to the PFM-LAC Team that a similar survey was being conducted by the University of Chicago sponsored by USAID for the following Line Ministries: MAG, MEC, MOPC and MSPyBS. However, USAID indicated that the survey was still in progress and the data would potentially be available in September 2015. It was agreed with the Key Stakeholders Group to conduct the ICS for MH only. See Appendix 9.3 for full Institution Capacity Survey.

- **Human Resources Practices Assessment*** – The purpose of the Human Resources Practices Assessment (HRPA) was to collect quantitative data on the quality of the organization's human resources management. The survey collected data on:
 - Appraisal, Development, and Career Planning
 - Compensation
 - Employee Record Keeping and HR Information Systems
 - Organizational Development
 - Payroll and Benefits Administration
 - Recruiting

- Staffing and Succession Planning
- Strategy, Planning, Policies, and Communication
- Training and Orientation.

**Note: Some assessment time was allocated to collect information on the current human resources practices of the MH. However, a comprehensive review, including a desk audit, was not conducted. Therefore, limited information is provided on the MH's human resources practices in this Training Needs Analysis Report. Furthermore, the HRPAs were not conducted with the LM due to lack of time and will be conducted at a later date. See Appendix 9.4 for the full Human Resources Practices Assessment.*

- **Management Meetings** – The purpose of these meetings was to collect qualitative data from senior management to provide a general overview on resource restraints and ongoing capacity building and training activities within the MH and LMs. See Appendix 9.5 for questions posed to management.
- **Focus Group Meetings** – The purpose of these meetings were to collect qualitative data from senior management at the Line Ministries and their Human Resource Departments on the current issues in budget preparation and potential training and knowledge gaps in the area of budget preparation. See Appendix 9.5 for questions posed during the Focus Group Meetings.
- **Instructor Meetings** – The purpose of the focus group meeting was to collect qualitative data from the MH and Line Ministry instructors. Questions were asked about:
 - Instructor Assignment and Preparation
 - Training Design, Development, Delivery, and Evaluation
 - Training Materials
 - Training Coordination (course management)
 - Training Organizational Issues or Constraints.
 See Appendix 9.6 for questions posed to instructors.
- **Project Reports** – A review of project appraisal and performance reports was conducted to assess the development objectives, scope of work, stakeholders, funding, intersection and overlapping of donor-funded technical projects as well as relevance and impact in PFM (list of project reports is provided in 2.5 Background Section).
- **MH and Line Ministry Organization Documents** – A review of current and relevant documents such as organizational charts and policies and procedures manuals was conducted (list of project reports is provided in Section 2.5 Background).

3.2.2 TRAINING PROVIDERS

- **Individual Interviews** – The purpose of these meetings was to collect qualitative data from the MH budget training providers to provide a general picture of training and their approach to Instructional Systems Design (ISD). See Appendix 9.7 for questions posed.
- **Training Provider Evaluation** – The purpose of this evaluation was to collect data to determine a quantitative rating for the quality of budget training and the organization's approach to ISD. The evaluation was organized using the Analysis, Design, Development, Implementation and Evaluation (ADDIE) ISD model and used a four-point rating scale to indicate the level of strengths and weaknesses in each of the ISD areas. See Appendix 9.8 for Training Provider Evaluation.
- **Course Materials** – A review of budget course materials was conducted to further validate the quantitative data gathered during the training provider evaluation. However, no course materials were collected or reviewed since limited information is provided during training.

3.2.3 INTERNATIONAL DEVELOPMENT PARTNERS

- **Individual Interviews** – The purpose of these meetings was to collect qualitative data from senior management and project managers to provide a general overview of budget reform and capacity building projects in Paraguay. Meetings were conducted with US Department of Treasury/Office of Technical Assistance (OTA) and the Inter-American Development Bank. Questions were asked about:
 - Planned Programs
 - PFM Training Assistance.

See Appendix 9.9 for questions posed to IDPs.

3.3 ASSESSMENT PARTICIPANTS

The PFM-LAC Team held nine (9) focus group meetings and met with individuals from MH, four (4) Line Ministries, and four (4) additional organizations during the TNA. Approximately 70 individuals from nine (9) organizations participated in the TNA. Below is a listing of the individuals that were met:

3.3.1 FOCUS GROUP MEETINGS/SENIOR MANAGEMENT/MANAGEMENT/STAFF

Below are the focus group meetings that were conducted with senior management list in alphabetical by organization:

Organization	Participants	Date
DGP Staff, MH Department of Budget	Head of Budget and Planning, Head of Infrastructure and Economic Development Department, Head of Sectorial Coordination Unit, Head of Control of Public Expenditure Department, Head of M&E of Public Expenditure Department, Head of Coordination and M&E of Public Expenditure Unit, Head of Technical Office and Communications, Coordinator of Technical Office and Communications	January 27, 2015
MAG	Budget Evaluation Unit Lead, Finance Director, Finance Coordinator, Finance Budget Unit Lead	January 28, 2015,
MAG	Budget Evaluation Unit Lead, Finance Director, Finance Coordinator, Chief of Personnel Administration	March 10, 2015
MEC	Budget Department Coordinator and Budget Department Head	January 28, 2015
MEC	Budget Department Coordinator, Head of HR Department, Director of HR and Training	March 10, 2015
MOPC	Planning Director, HR Technical Advisor and Director of Public Investment	January 28, 2015

Organization	Participants	Date
MOPC	Planning Director and HR Technical Advisor	March 10, 2015
MSPyBS	Budget Director and two Budget Directorate Staff	January 28, 2015
MSPyBS	Budget Director, Head of HR Department, Head of Monitoring and Evaluation, Chief of Budget Control and Evaluation	March 10, 2015

3.3.2 INDIVIDUAL MEETINGS/SENIOR MANAGEMENT/MANAGEMENT/STAFF

Below are the individual meetings that were conducted with senior management listed in alphabetical order by first name:

Name	Title	Date
Atilio Esquivel	Budget Director, MEC	March 22, 2015
Carlos Alfonso	Planning Director, MOPC	March 23, 2015
Hugo Martinez	Budget Director, MSPyBS	March 23, 2015
Lourdes Santacruz	Finance Director, MAG	March 22, 2015
Oscar Lovera	Director General of Budget Division, MH	January 27, 2015
Ramon Isidoro Ramirez	Vice Minister of Finance Administration, MH	January 27, 2015

Below are the individual meetings that were conducted with management and staff listed in alphabetical order by first name:

Name	Title	Date
Derlis Vera	Head of IT Administration and Training, MSPyBS	March 23, 2015
Genaro Gonzalez	Chief of Personal Administration Department, MAG	March 22, 2015
Judith Gaona de Loggarejo	Human Resources Director, MAG	March 22, 2015
Maria del Carmen Caballero	Coordination of Human Resources Coordinator, MH	March 18, 2015
Natalia Palacios	Director of Administration Department, MH	March 20, 2015
Rebecca Komjati	Head of Monitoring and Evaluation, MSPyBS	March 23, 2015
Sandra Sosa	Chief of Human Resources Department,	March 23, 2015

Name	Title	Date
	MOPC	
Wilfrido Ovelar	Coordination of Human Resources Director, MH	March 18, 2015

3.3.3 INDIVIDUAL MEETINGS/TRAINING PROVIDERS AND INSTRUCTORS

Below are the individual meetings that were conducted with the in-house training providers listed by alphabetical order by first name:

Name	Title	Date
Ariel Chamorro Roity	Chief of Training Department, MAG	March 22, 2015
Karina Duarte	Training Director, MOPC	March 23, 2015
Laura Riquelme	Chief of Training Department, MSPyBS	March 23, 2015
Maria Victoria Martinez	Head of Department of Well Being and Training of Personnel, MH	March 19, 2015
Sonia Paredes	Director of Human Resources and Training for Administrative Personnel, MEC	March 25, 2015

Below are the participants in the meetings that were conducted with staff who serve as budget instructors listed in alphabetical order by first name:

Name	Title	Date
Alcides Gavilan	Department of Regulatory and Control	March 27, 2015
Amada Silguero	Control and Monitoring of Expenditure	March 25, 2015
Ana Burgos	Office of National Projects	March 25, 2015
Ana Maria Fernandez	Advisor to the President's Economic Cabinet	March 20, 2015
Dora Ferreira	Department of Legal Affairs	March 26, 2015
Flavia Vela	Department of Legal Affairs	March 26, 2015
Jorge Paredes	Department of Social Development, DGP	March 23, 2015
Juan Ibanez	Department of Public Expenditure Oversight, DGP	March 23, 2015
Katherine Viveros	Department of Budget Planning, DGP	March 23, 2015
Lilian Collante	Control and Monitoring of Expenditure	March 25, 2015

Name	Title	Date
Maria Fonseca	Government Administrative Services and Security	March 26, 2015
Montserrat Diaz	Evaluation of Public Expenditure	March 25, 2015
Oscar Orue	National Directorate of Treasury	March 25, 2015
Patricia Vera	Office of National Projects	March 20, 2015
Raquel Caceres	Office of National Projects	March 25, 2015
Raul Vega	Office of National Projects	March 25, 2015
Rosa Coronel	Department of Social Development, DGP	March 23, 2015
Sonia Cuevas	Department of Social Development	March 27, 2015

3.3.4 INSTITUTO NACIONAL DE LA ADMINISTRACIÓN PÚBLICA DEL PARAGUAY (INAPP)

Below is the meeting that was conducted with training provider INAPP. More information about INAPP can be found in Section 6.5:

Name	Title	Date
Rosanna Baez	Head of INAPP	March 25, 2015

3.3.5 INDIVIDUAL MEETINGS/INTERNATIONAL DEVELOPMENT PARTNERS (IDP)

Below are the individual meetings that were conducted with IDPs in-country listed in alphabetical order by first name:

Name	Title	Date
Julio Morales	Treasury Resident Advisor, US Department of Treasury/Office of Technical Assistance (OTA)	March 25, 2015
Roberto Camblor	Senior Public Sector Specialist, Inter-American Development Bank (IDB)	March 27, 2015

3.3.6 CENTRO DE ESTUDIOS AMBIENTALES Y SOCIALES (CEAMSO)

Below are the group meetings that were conducted with CEAMSO listed in alphabetical order by first name:

Name	Title	Date
Cesar Pastore*	Component 2 Lead	January 26, 2015
Dora Cristaldo Raskin**	Communications Director	March 11, 2015

Name	Title	Date
Fatima Adradada	Institutional Strengthening Component Lead	March 11, 2015
Santiago de Filippis	Chief of Party for USAID Democracy and Governance Project	January 26, 2015

* Date indicates initial meeting with follow-up meetings on March 11, 2015 and March 19, 2015.

** Date indicates initial meeting, with additional follow-up meeting on March 13, March 19, and March 20, 2015.

4 QUALITATIVE DATA

Approximately 70 individuals were interviewed and qualitative data was collected from nine (9) organizations. Listed in the following sections is a summary of the highlights of each meeting by organization along with the key findings.

4.1 MANAGEMENT MEETINGS

4.1.1 MINISTRY OF FINANCE (MH)

The PFM-LAC Team held meetings with the Deputy Minister for Financial Administration separately with Directors and Team Managers to gather a management perspective of the current strengths and challenges of the MH. The team asked questions regarding resource constraints and ongoing capacity building and training activities that benefitted their staff.

All parties conveyed support for the reforms the Government of Paraguay (GoP) is ongoing and committed to the implementation of Results-Based Budgeting. However, management consistently pointed out several constraints that make regular functioning of budget preparation challenging:

- Copious and complex regulatory framework, fragmented in various pieces, easy to misinterpret, hard to comply, thus making data processing and communication between processes and key units difficult, often resulting in duplication of tasks. Staff conveyed on the need to simplify and associate with other secondary legislation and regulatory framework into one organic budget law with a view of creating an integrated financial management system that is clear with all its main legs and inter linkages.
- Lack of a unified institutional framework and financial management structure defined by law establishing the main financial management functions and processes applying to all government entities—all units being asked to submit to Civil Service Department (Secretaria de la Funcion Publica) a manual of functions specific to everyone.
- As a result, staff employ too much time in processing of budget reallocations (expedientes) and other routine work requested by line ministries virtually throughout the whole year, not doing the technical tasks they are required to do, requiring excessive manual labor, more personnel every year, interim systems solutions that are inadequate for the most part, resulting in an overall public expenditure management system that is dysfunctional.
- Sense or spirit of teamwork between relevant units is lacking (i.e., between budget and public investment units), better coordination is needed with other units, there is over dependence on learning on an ad-hoc basis from peers, preventing the development of a broader understanding of the “big picture” organizational objectives, and ability to respond adequately when problems arise within line ministries.
- High staff turnover is preventing trained personnel to stay and train other team members.
- Particularly low competency in the most fundamental matters in budgeting, report drafting and analysis.
- Limited availability of quality data to inform decisions.
- Training and capacity development opportunities are in isolation and not connected to organizational objectives.

The speed of reform, though considered necessary, makes it difficult for managers and staff to document lessons-learned and to make continuous improvements. Intra-departmental communication is also limited, with roles and responsibilities and updates to procedures often not well-communicated. For example, the MH's decision to link-up budget appropriations and re-allocations to financial planning and

reprogramming is not well-known, and is being ill-performed within MH. Management finds it difficult to prioritize activities when “everything is a priority”, and often feels stretched thin.

MH management welcomed additional opportunities for staff to improve their knowledge and skills. They recognized that major gaps persist in the existing skills, processes and systems. Management recognized that training will be an essential component to seeing that such changes are sustainable. In general, they recognized that the financial planning and programming component is critical, not well articulated to budgeting and budget execution processes and is often unknown or obscure to employees’ daily activities. They also felt that staff lacked an understanding of the PFM environment regarding the budget dimensions, and how their roles were linked to other parts of a larger process, but rather just knew their own particular tasks. Capacity will be an ongoing issue with additional reforms and changes to policies and procedures.

Note: The following sub-sections address the qualitative findings for the LMs. It should be noted that the findings for the MH and LMs are very similar with slight differences. To promote ease of reading, the MH and LM qualitative interviews are not consolidated.

4.1.2 MINISTRY OF AGRICULTURE AND LIVESTOCK (MAG)

The PFM-LAC Team conducted meetings with the Finance and Administration Unit Director and Budget Director to gather a management perspective on the current strengths and challenges concerning budget preparation within MAG. The team asked questions regarding resource constraints and ongoing capacity building and training activities that benefitted their staff.

MAG parties interviewed conveyed support for the reforms the GoP is ongoing and committed to the PFM RAP although they do not consider themselves as being part of the reform dialogue, if any. MAG is one of the four pilot agencies but do not participate as a target to any budget reform agenda. Senior management pointed out several constraints that make regular functioning of duties in budget preparation challenging:

- Copious and complex regulatory framework, grown hastily over the years, fragmented in various pieces, easy to misinterpret, hard to comply, thus making data processing and communication between processes and key units difficult, often resulting in duplication of tasks. Staff conveyed the need to simplify and associate with other secondary legislation and regulatory framework into one organic budget law with a view of creating an integrated financial management system that is clear with all its main legs and inter linkages.
- Lack of a unified institutional framework and financial management structure defined by law establishing the main financial management functions and processes applying to all government entities—all units being asked to submit to Civil Service Department (Secretaria de la Funcion Publica) a manual of functions specific to every unit within MAG.
- Disconnect between the various relevant directorate general units (i.e., DG Finance and Administration, DG Public Purchases, DG Human Resources, DG Planning) and their respective subordinate cells, often creating duplication of tasks and staffing.
- Sense or spirit of teamwork between relevant units is lacking (i.e., between financial and economic affairs units), better coordination is needed with other units, there is over dependence on learning on an ad-hoc basis from peers preventing the development of a broader understanding of “the big picture”, and ability to respond adequately when problems arise within spending units.
- As a result, staff employ too much time in processing of long overdue payments and budget reallocation request (expedientes) and other clearance of arrears submitted to MH for authorization throughout the whole year, not doing the technical tasks they are required to do, dedicating excessive amounts of manual labor, additional personnel every year, and interim systems solutions are

inadequate, and for the most part, resulting an overall public expenditure management system that is dysfunctional.

- High staff turnover is preventing trained personnel to stay and train other team members.
- Particularly low competency in the most fundamental matters in budgeting, report drafting and analysis.
- Limited availability of quality data to inform decisions.
- Training and capacity development opportunities are in isolation and not connected to organizational objectives.

The speed of reform, though considered necessary, makes it difficult for managers and staff to document lessons-learned and to make continuous improvements. Intra-departmental communications is also limited, with roles and responsibilities and updates to procedures often not well-communicated. For example, the MH's decision to link-up MAG budget appropriations and re-allocations to MH financial planning and reprogramming is not well-known, and is being ill-performed or not performed at all within MAG. Management finds it difficult to prioritize activities when "everything is a priority", and often feels stretched thin.

MAG management welcomed additional opportunities for staff to improve their knowledge and skills. They recognized that major gaps persist in the existing skills, processes and systems. Management recognized that training will be an essential component to seeing that such changes are sustainable. In general, they recognized that the financial planning and programming component is critical, not well articulated to budget preparation and budget execution processes and is often unknown or obscure to employees' daily activities. They also felt that staff lacked an understanding of the PFM environment regarding budget dimensions, and how their roles were linked to other parts of a larger process, but rather just knew their own particular tasks. Capacity will be an ongoing issue with additional reforms and changes to policies and procedures.

4.1.3 MINISTRY OF EDUCATION AND CULTURE (MEC)

The PFM-LAC Team conducted meetings with middle management (e.g., Budget Director and Team Managers) to gather a management perspective on the current strengths and challenges within MEC. The team asked questions regarding resource constraints and ongoing capacity building and training activities that benefitted their staff.

Parties interviewed were uninformed about the PFM RAP and the MH's commitment to it, they do not consider themselves as being part of the reform dialogue, if any. MEC is one of four pilot agencies but does not feel as being target to any budget reform agenda. Senior management pointed out several constraints that make regular functioning of duties challenging:

- Copious and complex regulatory framework, grown hastily over the years, fragmented in various pieces, easy to misinterpret, hard to comply, thus making data processing and communication between processes and key units difficult, often resulting in duplication of tasks. Staff conveyed on the need to simplify and associate with other secondary legislation and regulatory framework into one organic budget law with a view of creating an integrated financial management system that is clear with all its main legs and inter linkages.
- Lack of a unified institutional framework and financial management structure defined by law above establishing the main financial management functions and processes applying to all government entities—all units being asked to submit to Civil Service Department (Secretaria de la Funcion Publica) a manual of functions specific to every unit within MEC.
- Disconnect between the various relevant directorate general units (i.e., DG Finance and Administration, DG Public Purchases, DG Human Resources, DG Planning) and their respective subordinate cells, often creating duplication of tasks and staffing.

- Sense/spirit of teamwork between relevant units lacking (i.e., financial and economic affairs units), better coordination with other units, requiring to know and learn more from each other urged, not allowing to understand “the big picture”, to respond adequately when problems arise within spending units.
- As a result, staff employ too much time in processing of long overdue payments and budget reallocation request (expedientes) and other clearance of arrears submitted to MH for authorization throughout the whole year, not doing the technical tasks they are required to do, requiring in excessive manual labor, more personnel required every year, systems solutions interim and inadequate for the most part, overall public expenditure management system that is dysfunctional.
- High staff turnover is preventing trained personnel to stay and train other team members.
- Particularly low competency in the most fundamental matters in budgeting, report drafting and analysis.
- Limited availability of quality data to inform decisions.
- Training and capacity development opportunities are in isolation and not connected to organizational objectives.

The speed of reform, though considered necessary, makes it difficult for managers and staff to document lessons-learned and to make continuous improvements. Intra-departmental communications is also limited, with roles and responsibilities and updates to procedures often not well-communicated. For example, the MH’s decision to link up MEC budget appropriations and re-allocations to MH financial planning and reprogramming is not well-known, and is being ill-performed or not performed at all within MEC. Management finds it difficult to prioritize activities when “everything is a priority”, and often feels stretched thin.

MEC management welcomed additional opportunities for staff to improve their knowledge and skills. They recognized that major gaps persist in the existing skills, processes and systems. Management recognized that training will be an essential component to seeing that such changes are sustainable. In general, they recognized that the financial planning and programming component is critical, not well articulated to budgeting and budget execution processes and is often unknown or obscure to employees’ daily activities. They also felt that staff, lacked an understanding of the PFM environment regarding to the budget dimensions, and how their roles were linked to other parts of a larger process, but rather just knew their own particular tasks. Capacity will be an ongoing issue with additional reforms and changes to policies and procedures.

4.1.4 MINISTRY OF PUBLIC HEALTH AND SOCIAL WELFARE (MSPYBS)

The PFM-LAC Team held meetings with middle management (e.g., Budget Director and Team Managers) to gather a management perspective on the current strengths and challenges within MSPyBS. The team asked questions regarding resource constraints and ongoing capacity building and training activities that benefitted their staff.

MSPyBS parties interviewed conveyed support for the reforms the GoP is ongoing and committed to the PFM RAP although they do not consider themselves as being part of the reform dialogue, if any. MSPyBS also forms part of four pilot agencies but do feel as being target to any budget reform agenda. Budget management pointed out several constraints that make regular functioning of duties challenging:

- Copious and complex regulatory framework, grown hastily over the years, fragmented in various pieces, easy to misinterpret, hard to comply, thus making data processing and communication between processes and key units difficult, often resulting in duplication of tasks. Staff conveyed on the need to simplify and associate with other secondary legislation and regulatory framework into one organic budget law with a view of creating an integrated financial management system that is clear with all its main legs and inter linkages.

- Lack of a unified institutional framework and financial management structure defined by law above establishing the main financial management functions and processes applying to all government entities—all units being asked to submit to Civil Service Department (Secretaria de la Funcion Publica) a manual of functions specific to every unit within MSPyBS.
- Disconnect between the various relevant directorate general units (i.e., DG Finance and Administration, DG Public Purchases, DG Human Resources, DG Planning) and their respective subordinate cells, often creating duplication of tasks and staffing.
- Sense or spirit of teamwork between relevant units is lacking (i.e., between financial and economic affairs units), better coordination is needed with other units, there is over dependence on learning on an ad-hoc basis from peers, preventing the development of a broader understanding of “the big picture”, to respond adequately when problems arise within spending units.
- As a result, staff employ too much time in processing of long overdue payments and budget reallocation request (expedientes) and other clearance of arrears submitted to MH for authorization throughout the whole year, not doing the technical tasks they are required to do, requires excessive manual labor, more personnel required every year, systems solutions interim and inadequate for the most part, overall public expenditure management system dysfunctional.
- High staff turnover is preventing trained personnel to stay and train other team members.
- Particularly low competency in the most fundamental matters in budgeting, report drafting and analysis.
- Limited availability of quality data to inform decisions.
- Training and capacity development opportunities are in isolation and not connected to organizational objectives.

The speed of reform, though considered necessary, makes it difficult for managers and staff to document lessons-learned and to make continuous improvements. Intra-departmental communications is also limited issue, with roles and responsibilities and updates to procedures often not well-communicated. For example, the MH’s decision to link up MSPyBS budget appropriations and re-allocations to MH financial planning and reprogramming is not well-known, and is being ill-performed or not performed at all within MSPyBS. Management finds it difficult to prioritize activities when “everything is a priority”, and often feels stretched thin.

MSPyBS management welcomed additional opportunities for staff to improve their knowledge and skills. They recognized that major gaps persist in the existing skills, processes and systems. Management recognized that training will be an essential component to seeing that such changes are sustainable. In general, they recognized that the financial planning and programming component is critical, not well articulated to budgeting and budget execution processes and is often unknown or obscure to employees’ daily activities. They also felt that staff, lacked an understanding of the PFM environment regarding the budget dimensions, and how their roles were linked to other parts of a larger process, but rather just knew their own particular tasks. Capacity will be an ongoing issue with additional reforms and changes to policies and procedures.

4.1.5 MINISTRY OF PUBLIC WORKS (MOPC)

The PFM-LAC Team conducted meetings with middle management (e.g., Strategic Planning Unit Director and Team Managers) to gather a management perspective on the current strengths and challenges within MOPC. The team asked questions regarding resource constraints and ongoing capacity building and training activities that benefitted their staff.

Parties interviewed uninformed about the PFM RAP and the MH’s commitment to it, they do not consider themselves as being part of the reform dialogue, if any. MOPC forms part of four pilot agencies but do not feel as being target to any budget reform agenda. Planning management pointed out several constraints that make regular functioning of duties challenging:

- Copious and complex regulatory framework, grown hastily over the years, fragmented in various pieces, easy to misinterpret, hard to comply, thus making data processing and communication between processes and key units difficult, often resulting in duplication of tasks. Staff conveyed on the need to simplify and associate with other secondary legislation/regulatory framework in one organic budget law with a view to create an integrated financial management system that is clear with all its main legs and inter linkages.
- Lack of a unified institutional framework and financial management structure defined by law above establishing the main financial management functions and processes applying to all government entities—all units being asked to submit to Civil Service Department (Secretaria de la Funcion Publica) a manual of functions specific to every unit within MOPC.
- Serious PFM organizational problems, functional disconnect between the various relevant DG Units within MOPC, i.e., DG Finance and Administration, DG Public Purchases, DG Human Resources, DG Planning) and their respective subordinate cells, hybrid structure within DG Strategic Planning, i.e., Budget Unit within DG Strategic Planning, usually DG Administration and Finance accountable to MH DG Budget Department.
- Sense/spirit of teamwork between relevant units lacking (i.e., financial and economic affairs units), better coordination with other units, requiring to know and learn more from each other urged, not allowing to understand “the big picture”, to respond adequately when problems arise within spending units.
- As a result, staff employ too much time in processing of long overdue payments and budget reallocation request (expedientes) and other clearance of arrears submitted to MH for authorization throughout the whole year, not doing the technical tasks they are required to do, requires excessive manual labor, more personnel required every year, systems solutions interim and inadequate for the most part, overall public expenditure management system dysfunctional.
- High staff turnover not allowing trained personnel to stay and train other team members.
- Particularly low competency in the most fundamental matters in budgeting, report writing and analytical skills.
- Limited availability of quality data to inform decisions.
- Training and capacity development opportunities in isolation ones from the others in the most part.

The speed of reform, though considered necessary, makes it hard for managers and staff to document lessons learned and make continuous improvements. Communications is also an issue, with roles and responsibilities for updated procedures often not well-communicated. For example, the MH’s decision to link up MOPC budget appropriations and re-allocations to MH financial planning and reprogramming is not well-known, or rather ill-performed or not performed at all within MOPC. Management finds it difficult to prioritize activities when “everything is a priority”, and often feels stretched thin.

MOPC management welcomed additional opportunities for staff to improve their knowledge and skills. They recognized that major gaps persist in the existing skills, processes and systems. Management recognized that training will be an essential component to seeing that such changes are sustainable. In general, they recognized that the financial planning/programming component is critical, not well articulated to budgeting and budget execution processes and often unknown/obscure to employees’ daily activities. They also felt that staff, lacked an understanding of the PFM environment in regards to the budget dimensions, and how their roles were linked to other parts of a larger infrastructure, but rather just knew their own particular tasks. Capacity will be an ongoing issue with additional reforms and changes to policies and procedures.

4.2 HUMAN RESOURCES MANAGEMENT MEETINGS

The PFM-LAC Team interviewed thirteen (13) Human Resources and Training staff, three (3) of which work at MH, three (3) at MAG, one (1) at MEC, two (2) at MOPC, and four (4) at MSPyBS. The PFM-LAC Team held separate meetings with each ministry to assess the following areas:

- Human Resources Management
- Training
- Training Resources.

In the meetings, the PFM-LAC Team found the following similarities in Human Resources and Training across the ministries:

- All hiring of staff is done through a competitive application process managed by SFP.
- There is no formal recruitment process to attract new employees. Job openings are posted on SFP and ministry websites and occasionally in offices and in newspapers.
- There is no formal career planning.
- Employees can only achieve promotions by applying for a new position through the competitive application process.
- Salary is determined by job title and level of education and training.
- Performance evaluations are conducted every year. Performance evaluations do not influence salary or promotion.
- All ministries have a two-year “trial period” for new employees. Therefore, the performance evaluations are important and help determine if they will become a permanent employee.
- Ministries have manuals with descriptions of their organizations, including general job functions.
- All ministries survey for training needs and create an annual training plan.

In general, the ministries differ in the following areas:

- Salary scale by position and education.
- Performance evaluation design, frequency, and scoring (MH and MSPyBS).
- Existence of a training committee to approve training applications.
- Relationships with outside organizations to provide training.
- Process for conducting a TNA and creating their training plan.

Specific differences of the ministries are listed in the following sections.

4.2.1 MINISTRY OF FINANCE (MH)

- Holds a general orientation workshop for new employees.
- Conducts performance evaluations on a scale of one (1) to four (4) with four (4) being the highest. The majority of employees in DGP received a four (4) rating last year. MH conducts performance evaluations in the second half of the year for employees and for contractors at the time period specified in their contracts.
- Has funding to pay for local and international trainings for employees.
- Has an agreement with universities to discount training to their employees.
- Has a Training Committee that evaluates training needs submitted by department. The training committee also evaluates applications for training.
- Primarily contracts external organizations to provide free trainings for their employees.

4.2.2 MINISTRY OF AGRICULTURE AND LIVESTOCK (MAG)

- Holds a general orientation workshop for new employees.
- Has a specific fund to pay for local and international trainings for employees.
- Has an agreement with universities to discount training to their employees.
- Has a Training Committee that evaluates training needs submitted by department. The Training Committee also evaluates applications for training.
- Trainings are posted on their website.
- Trainings are primarily for extension services and not for administrative staff.

4.2.3 MINISTRY OF EDUCATION AND CULTURE (MEC)

- Holds a general orientation workshop for new employees that lasts two (2) to three (3) hours a day for half the week.
- Has two types of employees: educators and administrative staff. Each type has a different performance evaluation. MEC plans to create new positions that are a hybrid of administrative and educational roles. They are currently deciding how to design the performance evaluation for this new type of employee.
- Working with SFP to create a new Training Needs Analysis tool to survey a sample of each department on their training needs that tie to specific strategic goals.
- Contracts many of their trainings through two organizations: (1) Buen Gobierno and (2) Sinafocal.
- Does not have a specific fund to pay for local and international trainings for employees. Funding for international trainings is possible through the Vice Minister's office.
- Trainings are posted on the ministry website.
- Training is developed internally, primarily focuses on "soft skills", such as teambuilding, leadership and interpersonal skills.

4.2.4 MINISTRY OF PUBLIC HEALTH AND SOCIAL WELFARE (MSPYBS)

- Conducts performance evaluations twice a year using a scale of one (1) to five (5) with five (5) being the highest. The majority of employees receive between and three (3) and a four (4) rating.
- Has a specific fund to pay for local and international training for employees.
- Develops a Training Plan to program training that supports goals in their Strategic Plan.
- Conducts workshops with department heads to identify performance gaps as a part of their TNA.
- Creates most of their trainings internally, but does contract for technical courses.
- Has an agreement with universities to create specific trainings.
- The Department of Health Promotion conducts trainings on issues concerning public health in communities.

4.2.5 MINISTRY OF PUBLIC WORKS (MOPC)

- Holds a general orientation workshop for new employees.
- Monitors employees who score low on their performance evaluations.
- Sends a survey asking for training requests to all employees. Requests are mainly for IT courses.
- The Vice Minister assists with the prioritization of trainings in the Training Plan.
- Produces short general workshops internally in areas such as leadership and teambuilding.
- Sends limited number employees to external conferences if it is in their Training Plan.
- Has an agreement with universities to discount cost for certain training for their employees.
- Works with National Vocational Promotion Service (SNPP) to obtain vocational trainings for employees, such as electricians.

4.3 INSTRUCTOR MEETINGS

A total of eighteen (18) MH staff that serve as budget instructors were interviewed, twelve (12) of which are assigned to the DG Budget, four (4) to the DG Public Investment, one (1) to the DG Treasury, and one (1) is presently an external budget advisor. Meetings were conducted with MH staff that serve as budget instructors for courses delivered within their respective Units and staff of other government institutions. The instructors also teach to supplement to their full-time work in various MH divisions. None have gone through a competitive selection process to be an instructor, but were “nominated” because of their expertise and years of experience in budgeting and other relevant technical areas. All except two individuals provide routine training as part of their daily duties at the line ministry under their supervision.

All MH staff interviewed, except three individuals, are in the process of completing their undergraduate studies, and the rest all, except two, have obtained a Bachelor’s degree in Economics, Accounting or Business Administration. Only twenty percent of staff interviewed have obtained, or is pursuing a graduate degree in a relevant field.

All staff interviewed have experience of two or more years in budgeting or other relevant field, which is part of their job in working with line ministries on a day-to-day basis. Only half of the staff have other experience as instructors, either at university level or other academic and research institute level, and teach an average of four hours per week in courses related to economic theory, budgeting and monitoring and evaluation (M&E). Only two individuals have broad experience in budgeting and planning while rotating in at least two relevant fields of financial management within the public service. Staff interviewed work or have strong experience as instructors in key fields considered critical and relevant to budgeting such as the financial regulatory framework, financial planning and programming. A majority do not have TOT experience but one reported a positive learning experience from 2008 concerning one TOT program at Curitiba, Brazil with the aim of replicating the TOT experience in Paraguay, which did not happen. All instructors agreed they usually do not receive guidance on developing and delivering a course. Instead, instructors are given existing materials, i.e., UN/CEPAL core materials on monitoring and evaluation, not adapted to the specific sector-by-sector training needs of Paraguay.

All responded they would like to become trainers and learn more as well as teach in other fields relevant to their budgeting or planning job duties. All staff responded that existing regulatory framework and institutional bottlenecks as being challenging factors to the strengthening of technical capacities within PFM in Paraguay. All instructors felt that they would benefit from additional training on how to effectively develop and deliver courses

4.4 INTERNATIONAL DEVELOPMENT PARTNER MEETINGS

Meetings were conducted with task managers and other public sector management specialists at two IDPs heavily involved in budget and planning reform and strengthening of capacities in Paraguay, namely, the US Department of Treasury, Office of Technical Assistance (OTA) and IDB. IDPs were consistent in their observation that the GoP was exhibiting commitment to PFM reform efforts and progress was being shown on several fronts. In particular, the IDB noted that they are succeeding in their effort to implement the Treasury Single Account and that further reforms can capitalize from it, especially those seeking to enhance and streamline the revenue forecasting and in-year budget adjustment/financial programming processes. Currently, they are undertaking the third of fifteen quarterly reviews of the extended fund facility, and so far progress is being made. The two IDPs have worked with MH to identify areas where each can assist in accordance to the priorities set out in the PFM RAP, and yet do not meet in donor coordination meetings sponsored by MH to agree on a sequencing of capacity strengthening and trainings as part of the reform agenda. Both indicated that PFM will remain a priority for them in the

coming four years, in certain specific areas of interest, but IDPs have not yet conveyed, as part of the PFM RAP agenda, the scope and cost of training efforts.

4.5 BUDGET COMPETENCY SURVEY

Qualitative data along with quantitative data was collected through the Budget Competency Survey. Specifically, MH and Line Ministry staff were provided with one narrative question (See Appendix 9.2). Below is the question along with a brief summary of the findings and representative quotes from survey responses:

- **Please share any additional information, suggestions or concerns regarding budget preparation.**

Fifty-nine out of three hundred and eighteen participants (18.55%) provided answers, with clear themes for top budget preparation improvement. Common themes included improving the budgeting legal framework, enacting participatory budgeting, grounding assumptions in realistic operating plans, and providing various levels of training to all employees in budgeting competencies and processes.

“The Regulatory Decree, is based in assumptions from MH and not in relation to other ministries.”

“Elaborate [the budget] with the most realistic assumptions possible, so that the Ministry can effectively execute the budget without reprogramming or expanding.”

“Provide basic, intermediary, and advance courses in budget preparation.”

4.6 INSTITUTION CAPACITY SURVEY

Qualitative data along with quantitative data was collected through the Institution Capacity Survey. Specifically, MH staff were provided with a series of narrative questions (See Appendix 9.3). Below are the questions along with a brief summary of the findings and representative quotes from the MH staff survey responses:

- **Why is your work important?**

Eighty-one (81) out of one hundred and three (103) participants, or 78.64%, answered this question. A majority of participants responded in clear themes such as contributing to the social welfare through the management of public funds. Some participants stated the importance of budgeting in providing transparency and accountability into government administration and priorities. The rest of the respondents gave more general answers such as that their job helps their career development goals (provides foundation knowledge and skills).

“My work is important because it helps improve public administration.”

“The importance lies in the transparent management of public enterprises to ensure that they have a good performance in the allocation and use of resources.”

- **What is the easiest part about your work?**

Sixty-six (66) out of one hundred and three (103) participants, or 64.08%, answered this question and the majority of them stated that working in their teams is the easiest part of their job because employees are motivated. In addition, many of the respondents stated that the IT systems, especially the system to transfer funds, were easy to use. The rest of the participants, however, were not very

consistent in their comments. Some participants stated that most of their work was easy and some stated the opposite that there was nothing easy about their job.

“The easiest part is to manage teams, because they have a predisposition to work.”

- **What is the hardest part about your work?**

Seventy (70) out of one hundred and three (103) participants, or 67.96%, responded. Answers were varied, but the most popular response was that there were problems working with other departments to get information that was essential to complete their work. Another common theme was difficulty in data management, control, and access for budgeting. Other areas of difficulty cited were the process of reprogramming funds and the time pressure to complete budget preparation. The rest of the participants, however, were not consistent in their comments. Some participants stated that most of their work was difficult and some stated the opposite that there was nothing hard about their job.

“Dependence on other areas to meet my duties.”

“Working with executing units that are not aware of the new provisions in the Budget Law.”

- **What obstacles prevent you from doing a better job?**

Seventy-four (74) out of one hundred and three (102) participants, or 71.84%, responded to this question. Answers were varied but there were clear trends of stated obstacles preventing employees from doing work. Many participants commented that their physical work space was too small and did not provide enough private space to conduct their work. Some participants cited that they receive too much workload. Others commented that the lack of clear job responsibilities was a major obstacle. Many cited that there is a problem with access to relevant data. Others stated that they are not motivated because their current salaries are too low and their performance does not matter because there are no performance based raises. Lastly, many cited they do not have adequate experience or training to conduct all their work.

“We need more physical space in the office.”

“The biggest obstacle is the lack of information and training.”

“Lack of specific incentives for qualified personnel.”

- **If you could make one improvement at MH, what would it be?**

Sixty-nine (69) out of one hundred and three (103) participants, or 69.99%, responded to this question. The primary improvement suggestion from participants was to increase compensation. Many participants expanded on this theme explaining that they would like salaries to be tied to the difficulty of their work and the quality of their performance. Participants recommended the improvement of establishing career plans and allowing for the ability of promotions and raises. Other responses focused on increasing training relevant for their job functions, especially trainings on tools that they could use in their jobs. Fewer responses focused on improving the physical work environment and improving the IT Systems to be up-to-date and integrated across the different MH departments.

“Fair wages based on the technical preparation of individual staff members and their work contribution.”

“More training in the use of all the tools required to fulfill our duties more efficiently.”

- **Is there something that you would like to share about your work or the workplace that is not covered by the survey?**

Forty (40) out of one hundred and three (103) participants, or 38.83%, answered this question. Many of the participants stated that they enjoyed their work at MH but realize that Human Resource Management could improve. Some participants reiterated that lower salaries and minimal incentives have led to brain drain at MH.

“Working conditions are good, but I think that they can be improved due to the progress that other countries have achieved in the management of Ministry personnel.”

“Lack of career planning leading to low motivation and incentives for employees.”

4.7 MINISTRY OF HACIENDA TRAINING COMMITTEE

During the qualitative interviews, it was learned that an administrative process and an institutional setup was established for MH by Decree MH 338/2010 for purposes of staff training and extended study. The process is led by the MH Training Department (TD) and begins with a Training Needs Assessment required in the last quarter of every year to determine the training and budget requirements across MH. The results of TNA serve as the basis for drafting an Annual Training Plan (PACAP) for MH. Then TD authorizes the institutional budget on behalf of MH for staff training and scholarships under the advisory of a Training Commitment.

A Training Committee within MH is established to perform the following:

- Review the details of scholarship requests and award scholarships for certain individuals meeting specific administrative and technical criteria
- Clear away any outstanding administrative matters hindering selection of staff qualifying for training
- Assess the training capacity within local training institutes and other potential training providers
- Advise on budgeting and strategic management matters relating to MH training and scholarships; and
- Provide approval of training requests that form part of the PACAP.

It is composed of MH senior management which include the following:

- A representative nominated by the Under-Secretary of Taxation (SET)
- A representative nominated by the Under-Secretary of Financial Management (SSEAF)
- A representative nominated by the Under-Secretary of Economic Affairs (SSEE)
- The Director of Directorate of Administration and Finance (DAF)
- The Human Resource Management Coordinator at the DAF
- The Head of Training Department (Departamento de Bienestar y Capacitacion) at DAF
- Representative from other Departments, as and when needed.

4.8 TRAINING FACILITIES

During the Training Needs Analysis, potential training rooms were visited. Below is a summary of the existing training facilities.

4.8.1 MINISTRY OF HACIENDA TRAINING FACILITIES

All MH training rooms were visited. Of the five (5) rooms visited in three (3) offices of MH, none have suitable training facilities without adapting the space. MH does have two rooms dedicated to training located in the same building as the MH Training Department. The medium training room is the most suitable to provide training because it could potentially support between 20 and 30 participants and has equipment available such as a whiteboard, flip chart, and a projector. Below is a summary of their training facilities:

Training Room	Tables/Chairs	Equipment
Finance Administration Branch Building Large formal auditorium	Lecture configuration with 50 chairs, board table and podium	Projection area, speakers, sound system
Training Office Building, 4 th floor Small training room	16 chairs with desks*	Whiteboard and projector
Training Office Building, 5 th floor Medium training room	32 chairs with desks and long table	Whiteboard projector, and computer
Economy Branch Building Conference room 1	Long board room table, and 13 chairs	Projector, PC
Economy Branch Building Conference room 2	Long board room table, and 11 chairs	Videoconference capability, projector is available

*Additional 5 chairs along the side wall, but their view is obstructed.

4.8.2 INAPP TRAINING FACILITIES

A meeting was held with the Instituto Nacional de la Administración Pública del Paraguay (INAPP) to determine if they might have suitable training facilities for rent. INAPP offers a range of training spaces. INAPP training facilities range from small to medium rooms, each equipped with standard projector, screen, whiteboard, and flip chart. There is also a computer lab with 18 computers, tables, chairs, projector, and flip chart. INAPP also has a small kitchen that could be used for breaks and refreshments. INAPP does not have a formal policy for renting training rooms. MH could enquire about the possibility of renting training rooms at INAPP by making a request to Secretary of Public Functions (SFP) and requesting more information. Below is a summary of their training facilities:

Training Room	Tables/Chairs	Equipment
Training Room 1 Small-sized training room	4 round tables and 10 chairs	Whiteboard, projector, flip chart
Training Room 2 Medium-sized training room	30 chairs with small attached desks	Whiteboard, projector, flip chart

Training Room	Tables/Chairs	Equipment
Training Room 3 Medium-sized training room	30 chairs with small attached desks	Whiteboard, projector, flip chart
Training Room 4 Medium-sized training room Least noisy	30 chairs with small attached desks	Whiteboard, projector, flip chart
Computer Lab	Long desks	18 computers, internet, mobile screen, flip chart, projector
Meeting Room	10 chairs	Flat screen and projector screen

4.9 KEY QUALITATIVE FINDINGS

Below are the key qualitative findings that surfaced during the TNA:

4.9.1 MANAGEMENT MEETINGS

MH Budget and Public Investment Management Departments

- DGP and DSIP senior management are overly committed to planning and budgeting reform, but often feel stretched thin with many simultaneous and heavy job responsibilities.
- DGP and DSIP management conveyed on the need to simplify and associate with other secondary legislation and regulatory framework in one organic budget law with a view to create an integrated financial management system that is clear within all its main wings and inter linkages.
- Lack of a unified institutional framework and financial management structure that clearly establishes main financial management functions and processes across the Government.
- DGP personnel spend a disproportionate amount of time in processing of in-year budget adjustment requests from MDAs, often diverting them from technical matters such as monitoring and evaluation. Time resources could be used more efficiently if the administrative processes and procedures were simplified and automated.
- Lacking of planning and budgeting manuals or Standard Operating Procedures (SOPs) specific to the needs of every MDA requires DGP and DSIP personnel to spend substantive amount of time in providing lead advice and technical guidance to line management's finance and administration officials.
- There are limited training avenues for DGP and DSIP employees for such a broad spectrum of planning and budgeting competencies, and staff often does not understand their role in the overall PFM architecture.
- Coordination with other relevant external stakeholders that serve the DGP and DSIP, (i.e., Civil Service, Public Procurement, Planning Secretariat), is a weakness.
- There is limited availability of relevant data, such as fixed asset financial information for DGP and DSIP to make informed budget decisions.

- Management welcome efforts to strengthen planning and budgeting capacities to make reforms sustainable.

Line Ministry Management

- Line Ministry management was not involved in the PFM Reform Action Plan 2012-2015 and as such the reform dialogue and sensitization with MH is weak. Moreover, communication pertaining to reforms and other relating events in budgeting and other PFM generally weak across Government.
- Existing regulatory framework is very complex, and has grown hastily over the years, fragmented in various other pieces outside the Finance Administration Law (LAFE), thus resulting in data processing and exchange between processes and key units difficult, which often results in duplication of efforts.
- Documentation of reform lessons, institutional record of training within most prolific Line Ministry is gone (i.e., Ministry of Public Works).
- The roles and responsibilities of planning and budgeting functions are unclear, and often the communication between the different budget offices within the Line Ministries is limited to non-existent.
- There is a serious disconnect between the various relevant directorate general units (i.e., DG Finance and Administration, DG Public Purchases, DG Human Resources, DG Planning) and their respective subordinate cells, often creating duplication of tasks and staffing.
- Line ministries often lack proper budget management tools and systems, resulting in routine work cumbersome and inefficient.
- There is a culture of high staff turnover which limits the institutional record and documentation of reform lessons. Management is very concerned about the lack of institutional capacity that is retained in their organizations, particularly in budgeting. Due to high turnover, trained personnel do not stay on the job long enough to train other colleagues, or are very limited in number.

4.9.2 HUMAN RESOURCES MANAGEMENT MEETINGS

- The MH Human Resources Coordination Department is understaffed in accordance to international best practices.
- Jobs are posted internally and externally on the SFP website and the ministry websites. SFP manages the recruitment process with input from the ministries.
- The MH and LM have a different protocol for conducting the annual TNA as well as preparation of their annual Training Plan. The MH Training Plan focuses heavily on sourcing external free training versus designing, developing and delivering internal training. The annual training budget varies from across MH and LMs.
- Currently, MH and LM do not have a protocol for training, developing and promoting staff given concern over how to implement the Law of Public Servants. There is a protocol for how staff apply and get accepted for external training. However, it is different in each organization.
- The MH and LM have a different protocols and forms for the annual review process. Not all employees complete their annual performance appraisal.
- Compensation is based on title and the amount of education and training but pay scales vary by ministry.

4.9.3 INSTRUCTOR MEETINGS

- Potential MH instructors are qualified in their respective areas of management, instruction, technical expertise among other functions and competencies and have a solid understanding of their respective roles and responsibilities.
- Many MH instructors also teach to supplement their full-time work in various MH units. None of the instructors went through a competitive selection to be an instructor. Instead, they were “nominated” because of their expertise and years of experience in budgeting and other relevant technical areas.
- Instructors interviewed have worked or have strong experience as instructor in key fields considered critical and relevant to planning and budgeting such as the financial regulatory framework, financial planning and programming.
- None of the MH instructors have experienced at a Training of Trainers (TOT) program but one had a positive learning in 2008 from one TOT program at Curitiba/Brazil with the aim of replicating the TOT experience in Paraguay, which never consummated.
- All instructors felt that they would benefit from more training on how to effectively develop and deliver courses. Furthermore, all interviewed instructors indicated that they would like to become trainers to learn more and teach on other fields relevant to their budgeting or planning job duties.
- All instructors agreed they do not receive guidance on developing and delivering a course to training participants. Instead, instructors are supplied with generic training materials, i.e., UN/CEPAL core materials in monitoring and evaluation, not adapted to the specific sector-by-sector training needs.
- All responded the existing regulatory framework and institutional bottlenecks being challenge factors to the strengthening of technical capacities within PFM in Paraguay.

4.9.4 INTERNATIONAL DEVELOPMENT PARTNERS

- Budgeting trainings provided by IDPs are often one-off efforts that are project-focused and are not well coordinated.
- IDP-funded budget reform efforts with associated trainings are particularly focused on project management and monitoring and evaluation, often seen too advanced, and are not articulated with other relating training within MH.
- Current technical assistance that is underway by the two IDPs is highly relevant to the PFM-LAC Project in Paraguay, and there is opportunity for establishing lines of coordination and collaboration.
- The Inter-American Development Bank (IDB) agreed with DGP in prioritizing and streamlining of core competencies of planning and budgeting to training plans.

4.9.5 BUDGET COMPETENCY SURVEY

- Common themes among MH and LM survey respondents included improving the budgeting legal framework, enacting participatory budgeting, grounding assumptions in realistic operating plans, and providing various levels of training to all employees in budgeting competencies and processes.

4.9.6 INSTITUTION CAPACITY SURVEY

- MH staff shared:
 - Their work is important because it is focused on the effective management of public funds and the ability to provide transparency in public administration.
 - The easiest part of their job was working with their team members.

- Salaries were low and that a lack of career planning has led to low morale among employees and high turnover.
- Desire additional training open to all employees in technical areas relevant to their jobs.
- To improve their work environment, staff indicated that they would appreciate improved infrastructure, physical space, and IT software and systems.

4.9.7 MH TRAINING COMMITTEE

- A Training Committee exists within MH that has a protocol for how staff apply for external training opportunities. The Training Committee was established in 2010 with a Training Resolution Act. The protocol identifies the committee members and the criteria for participant training evaluation.

4.9.8 TRAINING FACILITIES

- None of the existing MH training facilities meet international best training practices. They are primarily designed for lectures instead of highly interactive adult training. Several rooms are of adequate size. However, there is insufficient space and tables for the participants to conduct exercises in workbooks or work in teams.
- INAPP has a training facility that meets international best training practices. However, the rooms are small and can only accommodate around ten (10) to 20 participants. They also have a computer lab that can accommodate 18 participants.

5 QUANTITATIVE DATA

Quantitative data was collected from five (5) main sources, 1) a review of recent PEFA assessments, 2) a Budget Competency Survey that was distributed to the MH and the select Line Ministries, 3) an Institution Capacity Survey that was distributed to the MH, 4) a Human Resources Practices Assessment conducted with the MH, and 5) a Training Provider Evaluation conducted with the MH and LM training providers. Below is a summary of the findings for all collected quantitative data.

5.1 PUBLIC EXPENDITURE AND FINANCIAL ACCOUNTABILITY

The PEFA⁴ is a useful document that helps donors and government officials understand priority areas in Public Financial Management (PFM). The findings are also very useful in the context of developing capacity-building programs. According to the latest PEFA assessment, conducted in 2012, the result was that overall performance of PFM deteriorated or remained sub-optimal during the assessment period and particularly within budgeting and planning. The report concluded that a series of deficiencies persist in the ability to conform to international leading practices, particularly those pertaining to financial planning, budget comprehensiveness and transparency, accounting and reporting, and external scrutiny of the budget appropriation bill. In all, a total of eight (8) out of 28 PFM performance indicators (PI) relating to the core dimensions, excluding donor practices, scored better whereas five (5) indicators worsened. Below is a summary table of the 2012 PEFA findings in Paraguay compared to 2008, when the prior PEFA was conducted:

PFM Performance Indicator	2008	2012
A. Credibility of the Budget		
1. Aggregate expenditure out-turn compared to original approved budget	C	C
2. Composition of expenditure out-turn compared to original approved budget	B	A
3. Aggregate revenue out-turn compared to original approved budget	A	B
4. Stock and monitoring of expenditure payment arrears	C+	C+
B. Comprehensiveness and Transparency		
5. Classification of the Budget	B	B
6. Comprehensiveness of information included in budget documentation	C	C
7. Extent of unreported Government operations	B+	B
8. Transparency of Inter-Governmental Fiscal Relations	D+	C+
9. Oversight of aggregate fiscal risk from other public sector entities	C	C
10. Public Access to key fiscal information	A	B
C. (i) Policy-Based Budgeting		
11. Orderliness and participation in the annual budget process	A	B+
12. Multi-year perspective in fiscal planning, expenditure policy and budgeting	D+	D+
C. (ii) Predictability and Control in Budget Execution		
13. Transparency of taxpayer obligations and liabilities	C+	B
14. Effectiveness of measures for taxpayer registration and tax assessment	C	C

⁴ The Public Expenditure and Financial Accountability (PEFA) Program was founded in 2001 as a multi-donor partnership between seven donor agencies and international financial institutions to assess the condition of country public expenditure, procurement and financial accountability systems and develop a practical sequence for reform and capacity-building actions.

PFM Performance Indicator	2008	2012
15. Effectiveness in collection of tax payments	D+	A
16. Predictability in the availability of funds for commitment of expenditures	C+	C+
17. Recording and management of cash balances, debt and guarantees	B+	B+
18. Effectiveness of payroll controls	D+	D+
19. Competition, value for money and controls in procurement	B+	B+
20. Effectiveness of internal controls for non-salary expenditure	D+	C
21. Effectiveness of internal audit	D+	C
C. (iii) Accounting, Recording and Reporting		
22. Timeliness and regularity of accounts reconciliation	C+	B+
23. Availability of information on resources received by service delivery units	C	D
24. Quality and timeliness of in-year budget reports	C+	C+
25. Quality and timeliness of annual financial statements	C+	C+
C. (iv) External Scrutiny and Audit		
26. Scope, nature and follow-up of external audit	C+	C
27. Legislative scrutiny of the annual budget law	B+	C+
28. Legislative scrutiny of external audit reports	D+	D+
D. Donor Practices		
D-1 Predictability of Direct Budget Support	C+	D+
D-2 Financial information provided by donors for budgeting and reporting on project and program aid	D+	D+
D-3 Proportion of aid that is managed by use of national procedures	C	D

Legend:

Positive Change	
Negative Change	

Soon after the 2012 PEFA Assessment, the Government of Paraguay developed its 2012-2015 “Action Plan for the Improvement of Public Financial Management in Paraguay”, (or Plan de Accion para la Mejora de la Gestion de las Finanzas Publicas, in Spanish). The Plan is structured in four (4) main Components, 22 Sub-components and 65 Activities. These include the following:

1. Cross-Cutting Issues: Boosting Transparency and Comprehensiveness (PEFA PI 6 to 10):
 - o Improve the annual budget documentation so as to include and compare the deficit financing, stock of public debt, financial assets, explanation of budget implications of new policy initiatives (four Activities).
 - o Adopt the GFS 2001 reporting standards for improvement of budget and other financial reporting (one Activity).
 - o Formulate and execute an action plan aimed towards the power sector’s regulatory reform (one Activity).
 - o Strengthen the fiscal reporting and oversight capacity for monitoring of public enterprises (seven Activities).
2. Strengthen the linkages between budgeting and strategic planning (PEFA PI 11 to 12):

- Introduce the Medium-Term Expenditure Framework (MTEF) element in the existing financial and regulatory legislation and relating business processes and systems (six Activities).
 - Undertake initial steps towards adopting performance-based budgeting practices (four Activities).
 - Streamline the public investment planning and management processes to the MTEF and budgeting systems (six Activities).
3. Improve Predictability and Control in Budget Execution (PEFA PI 13 to 21):
- Improve the taxpayer registration system and the effectiveness and efficiency of internal controls and audit systems within tax administration (six Activities).
 - Increase the effectiveness and efficiency of customs administration and internal controls and fraud investigation and audit systems (five Activities).
 - Improve the effectiveness of payroll internal controls (three Activities);
 - Strengthen institutional capacity to ensure competition, value for money and controls in Public Procurement and establish proper linkages with contractor management and financial programming processes (three Activities).
 - Complete the process of rolling-out the Standardized Internal Control Model (MECIP) within Government of Paraguay's ministries, departments and agencies (MDAs) (five Activities).
 - Link up the National Department of Treasury to the Payment Information System (SISPAR) (one Activity).
 - Customize the business process needs within the Treasury Information System (SITE) Module for enabling proper implementation of TSA and linkages to the various modules of Financial Management Information System (SIAF)/General Ledger (one Activity).
 - Increase the predictability in the release of funds to key expenditure programs locally through reducing the deadline for submission of transfer payments requests by MDAs (one Activity).
 - Complete the process of rolling out the treasury-led payments and financial internal controls system (SITE) within Government of Paraguay's decentralized autonomous agencies (three Activities).
 - Establish internal controls and information systems for the registry and management of fixed assets and inventories (three Activities).
4. Upgrade the accounting and financial reporting capabilities within the Government of Paraguay (PEFA PI 22 and 26):
- Establish a methodology with which to monitor and report the budgetary resources and donations in-kind received by key primary service delivery units across the country (one Activity).
 - Undertake legal and regulatory reforms to permit changes in accounting and reporting in-line with International Public Sector Accounting Standards (IPSAS) (two Activities).
 - Improve orderliness and participation in the annual budget process (four Activities).
 - Strengthen linkages between investment budgets and forward expenditures estimates (four Activities).
 - Improve Institutional Capacity (three Activities).
5. Strengthen Capacity for Budget Oversight and Assurance (PEFA PI 26 to 28):

- Strengthen the capacity of the Supreme Audit Institution (Contraloria General de la Republica) so as to enable to broaden the scope of external audit to performance and other audits and strengthen the follow-up process of audit actions recommended (one Activity).
 - Strengthen the capacity of the National Congress so as to improve the scrutiny of the budget appropriation bill by the Budget Committee (one Activity).
6. Improve the budgeting and programming of budget support and other (non-)reimbursable development aid by external donors within the budget process (PEFA DP 1 to 3):
- Build-up and populate a database with information on development aid flows by donor and link-up to the budget preparation and execution processes (one Activity).

The above denotes the lack of necessary fiscal policy and planning tools and guidance to the LMs for supporting the elaboration and in-year adjustments of the annual budget, thus resulting in the lack of credible and realistic budgets. The limited progress in PFM performance shows subsisting problems and inadequate use of medium-term policy and planning techniques in budgeting which hinder the ability for the budgets to align to policy objectives thereby causing the budget not to respond strategically to the development needs of the country. Furthermore, the above denotes that MH planning and budget staff have not been provided with the necessary tools and skills to link-up the procurement plans to the financial plans and budgets. It is difficult for budget and planning staff to coordinate adequately with the MDAs to accommodate the service delivery needs to the in-year adjustments in the budget required as a result of changes in the cash flow forecasts for the remainder of the year. The lack of capacities across these areas significantly limits the strategic allocation of budgetary resources and the improvement of efficiency in service delivery.

Despite the limitations, a turnaround in PFM reform is nonetheless taking shape in recent years with the enactment of the Fiscal Responsibility Law and the commitment by fiscal authorities to achieve fiscal consolidation and enhance the budget preparation process in particular. In order to achieve these goals the Government of Paraguay prepared a PFM Reform Action Plan (RAP) 2012-2015 with a number of capacity building interventions mainly within MH. To this effort, the PFM-LAC Team is prepared to facilitate the formation of competent planning and budget instructors within MH and enable the development of skills necessary in planning and budgeting according to accepted international practices.

5.2 BUDGET COMPETENCY SURVEY

As noted earlier in the report, a survey was developed and administered to document the level of current versus desired budget and planning competencies, knowledge and skills, for MH and Line Ministry staff. Specifically, a Budget Competency Survey (BCS) was built and data was collected on the following four key PFM domains listed in alphabetical order:

- Financial Planning and Budgeting
- Legal and Institutional Arrangements for Budget Preparation
- Standards and Leading practices for budget preparation
- Scope of Budget Preparation and Financial Programming.

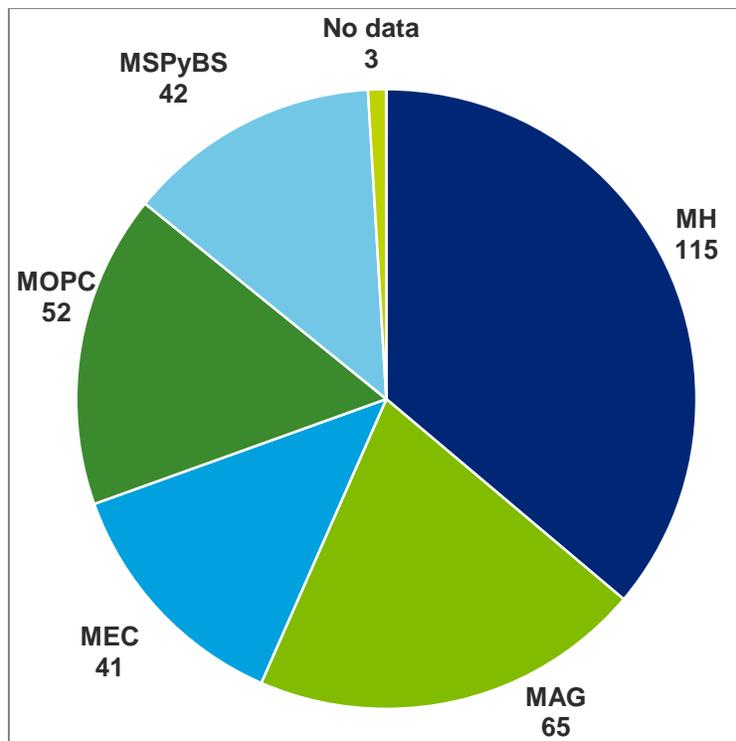
To launch the survey, the Vice Minister for the Sub-Secretariat of Finance Administration disseminated a Memorandum to the Directors and Heads of Departments of the targeted MH and Line Ministry divisions to inform them of the PFM-LAC Project and the TNA that included the Budget Competency Survey. The PFM-LAC Team then sent a follow-up email to each division leader providing the link to the electronic survey as well as instructions to forward the link to their respective staff. The survey participants were encouraged to provide honest answers given that the survey was anonymous. For each competency, the following five (5) point rating scale was used for employees to rate its importance and their effectiveness:

- 1 = Extremely Low
- 2 = Below average
- 3 = Average
- 4 = Above average
- 5 = Extremely high
- N/A = Not applicable.

Prior to the conducting the BCS, the PFM-LAC Team recommended that the Level of Importance and Current Level of Effectiveness for all competencies should be a 4.00, or 80.00%. This represents a recommended standard of “above average” across competencies as an aspirational level for the organizations to target.

In total, 318 employees completed the survey of a population of approximately 419. This gives a confidence level of 99% with a margin of error of four (4). This means that the MH and LMs can be 99% confident that the results are within a 4% margin of error of what the MH and LM staff actually believe concerning their budget competencies and their importance.

The breakout of respondents by division is shown in the figure below:



	Population	Responded	Percentage
MH	131	115	88%
MAG	104	65	63%
MEC	82	41	50%
MOPC	52	52	100%
MSPyBS	50	42	84%
Totals	419	315	75%

Participants were also encouraged to complete the demographic data to enable an analysis of the data. A majority of participants completed the demographic data. Demographic data on respondents revealed that:

- 54% were female and 46% were male
- 41% were over 40 years old
- 52% had worked in their entity for over 10 years
- 84% had a university degree or post-university degrees.

5.2.1 BUDGET COMPTENTENCY SURVEY RESULTS

Listed below are the results for the Budget Competency Survey administered to staff at MH, MAG, MEC, MOPC, and MSPyBS.⁵

Competency/Descriptions	Importance		Effectiveness Level		GAP
	Rating	%	Rating	%	%
Domain 1: Legal and Institutional Arrangements for Budget Preparation					
Competency #1: Demonstrate an understanding of the budget process and its role in Public Financial Management					
9. Describe the role and significance of the budget in government operations.	4.46	89.20%	4.00	80.00%	20.00%
10. Define the different elements of the budget process and its relation with other processes in the public financial management.	4.36	87.20%	3.90	78.00%	22.00%
11. Define the strategic objectives of the budget (i.e., policy document, institutional operations guide, financial plan aligned with the priorities and the spending and investment schedule, communications)	4.24	84.80%	3.83	76.60%	23.40%
12. Apply the legal and regulatory aspects of the government budget (i.e., control levels, spending and investment limits).	4.35	87.00%	3.87	77.40%	22.60%
13. Describe how the executive branch controls spending and investment (i.e., monitoring the budget execution of the national priority programs, planning for allocation of resources, overseeing the performance of investments in infrastructure and public credit growth).	4.09	81.80%	3.67	73.40%	26.60%
14. Explain the extent to which the various types of budgetary authority and spending controls are worth existing and enable higher levels of administrative efficiency (i.e., budget items vs. main economic categories, per program, sub-program, project or activity of spending, per department/geographical unit).	3.94	78.80%	3.57	71.40%	28.60%
15. Using the National Development Plan and the Executive Order establishing the Guidelines, identify the required steps, the routine procedures and the document flows in the Government budget preparation process, including the financial planning and the annual programming of public investment and public acquisitions/procurement.	4.08	81.60%	3.66	73.20%	26.80%
16. Identify the different processes and controls in the public financial management system, as set forth in the Financial Management Law.	4.24	84.80%	3.80	76.00%	24.00%
<i>Competency #1: Average Scores</i>	<i>4.22</i>	<i>84.40%</i>	<i>3.79</i>	<i>75.75%</i>	<i>24.25%</i>
<i>Domain 1: Average Scores</i>	<i>4.22</i>	<i>84.40%</i>	<i>3.79</i>	<i>75.75%</i>	<i>24.25%</i>
Domain 2: Standards and Leading Practices for Budget Preparation					
Competency #2: Demonstrate an understanding of medium-term fiscal planning					

⁵ The Survey began with eight (8) demographic questions. The numbering for the following 60 related competency questions has been maintained for consistency.

Competency/Descriptions	Importance		Effectiveness Level		GAP
	Rating	%	Rating	%	%
17. Recognize the macro-fiscal framework and the making of tax policy assumptions for preparing forecasts of revenues and total expenditure limits, and at the level of the functional, administrative and economic categories.	3.63	72.60%	3.16	63.20%	36.80%
18. Interpret the Executive Order establishing the Guidelines and strictly adhere to the instructions and schedule of the Executive branch in order to prepare and submit the institutional budgets.	4.23	84.60%	3.83	76.60%	23.40%
19. Describe the projection of revenues (domestic and external) and methods for forecasting and relating spending and investment in short and medium term budget.	3.72	74.40%	3.37	67.40%	32.60%
20. Define the program and results frameworks as well as the basis for their construction following the methods and modern practices of planning and programming of operations.	3.69	73.80%	3.33	66.60%	33.40%
<i>Competency #2: Average Scores</i>	<i>3.82</i>	<i>76.35%</i>	<i>3.42</i>	<i>68.45%</i>	<i>31.55%</i>
Competency #3: Demonstrate an understanding of the key concepts and modern practices in budget preparation, recording and monitoring					
21. Describe the importance of standardization and good practices in the quality of the planning and budgeting processes.	4.16	83.20%	3.60	72.00%	28.00%
22. Apply the structure of budget classification system (i.e., organizational unit, program classifier, economic classifier, funding source, geographical unit).	4.28	85.60%	3.93	78.60%	21.40%
23. Identify the various sources of public expenditure and investment funding (tax revenues, own funds, foreign donations, credit facilities).	4.24	84.80%	3.92	78.40%	21.60%
24. Explain the need for a budget based on programs and results, and the coordination with the strategic medium and long term objectives and the annual operating plans.	4.19	83.80%	3.68	73.60%	26.40%
25. Recognize the interrelationship among the various institutions establishing international standards (International Public Sector Accounting Standards, International Financial Reporting Standards).	3.75	75.00%	3.20	64.00%	36.00%
<i>Competency #3: Average Scores</i>	<i>4.12</i>	<i>82.48%</i>	<i>3.67</i>	<i>73.32%</i>	<i>26.68%</i>
Competency #4: Demonstrate an understanding of the medium-term budget planning					
26. Explain the process by which the cost of the national sectorial development programs and the public investment resources required, as well as the funding needs and the financial capacity by the government, are valued.	3.79	75.80%	3.16	63.20%	36.80%
27. Apply the principles, procedures and terminology established by the Executive Order establishing the Guidelines on aspects of the Multi-Year Plan	4.14	82.80%	3.53	70.60%	29.40%
<i>Competency #4: Average Scores</i>	<i>3.97</i>	<i>79.30%</i>	<i>3.35</i>	<i>66.90%</i>	<i>33.10%</i>
Competency #5: Demonstrate an understanding of the measurement and monitoring of performance and costs in the provision of public services					
28. Describe the performance measures of the public office and of the monitoring of the medium-term development goals and the institutional annual operating plans.	3.89	77.80%	3.35	67.00%	33.00%
29. Understand the objectives of the financial and non-financial performance measures	3.76	75.20%	3.31	66.20%	33.80%
30. Describe the characteristics and purposes of the expected and obtained results reports (i.e., understanding, comparability, reliability, timeliness and verifiability).	4.00	80.00%	3.54	70.80%	29.20%
31. Prepare evaluations of the public office management with the basic technical guidelines.	3.90	78.00%	3.33	66.60%	33.40%
32. Define the role of "client" and the surveys on the quality of the utility in the performance evaluation feedback.	3.99	79.80%	3.37	67.40%	32.60%

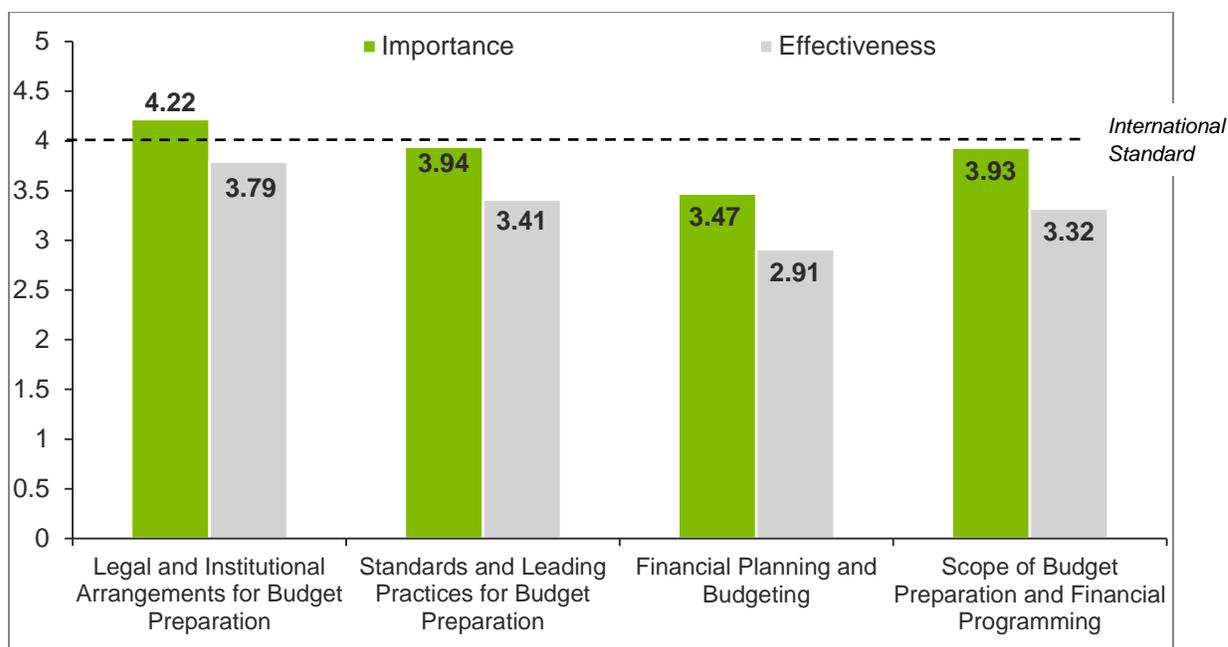
Competency/Descriptions	Importance		Effectiveness Level		GAP
	Rating	%	Rating	%	%
33. Describe the purpose of gathering and reporting information on operating costs in order to determine the efficiency and economy in the production of public goods and utilities.	3.87	77.40%	3.35	67.00%	33.00%
34. Apply the concepts and basic rules of cost accounting in the management of the provision of public goods and utilities	3.78	75.60%	3.22	64.40%	35.60%
35. Calculate the fee to be charged to the user of a utility, using the concepts and standards described above.	3.41	68.20%	2.91	58.20%	41.80%
<i>Competency #5: Average Scores</i>	<i>3.83</i>	<i>76.50%</i>	<i>3.30</i>	<i>65.95%</i>	<i>34.05</i>
Competency #6: Identify the concepts, definitions and notions of budget accountability					
36. Identify the meaning and purpose of accountability within the government environment.	4.18	83.60%	3.65	73.00%	27.00%
37. Interpret the role and relationship between the key elements of functional and administrative accountability (i.e., disclosure, organizational structure and management reports).	3.92	78.40%	3.35	67.00%	33.00%
38. Identify groups that help establish and maintain accountability.	3.96	79.20%	3.34	66.80%	33.20%
39. Recognize the criteria required for accountability of government (i.e., performance, compliance with financial standards, efficiency and effectiveness, and administration of fixed assets and inventories).	4.01	80.20%	3.40	68.00%	32.00%
40. Recognize the methods used to inform and assess accountability (i.e., audit reports, performance reports, audit hearings, program evaluations).	3.94	78.80%	3.37	67.40%	32.60%
<i>Competency #6: Average Scores</i>	<i>4.00</i>	<i>80.04%</i>	<i>3.42</i>	<i>68.44%</i>	<i>31.56%</i>
Competency #7: Demonstrate an understanding of the internal controls					
41. Identify the purposes of internal financial control and budgetary monitoring.	4.07	81.40%	3.50	70.00%	30.00%
42. Describe the components of internal control (i.e., evaluation, control environment, risk assessment, control and monitoring activities).	3.96	79.20%	3.37	67.40%	32.60%
43. Identify the different instances of budgetary control and monitoring (i.e., monitoring of unit costs, monitoring of the balance of budgetary resources allocated versus availability of cash resources, committed and non-committed resources in the budget category, vacancy and position controls, appointment and promotion of personnel, quarter/year cash planning).	3.98	79.60%	3.26	65.20%	34.80%
44. Explain the concept of evaluation in order to value the performance of the current year budget (provisional) compared to the previous year(s), i.e., the total budget execution, composition analysis by economic categories and administrative units.	3.98	79.60%	3.43	68.60%	31.40%
45. Explain the concept of cost-benefit and the use of economic, technical and social assumptions to determine project feasibility and planning.	3.74	74.80%	3.09	61.80%	38.20%
46. Identify internal control operations, including the use of information technologies	3.86	77.20%	3.30	66.00%	34.00%
47. Interpret the reports of compliance with budgetary standards.	4.10	82.00%	3.57	71.40%	28.60%
<i>Competency #7: Average Scores</i>	<i>3.96</i>	<i>79.11%</i>	<i>3.36</i>	<i>67.20%</i>	<i>32.80%</i>
<i>Domain 2: Average Scores</i>	<i>3.94</i>	<i>78.79%</i>	<i>3.41</i>	<i>68.21%</i>	<i>31.79%</i>
Domain 3: Financial Planning and Budgeting					
Competency #8: Demonstrate an understanding of the role of taxation and non-tax revenues in the financing of budgets					
48. Recognize the importance of tax policies and any variation thereof, as well as tax and property returns of large taxpayers, seasonality and cyclical aspects in the annual tax collection and other elements, in the process of estimating and updating the forecasts of domestic revenue	3.33	66.60%	2.86	57.20%	42.80%

Competency/Descriptions	Importance		Effectiveness Level		GAP
	Rating	%	Rating	%	%
and determining the expenditure limits to the government budget.					
49. Explain the accuracy of the tax revenues projections required by part of the responsible general directorates in the budget preparation and modification process, and the implications of the variations within the period for the cash (re)programming and the public acquisitions and procurement in particular.	3.33	66.60%	2.88	57.60%	42.40%
50. Explain the accuracy of the own revenues projection required by part of the line ministries in the budget preparation and modification process, and the implications of the variations within the period for the cash (re)programming and the public acquisitions and procurement in particular.	3.52	70.40%	2.97	59.40%	40.60%
51. Recognize the availability of proper statistical tools and other technical capacities necessary to make a proper annual and monthly projection of domestic revenues in general.	3.60	72.00%	3.02	60.40%	39.60%
52. Define the nature and role of tax expenditures.	3.26	65.20%	2.76	55.20%	44.80%
<i>Competency #8: Average Scores</i>	<i>3.41</i>	<i>68.16%</i>	<i>2.90</i>	<i>57.96%</i>	<i>42.04%</i>
Competency #9: Demonstrate an understanding of intergovernmental grants and shared revenues, and of other forms of financing					
53. Identify the differences between the different types of transfers and subsidies (i.e., transfers based on distributive formulas, direct transfers, conditional transfers, block transfers, assistance to state companies).	3.65	73.00%	2.93	58.60%	41.40%
54. Describe the requirements and expectations of the institutional beneficiary.	3.57	71.40%	3.02	60.40%	39.60%
55. Identify other forms of government revenue (i.e., investments, duties and fees, licenses, lotteries, donations in cash and in kind).	3.34	66.80%	2.91	58.20%	41.80%
56. Recognize the rationale for establishing utility user fees (i.e., to recover production costs, to expand, encourage or limit utility use).	3.13	62.60%	2.64	52.80%	47.20%
57. Describe and manage the use of national grants and loans.	3.56	71.20%	2.98	59.60%	40.40%
58. Describe and manage the use of external grants and loans.	3.68	73.60%	3.11	62.20%	37.80%
59. Define the use of public-private partnerships and recognize their contribution to the financing and operation of essential utilities.	3.63	72.60%	2.89	57.80%	42.20%
<i>Competency #9: Average Scores</i>	<i>3.51</i>	<i>70.17%</i>	<i>2.93</i>	<i>58.51%</i>	<i>41.49%</i>
<i>Domain 3: Average Scores</i>	<i>3.47</i>	<i>69.33%</i>	<i>2.91</i>	<i>58.28%</i>	<i>41.72%</i>
Domain 4: Scope of Budget Preparation and Financial Programming					
Competency #10: Demonstrate an understanding of the relationship between Financial Planning and Budgeting, Investment Management and Public Credit, and Public Acquisitions and Procurement Programming					
60. Describe the institutional strategic planning and its relationship to other elements of the system (i.e., mission, vision, medium and long term goals, and national and sectorial targets).	4.04	80.80%	3.48	69.60%	30.40%
61. Describe the financial programming/cash planning and its relationship with other elements of the public financial management system, such as human resources planning and the public acquisition and procurement plan.	3.97	79.40%	3.28	65.60%	34.40%
62. Describe the budget preparation and its relationship with other elements and processes of the public financial management system.	4.08	81.60%	3.51	70.20%	29.80%
63. Describe the budget and treasury accounting and the registration and reporting service provided to the various processes of the public financial management.	3.79	75.80%	3.27	65.40%	34.60%

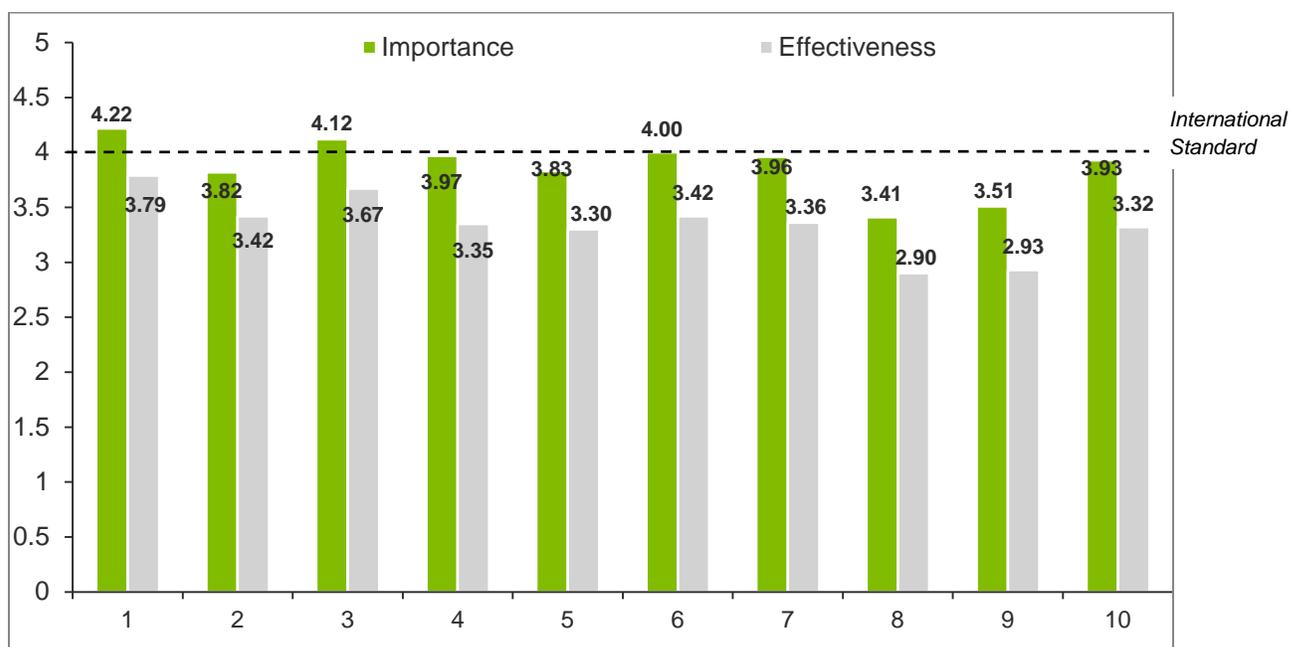
Competency/Descriptions	Importance		Effectiveness Level		GAP
	Rating	%	Rating	%	%
64. Identify the need for a system of registration of state assets in which the amount and value of such assets is updated and which serves, among others, to eventually prevent the unnecessary and costly acquisition of assets of a similar nature.	3.78	75.60%	3.20	64.00%	36.00%
65. Describe the regularity and integrity required in issuing financial reports for purposes of budgetary and timely decision making monitoring and control.	4.16	83.20%	3.56	71.20%	28.80%
66. Describe an Integrated Project Bank and the relationships and hierarchies between the infrastructure projects at national, regional and local/municipal level.	3.67	73.40%	2.92	58.40%	41.60%
67. Identify the need for a public acquisition and procurement plan, along with a schedule where the different times of the bidding and selection processes, the registration and enforcement of the agreements awarded and the investment projects, and the payment commitments for the delivery of goods and services are agreed upon.	3.91	78.20%	3.29	65.80%	34.20%
68. Identify the terms when the projects are to be completed according to the contractual commitment schedule, so that the person responsible for the operation and maintenance makes the necessary and expected budget allocations.	3.96	79.20%	3.36	67.20%	32.80%
<i>Competency #10: Average Scores</i>	3.93	78.58%	3.32	66.38%	33.62%
<i>Domain 4: Average Scores</i>	3.93	78.58%	3.32	66.38%	33.62%
Total Average Score	3.88	77.61%	3.35	66.95%	33.05%

Overall, staff across the five (5) organizational units rated the importance of their competencies at **3.88**, or **77.61%**, and their effectiveness at **3.35**, or **66.95%**. These are below the recommended standard of 4.00, or 80.00%. This represents a moderate gap between the recommended standard and the results of the Budget Competency Survey.

For all four (4) domains, the overall level of importance is above the level of effectiveness indicating that the staff understand the importance of all of the budget competencies. The chart below provides a summary breakdown of average scores for importance and effectiveness by each **domain**:



For all ten (10) competencies, the overall level of importance is also above the level of effectiveness indicating that the staff understand the importance of all of the budget competencies. The chart below provides a summary breakdown of average scores for importance and effectiveness by each competency:



#	Description
1	Demonstrate an understanding of the budget process and its role in Public Financial Management
2	Demonstrate an understanding of medium-term fiscal planning
3	Demonstrate an understanding of the key concepts and modern practices in budget preparation, recording and monitoring
4	Demonstrate an understanding of the medium-term budget planning
5	Demonstrate an understanding of the measurement and monitoring of performance and costs in the provision of public services
6	Identify the concepts, definitions and notions of budget accountability
7	Demonstrate an understanding of the internal controls
8	Demonstrate an understanding of the role of taxation and non-tax revenues in the financing of budgets
9	Demonstrate an understanding of intergovernmental grants and shared revenues, and of other forms of financing
10	Demonstrate an understanding of the relationship between Financial Planning and Budgeting, Investment Management and Public Credit, and Public Acquisitions and Procurement Programming

Out of the 60 competencies evaluated, 20 (one third) of the individual competencies were rated above 4.00, or 80%, while 40 (two-thirds) of the individual competencies were rated lower than 4.00, in terms of current level of importance to the employee’s function. This indicates a need for management to discuss the low-rated competencies and their importance. Below are the three (3) lowest rated competencies in terms of importance that require discussion to raise awareness:

Importance Priority	Domain	Competency
Priority 1: 3.41 or 68.16%	#3. Financial Planning and Budgeting	8. Demonstrate an understanding of the role of taxation and non-tax revenues in the financing of budgets.
Priority 2: 3.51 or 70.17%	#3. Financial Planning and Budgeting	9. Demonstrate an understanding of intergovernmental grants and shared revenues, and of other forms of financing.

Importance Priority	Domain	Competency
Priority 3: 3.82 or 76.35%	#2. Standards and Leading Practices for Budget Preparation	4. Demonstrate an understanding of medium-term fiscal planning.

It is also important to review the Current Level of Effectiveness for all competencies. The survey results found that staff across the five (5) organizational units rated 59 out of the 60 competencies below the recommended level of effectiveness of 4.00, or 80.00%. Based on the individual competency ratings, the top three (3) training priorities are:

Training Priority	Domain	Competency
Priority 1: 2.90 or 57.96%	#3. Financial Planning and Budgeting	8. Demonstrate an understanding of the role of taxation and non-tax revenues in the financing of budgets.
Priority 2: 2.93 or 58.51%	#3. Financial Planning and Budgeting	9. Demonstrate an understanding of intergovernmental grants and shared revenues, and of other forms of financing.
Priority 3: 3.30 or 65.69%	#2. Standards and Leading Practices for Budget Preparation	5. Demonstrate an understanding of the measurement and monitoring of performance and costs in the provision of public services.

5.2.2 BUDGET COMPETENCY SURVEY RESULTS – ADDITIONAL QUESTIONS

In addition to the eight (8) demographic and 60 competency questions, the survey also asked respondents about their experiences with past training and training topic preferences. Responses to these questions were optional and at the discretion of the survey respondent.

- When asked about what additional training they would like to receive in order to improve their performance in their position, survey respondents indicated the following (in descending order):
 - 68% indicated interest in receiving training on Budget Planning and Preparation
 - 56% indicated interest in receiving training on Monitoring and Evaluation
 - 51% indicated interest in receiving training on Budgeting for Results
 - 31% indicated interest in receiving training on Administrative functions (i.e., MS Office)
 - 27% indicated interest in receiving training on Accounting
 - 19% indicated interest in receiving training on Leadership
 - 11% indicated interest in receiving training on Guidance/Orientation
 - 9% indicated interest in receiving training on other topics such as legal framework, public procurement, auditing, among others.
- The survey respondents were also asked to prioritize across the four (4) domains, in terms of improving budget preparation across the government. The responses across the domains were as follows (sorted in levels of priority, as indicated by the survey respondents):
 - Domain 3: Financial Planning and Budgeting (32%)
 - Domain 2: Standards and Leading practices for budget preparation (28%)
 - Domain 4: Scope of Budget Preparation and Financial Programming (23%)

- Domain 1: Legal and Institutional Arrangements for Budget Preparation (12%).

These above results on training preferences closely match and validate the findings from the 60 competency questions. Financial Planning and Budgeting is a weakness and opportunity area for the MH and the LMs.

Lastly, the survey respondents were asked about their experiences with previous training in budget preparation within the past three (3) years.

- Regarding type of training respondents had received in the previous three (3) years:
 - 25% of respondents had received training on Budgeting for Results
 - 18% of respondents had received training on Budget Planning and Preparation
 - 13% of respondents had received training on Monitoring and Evaluation
 - 7% of respondents had received training on Leadership.
 - 5% of respondent has received training on Administrative Functions and Accounting
 - 4% of respondents had received training on Guidance/Orientation
 - 22% of respondents indicated “Other” as a type of training they had received
- When asked about the duration of trainings, the following breakdown was observed:
 - 30% of received trainings that were approximately one week in duration
 - 27% of received trainings that were more than one week in duration
 - 18% of received trainings that were for a Certification or Post Graduate Degree
 - 15% of received trainings that were approximately one day in duration
 - 10% of received trainings that were less than half a day in duration.
- When asked about the training organization provider, the following breakdown was observed:
 - 28% of received trainings were provided by MH
 - 12% of received trainings were provided by the IDB
 - 10% of received trainings were provided by Universities
 - 8% of received trainings were provided by the EU
 - 2% of received trainings were provided by the World Bank and USAID
 - 28% of respondents indicated “Other” as a leading training provider.

Finally, when asked about application of the above trainings to their jobs, 82% of respondents agreed that the trainings were applicable or relevant to their jobs, while 18% of respondents did not feel that the trainings were applicable or relevant to their jobs.

5.3 INSTITUTION CAPACITY SURVEY

During the TNA data collection, an Institution Capacity Survey (ICS) was conducted with MH to solicit each individual's opinions on the following work and workplace topics:

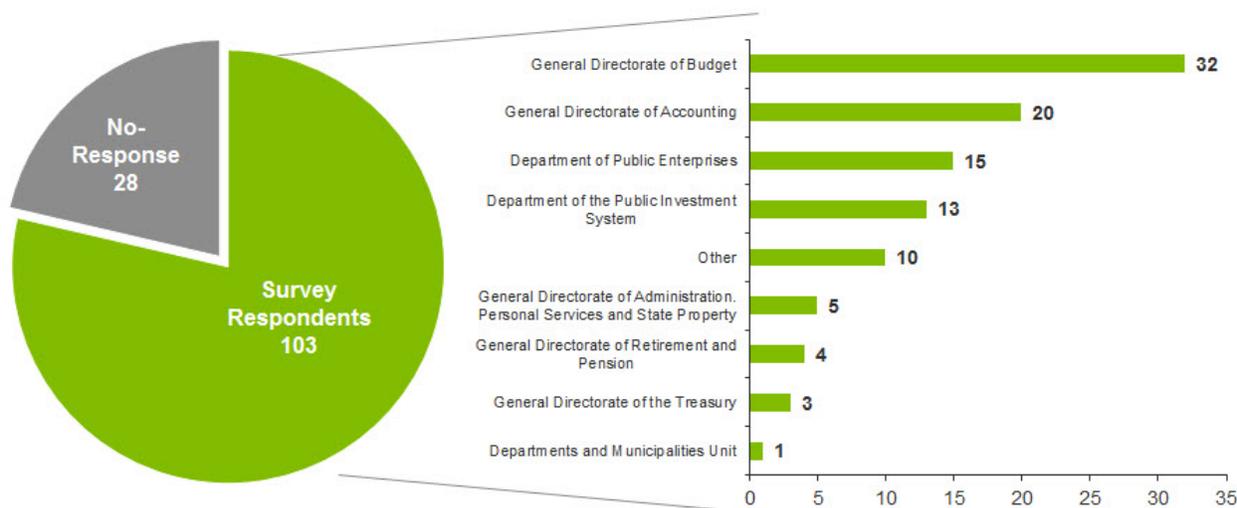
- Policy and Procedures
- Communications
- Management and Senior Management

- Education, Training and Career Potential
- Equipment, Working Conditions and Miscellaneous.

To launch the survey, the Vice Minister for the Sub-Secretariat of Finance Administration disseminated a Memorandum to the Directors and Heads of Departments of the MH to inform them of the ICS. The survey was not sent to the LMs since they had already participated in a similar survey conducted by the University of Chicago. The PFM-LAC Team worked with the Director of the Budget Department to send follow-up emails to each division leader providing the link to the electronic survey as well as instructions to forward the link to their respective staff. The survey participants were encouraged to provide honest answers given that the survey was anonymous. For each question, the participants used the following rating scale:

- 1 = Strongly Disagree
- 2 = Disagree
- 3 = More Disagree than Agree
- 4 = More Agree than Disagree
- 5 = Agree
- 6 = Strongly Agree.

In total, 103 employees completed the survey of a population of approximately 131. This gives a confidence level of 99% with a margin of error of six (6). This means that the MH and LMs can be 99% confident that the results are within a 6% margin of error of what the MH staff actually believe about their work and workplace.



The average profile of the MH staff is over the age 30 and has worked for MH for more than 10 years, has been in their present department for either one (1) to four (4) years or five (5) to ten (10) years and possessed a university degree. Slightly more than half of the participants were female (52%).

The ICS was conducted electronically. The participants were encouraged to give honest answers given that the survey was anonymous. They were also encouraged to complete the demographic data to allow analysis of the data. A majority of participants completed the demographic data. Below is a summary of the average responses for all six (6) sections of the survey:

Institution Capacity Survey Sections	MH		
	Average	%	GAP
Policy and Procedures	4.80	79.98%	20.02%
Communications	4.65	77.47%	22.53%
Management and Senior Management	4.55	75.77%	24.23%
Education, Training and Career Potential	4.80	79.98%	20.02%
Equipment, Working Conditions and Miscellaneous	4.80	79.98%	20.02%
Average Survey Score	4.72	78.64%	21.36%

Overall, the average response to the survey was 4.72, or 78.64%, with a 21.36% gap that needs to be closed to improve staff satisfaction with their work and workplace. The largest gap is satisfaction with Management and Senior Management (24.23% gap). The second largest gap was Communications (22.53%). Interestingly, the remaining three sections had equal gaps (20.02%). The following pages present a breakdown of the results and findings of the ICS by section.

5.3.1 POLICIES AND PROCEDURES

Listed below are the results for the Policy and Procedures section of the Institution Capacity Survey for MH along with some brief analysis:

Institution Capacity Questions	MH		
	Average	%	GAP
1. I have a comprehensive, up-to-date job description which accurately reflects what I do and need to achieve.	4.67	77.78%	22.22%
2. I have formal written policy and procedures on how to conduct my daily work.	4.54	75.67%	24.33%
3. I know the expected quantity of my work and what I need to achieve for my manager to confirm that my performance is satisfactory.	4.79	79.90%	20.10%
4. I know the expected quality of my work and what I need to achieve for my manager to confirm that my performance is satisfactory.	4.92	82.01%	17.99%
5. I perform work in an effective, efficient and productive manner.	5.15	85.83%	14.17%
6. I am clear about the long-term goals and objectives of the Ministry of Finance	4.68	78.05%	21.95%
7. I am clear about the long-term goals and objectives of my division or department.	4.96	82.65%	17.35%
8. I fully understand the standard of performance which is expected from me each year.	4.95	82.50%	17.50%
9. My performance is formally evaluated in a thorough way at least once a year.	4.93	82.15%	17.85%
10. I am satisfied with the level and detail of the Ministry of Finance policy and procedures.	4.40	73.27%	26.73%
Average Score Per Section	4.80	79.98%	20.02%

This section provides an interesting dichotomy. On one hand, the items with the largest work and workplace satisfaction gaps are:

- Level and detail of the policies and procedures (26.73%)
- Formal written policies and procedure on how to conduct daily work (24.33%)
- Comprehensive, up-to-date job description (22.22%).

However, the MH staff also indicate that they perform work in in an effective, efficient and productive manner (14.17%) which is the lowest gap followed by understanding the standard of performance that is expected of them yearly (17.50%). This is inconsistent. Specifically, it is perplexing that MH staff who don't have a comprehensive up-to-date job description or detailed policies and procedures to conduct their daily work perceive that they perform work in an effective, efficient and productive manner and know what performance is expected of them.

Written policies and procedures should be at the heart of every organization. The objective of policies and procedures is to document an organization's policy for operation and the procedures necessary to fulfill that policy. Policies and procedures answer the "what" and "how" questions for personnel within an organization. Policies and procedures also help to create an internal control framework. It is this internal control framework that management should rely upon to ensure the organization's objectives are being met.

5.3.2 COMMUNICATIONS

Listed below are the results for the Communications section of the Institution Capacity Survey for MH along with some brief analysis:

Institution Capacity Questions	MH		
	Average	%	GAP
11. I have access to electronic collaboration tools and communication within the Ministry of Finance	4.98	83.00%	17.00%
12. I use the tools and communication channels regularly to keep myself informed of news and developments relevant to me.	5.07	84.50%	15.50%
13. I receive regular briefings and verbal updates from my manager that keep me well informed of news and developments within Ministry of Finance which are relevant to me.	4.64	77.33%	22.67%
14. In the course of my work, I feel that the quality of communication between teams and functions works well and that this helps me and my team achieve our targets.	4.50	75.00%	25.00%
15. My team has regular team meetings and these are useful in keeping me up to date with our performance and other aspects of our work which are relevant to me.	4.30	71.67%	28.33%
16. The written and verbal communications I receive within Ministry of Finance are clear and understandable.	4.55	75.77%	24.23%
17. The written and verbal communications I receive within Ministry of Finance are relevant to me and to my job.	4.80	80.03%	19.97%
18. I fully understand the strategic objectives of the Ministry of Finance and feel well informed about our institutional performance throughout the year.	4.55	75.76%	24.24%
19. I believe that the relationships between my department or division with other department or divisions are generally very productive and help Ministry of Finance as a whole to perform its duties effectively.	4.79	79.80%	20.20%

Institution Capacity Questions	MH		
	Average	%	GAP
20. I am satisfied with the standard of communication within Ministry of Finance.	4.31	71.83%	28.17%
Average Score Per Section	4.65	77.47%	22.53%

This section of the survey shows that the MH staff do not have regular team meetings that keep them briefed on performance and other aspects of their work (28.33%). This is closely followed by low satisfaction with the standard of communication within MH (28.17%) and the quality of communication between teams (25.00%). On a positive note, the MH staff use the tools and communication channels to keep them informed (15.50%). They also indicate that they have access to electronic collaboration tools and communication within MH (17.00%) and that the communications that they do receive are relevant to them and their job (19.97%).

Communications is the cornerstone of all well-managed organizations. Organizations that provide accurate and timely communication to all stakeholders have a greater chance of achieving their strategic and departmental goals than organizations that don't.

5.3.3 MANAGEMENT AND SENIOR MANAGEMENT

Listed below are the results for the Management and Senior Management section of the Institution Capacity Survey for MH along with some brief analysis:

Institution Capacity Questions	MH		
	Average	%	GAP
21. My achievements and my contributions are valued by my immediate supervisor.	4.54	75.67%	24.33%
22. My immediate supervisor sets and communicates clear goals with me, takes time to explain my role and the results for which I am responsible.	4.64	77.33%	22.67%
23. My immediate supervisor provides support and guidance to help me manage work-related pressures in my job	4.71	78.45%	21.55%
24. Ministry of Finance values my work and my contributions.	4.10	68.38%	31.62%
25. I am fairly compensated for my work.	3.72	62.00%	38.00%
26. I am satisfied with the relationship I have with my immediate supervisor.	4.85	80.78%	19.22%
27. My immediate supervisor directs and assigns work to members of my team effectively, fairly and consistently.	4.56	75.93%	24.07%
28. My immediate supervisor measures the performance of everyone in my team accurately, fairly and consistently.	4.55	75.77%	24.23%
29. I feel encouraged to make suggestions to enhance the efficiency and effectiveness of my team and feel that my ideas are valued and appreciated.	4.55	75.87%	24.13%
30. I feel that I have an appropriate degree of control over my work and influence the outputs of my work.	4.79	79.80%	20.20%
31. My immediate supervisor manages people well.	4.54	75.59%	24.41%
32. I feel comfortable asking for help from my supervisor whenever I have a work-related problem.	4.71	78.50%	21.50%
33. I know what is expected of me in performing my job.	4.92	81.99%	18.01%

Institution Capacity Questions	MH		
	Average	%	GAP
34. Change is managed well within Ministry of Finance	4.15	69.19%	30.81%
35. I am treated fairly at Ministry of Finance.	4.45	74.17%	25.83%
36. I would speak highly of Ministry of Finance as an employer.	4.97	82.83%	17.17%
Average Score Per Section	4.55	75.77%	24.23%

It is interesting to note the percentage of MH staff would speak highly of MH as an employer (17.17%). This is a very positive finding that can be capitalized on even though MH staff don't think they are fairly compensated for their work (38.00%). Nor do they think that MH values their work and contributions (31.62%). Most importantly, MH staff believe that change is not well-managed (30.81%).

Managers and senior managers should actively participate in the daily supervision, planning and administrative processes required by an organization to help meet its objectives. Traditionally, a manager's job description and responsibilities should include:

- **Planning**

Planning the operation and function of the area over which the manager is assigned responsibility in a way that accomplishes the goals for which he or she is responsible.

- **Organizing and Implementing**

Organizing the production of the work, and the workforce, training, and resources necessary, in a way that accomplishes the desired and required outcomes to meet the goals.

- **Directing**

Providing the employees and their resources with enough guidance, direction, leadership, and support necessary to ensure that they are able to accomplish their goals.

- **Monitoring**

Following up to ensure that the plan to achieve the goals is being carried out in such a way that its accomplishment is assured.

- **Evaluating**

Reviewing and assessing the success of the goal, the plan, and the allocation of the employees and their resources.

5.3.4 EDUCATION, TRAINING AND CAREER POTENTIAL

Listed below are the results for the Education, Training and Career Potential section of the Institution Capacity Survey for MH along with some brief analysis:

Institution Capacity Questions	MH		
	Average	%	GAP
37. I have sufficient education to perform my job to the required standard.	5.20	86.70%	13.30%
38. I have received sufficient training to perform my job to the required standard.	4.66	77.67%	22.33%
39. The training I have received has helped me improve my job performance.	5.01	83.50%	16.50%
40. My immediate supervisor provides on-the-job training and development which enables me to improve my job performance.	4.65	77.44%	22.56%

Institution Capacity Questions	MH		
	Average	%	GAP
41. I have adequate training opportunities to improve my skills and qualifications.	4.59	76.43%	23.57%
42. My immediate supervisor works with me to develop my professional skills.	4.69	78.11%	21.89%
43. I feel a sense of ownership for my own development and career.	5.02	83.67%	16.33%
44. As a result of Ministry of Finance training, I am better equipped to execute my duties and responsibilities.	4.89	81.46%	18.54%
45. I have satisfactory prospects for career development and promotion within Ministry of Finance.	4.49	74.83%	25.17%
Average Score Per Section	4.80	79.98%	20.02%

The lowest rated item in this section is satisfaction with prospects for career development and promotion (25.17%). This is understandable since MH doesn't have a policy or procedure for career development or succession planning. This is closely followed by low satisfaction with having adequate training opportunities to improve skills and qualifications (23.57%). Again, this is understandable since MH doesn't have a formal orientation program or formal training for all levels of the organization to build competencies. In addition, MH staff indicate low satisfaction with their supervisor providing them with on-the-job training and development to improve their job performance (22.56%). On a positive note, employees have indicated that they have sufficient education required to perform their job (13.30%).

This performance gap could easily be reduced by reminding all supervisors of their responsibility to work with their staff to develop their professional skills. It also might require training for all supervisors in management and leadership skills. As mentioned, studies show that 80 – 90% of all learning takes place on the job site. Therefore, MH should focus on building on-the-job training guidelines as well as training managers and select staff to be coaches and mentors.

5.3.5 EQUIPMENT AND WORKING CONDITIONS

Listed below are the results for the Equipment, Working Conditions and Miscellaneous section of the Institution Capacity Survey for the regional and headquarters offices along with some analysis:

Institution Capacity Questions	MH		
	Average	%	GAP
46. I have the equipment that I need to do my job properly. (e.g., office space, supplies, furniture, IT hardware/software, etc.).	4.58	76.33%	23.67%
47. I have sufficient training to use Ministry of Finance's equipment effectively, efficiently and productively. (e.g., office space, supplies, furniture, IT hardware/software, etc.).	4.65	77.50%	22.50%
48. I can use Ministry of Finance's computer systems and software effectively, efficiently and productively.	4.84	80.67%	19.33%
49. I am proficient in the use of all computer systems such as word processing, data entry and email.	5.20	86.67%	13.33%
50. I have good working conditions.	4.74	78.96%	21.04%
Average Score Per Section	4.80	80.02%	19.98%

MH staff have expressed low satisfaction with their work equipment (23.67%) and sufficient training to use the equipment (office space, supplies, furniture, IT hardware/software) effectively, efficiently and productively (22.59%). They also expressed low satisfaction with their working conditions (21.04%). Interestingly, they indicated that they are proficient at using the MH's computer systems and software (13.33%). From conducting this survey in other countries, a high number of staff were unable to pass a standardized Microsoft Office examination after expressing a high level of expertise in using the software.

It is recommended that MH senior management focus on five (5) factors to improve employee happiness and motivation:

- Respect is the fundamental right of every employee in every workplace. If employees feel they are treated with respect, they usually respond with respect and dignified actions. Part of respect is praise and feedback so people know how they are doing at work which is lacking at MH.
- Employees want to feel as if they are members of the group. This means that they know and have access to information as quickly as anyone else in the workplace. However, knowledge is not shared equally or transparently at MH.
- Employees want to learn new skills, develop their capabilities, and grow their knowledge and careers. Making developmental opportunities available to each employee demonstrates an organization's commitment to helping them develop their careers. However, no formal system exists for training or developing employees and only a select number are provided with access to local and overseas training opportunities.
- Employees want to have an impact on decisions that are made about their jobs. Employee involvement and employee empowerment help to create engaged employees willing to put forth their discretionary energy for the organization. However, no formal system at MH exists for career or succession planning.
- Employees want leadership. They want a sense of being on the right track, going somewhere that has been defined and is important. They like being part of something bigger than themselves. Employees like to know that someone is in charge as well as knowing how they fit into the organization's vision and mission. However, MH staff do not have regular team meetings that keep them briefed on performance and other aspects of their work.

Productivity, motivation, and happiness will increase for employees when these five (5) factors are present.

5.4 HUMAN RESOURCES PRACTICES ASSESSMENT

An assessment tool was used to measure the human resources management competencies of MH. Specifically, the tool was used collect high-level data on the current level of human resources management performance of the organization in the following human resources management disciplines:

- Appraisal, Development, and Career Planning
- Compensation
- Employee Record Keeping and HR Information Systems
- Organizational Development
- Payroll and Benefits Administration
- Recruiting
- Staffing and Succession Planning

- Strategy, Planning, Policies, and Communication
- Training and Orientation.

For each discipline, a rating scale that ranged from a Level 1: Introductory Practices to a Level 5: Best Practices was used to measure each discipline and the sub-discipline with the Human Resources Coordinator and Head of Human Resources Department of Well Being and Training to determine the current level of the MH in regards to their human resources management and development practices. Below is a summary of the results of the Human Resources Practices Assessment:

Human Resources Discipline	Rating (Level 1: Introductory Practices to Level 5: Best Practices)
Appraisal, Development and Career Planning	1.00
Compensation	0.00
Employee Record Keeping and HR Information Systems	4.00
Organizational Development	3.67
Payroll and Benefits Administration	2.50
Recruiting	3.10
Staffing and Succession Planning	3.00
Strategy, Planning, Policies, and Communication	3.40
Training and Orientation.	2.20
Overall Rating	2.54

**Note: Due to limited time, it was not possible to validate all ratings. Based on experience in conducting this assessment in multiple countries, it appears high and will be revisited during the SLT implementation to verify ratings.*

Overall, MH is operating at a slightly below average with a 2.54 rating which is below a Level 3. The highest areas of performance are:

- Employee Record Keeping and HR Information Systems which is due to the implementation of SICRH.
- Organizational Development due to the ISO 9000 implementation.
- Strategy, Planning, Policies, and Communication due to the presence of functional descriptions.

The three weakest areas of performance are:

- Compensation which is due to salary being linked to job title and not to individual, departmental or organizational performance.
- Appraisal, Development, and Career Planning due to the perceived challenge of implementing the Law of Public Services.
- Training and Orientation due to the lack of a formal training and orientation programs.

It should also be noted that the division is understaffed. Currently, the Human Resources Department of Well Being and Training has 57 positions (50 Human Resources and 7 Training) for 1400 staff.

Traditionally, an organization the size of the MH would have approximately 140 positions or one (1) for each 100 employees.

Note: Due to time limitations, the Human Resources Practices Assessment was not completed for the LMs. This assessment will be completed as work begins with each LM to implement SLT.

5.5 TRAINING PROVIDER EVALUATION

An assessment tool was created to measure the training competency of MH, MAG, MEC, MOPC, MSPyBS and their in-country training providers. Specifically, the assessment tool is designed to determine the level of competency in Instructional Systems Design⁶ and application of the ADDIE Model⁷ to determine, design, develop, deliver and evaluate training. Therefore, this evaluation determined the in-country training organizations level of competency in the following training disciplines:

- Training Needs Assessment
- Target Audience Definition
- Curriculum Development
- Participant Training Materials
- Instructor Training Materials
- Learning Methodology
- Learning Environment/Facilities
- Instructor Management
- Evaluation (Curriculum, Instructors and Participants)
- Accreditation and Certification.

For each competency, the following rating scale was used to evaluate the training provider:

- 1 = Major weakness; changes needed to meet international training standards
- 2 = Weaknesses; changes needed to meet international training standards
- 3 = Acceptable; meets a majority of international training standards
- 4 = Exceeds standards; minimal or no changes needed to meet international training standards.

Assessments were conducted on the following organizations:

- MAG
- MEC
- MH
- MOPC
- MSPyBS.

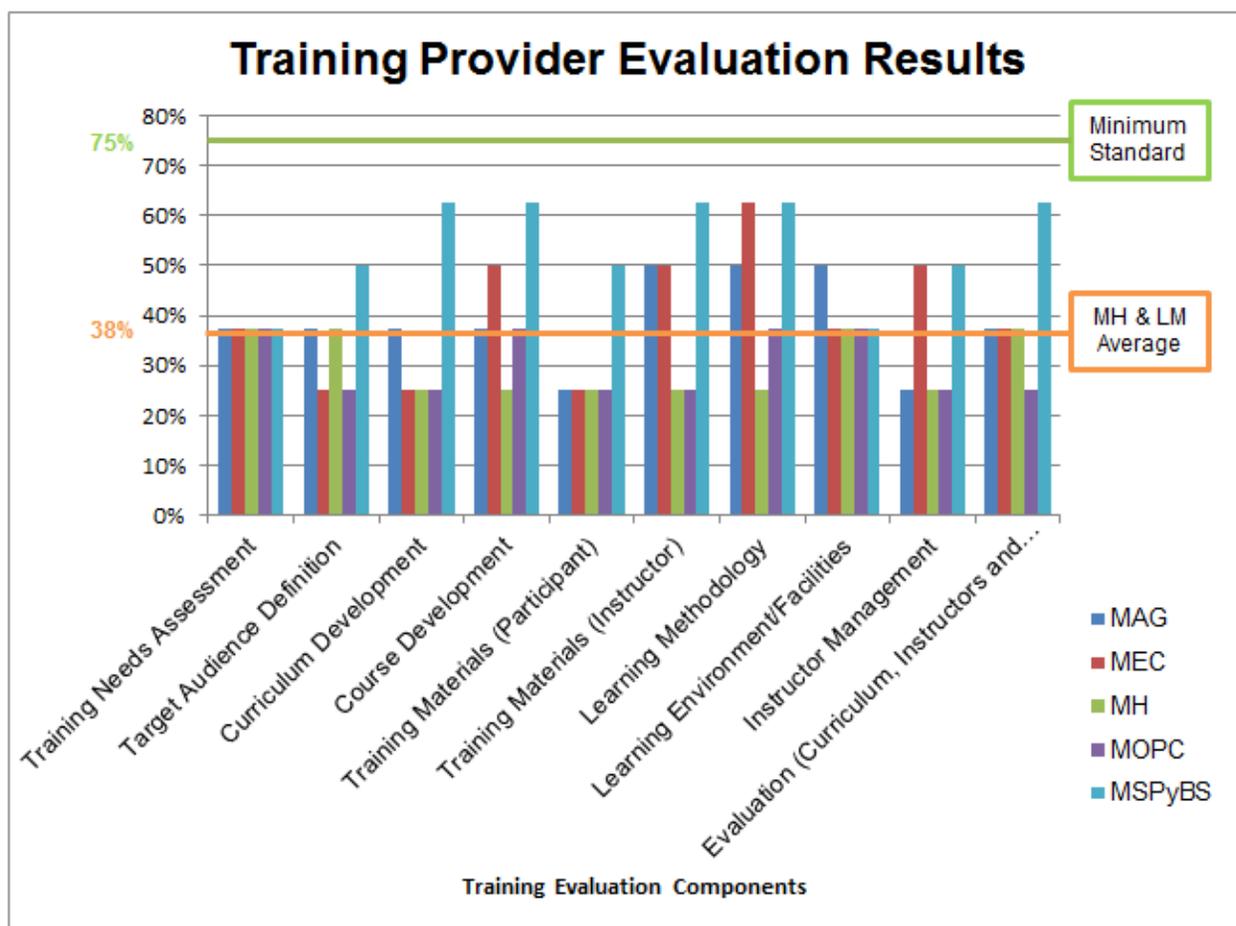
Listed below is a summary of the ratings for each training provider. See Appendix 9.8 for the form and the full training provider evaluations for each entity:

⁶ Instructional design is a systematic approach to developing training programs and materials to achieve specific learning goals.

⁷ The ADDIE Model is the prevailing Instructional Systems Design Model and consists of the following five steps: Analysis, Design, Development, Implementation and Evaluation.

Organization	Evaluation Rating	Percentage Rating	Comments
MAG	1.55	38.75%	MAG has some documentation to guide training assessment, development, evaluation and management in the areas of agriculture but they produce no trainings in the area of budget preparation. They have an agricultural school to provide extension services, which are posted on their website. MAG has funding to pay for external trainings and they have a training committee that approves applications for external training.
MEC	1.60	40.00%	MEC has some documentation to guide training assessment, development, evaluation and management for ministry administrative employees, but in more basic topics such as Team Building. They contract additional courses through two outside organizations with more robust training materials and evaluation: Buen Gobierno and Sinofocal. MEC will begin using a more robust TNA tool to tie training needs to strategic goals and competencies. MEC has a dedicated training room but it is occasionally used for ministry meetings.
MH	1.20	30.00%	MH has minimal documentation to guide training assessment, development, evaluation and management for ministry employees. Most training is provided by outside organizations. MH has a training committee detailed in Section 4.9 that approves applications for external training. MH uses a training needs assessment to identify annual training needs but the assessment is not based in individual competencies. MH has two dedicated training rooms listed in Section 4.6.
MOPC	1.20	30.00%	MOPC has minimal documentation to guide training assessment, development and management for ministry administrative employees. MOPC does not conduct any course evaluations. MOPC provides only basic trainings internally and contract external organizations to provide technical training. MH does not have a dedicated training room and they occasionally use the MOPC board room for training.
MSPyBS	2.15	53.75%	MSPyBS has some documentation to guide training assessment, development, evaluation and management for ministry employees. MSPyBS conducts a training needs analysis with office directors, identifying knowledge deficiencies of their employees. The MSPyBS training committee uses the assessment results to create a training plan, tying future training to their strategic plan. MSPyBS develops course designs with learning objectives and content outlines. MSPyBS conducts exams both at the end of courses and three (3) months after the course. MSPyBS has foundational knowledge in adult learning and how instructional design could be implemented in the classroom. MSPyBS has auditoriums and a computer lab to use for trainings.
Average	1.54	38.50%	

Below is a graphic representation of the results by evaluation component:



5.6 KEY QUANTITATIVE FINDINGS

Below are the key quantitative findings that surfaced during the TNA:

5.6.1 PUBLIC EXPENDITURE AND FINANCIAL ACCOUNTABILITY

- Major weaknesses in planning and budgeting concentrate mainly in the key domains selected by the DGP for the Budget Competency Survey.
- The outcomes of the TNA are consistent with the findings highlighted in the Public Expenditure and Financial Accountability (PEFA) assessment in that gaps in skills and competencies are high in the domains considered as primal, such as financial planning, budget accounting and reporting, and leading practices in planning and budgeting.
- MH has devised a medium-term reform strategy, the PFM RAP 2012-2015, to improve planning and budgeting and sustain capacity development, in response to the latest PEFA assessment.

5.6.2 BUDGET COMPETENCY SURVEY

- 318 employees completed the survey of a population of approximately 419. This gives a confidence level of 99% with a margin of error of 4. This means that the MH and LMs can be 99% confident that the results are within a 4% margin of error of what the MH and LM staff actually believe concerning their budget competencies and their importance.

- The survey revealed that competencies across Domain #3: Financial Planning and Budgeting were the weakest areas across MH and the LMs in terms of importance and effectiveness. Competencies relating to understanding of the role of taxation and non-tax revenues in the financing of budgets were the lowest overall and below international leading practice.
- Competencies across Domain #1: Legal and Institutional Arrangements for Budget Preparation were the strongest across MH and LMs in terms of importance and effectiveness. Respondents demonstrated that they have an average to above average understanding of the budget process and its role in PFM.

5.6.3 INSTITUTION CAPACITY SURVEY

- 103 employees completed the survey of a population of approximately 131. This gives a confidence level of 99% with a margin of error of 6. This means that the MH and LMs can be 99% confident that the results are within a 6% margin of error of what the MH staff actually believe about their work and workplace.
- The lowest rated section of the Institution Capacity Survey is Management and Senior Management (24.23% gap) followed by Communications (22.53% gap). The three lowest rated questions are: fairly compensated (38.00% gap), MH values my work and contributions (31.62% gap) and team has regular meetings (28.33% gap).
- MH management is not fully aware of their training and development role and responsibilities.

5.6.4 HUMAN RESOURCES PRACTICES ASSESSMENT

- MHs three (3) weakest human resources areas listed in priority order are:
 - Compensation
 - Appraisal, Development, and Career Planning
 - Training and Orientation.

This is consistent with the findings in the Institution Capacity Survey.

- The MH training and development function is understaffed in accordance to international best practices.

5.6.5 TRAINING PROVIDER EVALUATIONS

- The MH and LM internal training providers (MH, MAG, MEC, MOPC AND MSPyBS) lack expertise in Instructional Systems Design (ISD) and application of the ADDIE Model for needs assessment as well as course design, development, delivery and evaluation.
- None of the MH and LM's internal training providers meet international training standards.

6 ADDITIONAL CONSIDERATIONS

This section addresses some considerations for MH and the LMs to reflect upon when discussing the merits of each recommendation listed in Section 7: Recommendations.

6.1 ALIGNMENT TO PFM STRATEGIC PLANS

The PFM-LAC Team recognizes that there has been quite a lot of work in strengthening and reform of fiscal management and budgeting capabilities over the past two decades, and that there are several PFM strategies to further strengthen public investment planning, budgeting and programming, and budget monitoring and evaluation. The PFM-LAC Team also recognizes that, while donors have provided support in this area, and Government has devoted substantive resources to the broad reform objectives, the effort has not been aligned with the core reform objectives, resulting in on-going weakness in budget credibility, especially pertaining to the development of macro-fiscal policy and long-range financial planning and revenue forecasting. As a result, the reform agenda continues to be broad, while the focus on the fundamentals to achieve fiscal discipline remains weak, and is gradually eroding the impact of reforms in the budget process overall.

The capacity building program aligns to several of the findings of the following documents:

- **2014 IMF Article IV Consultation Report**

Improving macro-fiscal policy and planning and revenue/cash flow forecasting is a feature of the structural reforms endorsed by the IMF and agreed to by Government of Paraguay (GoP). In particular, the report notes that “It is unfortunate that the approved 2015 budget envisages spending and a deficit above the mandated limits. With due restraint in the execution of the budget and continued efforts to improve tax enforcement, it remains possible to achieve the original Fiscal Responsibility Law (FRL) targets and thereby bolster the credibility of the fiscal rules. Over time, a stronger budget process will be essential to support fiscal discipline”.

- **PFM Reform Action Plan**

Within the PFM Reform Action Plan (RAP) 2012-2015, there are several mentions of training and capacity building, particularly for budgeting and public investment management and budget oversight, which would fall under the assistance provided essentially by IDB. Several reform initiatives and activities also align to the efforts of the SLT, particularly those agreed on recently by MH with OTA regarding improvement of cash flow forecasting. In particular, the RAP supports the need highlighted in the latest PEFA to “strengthen MH technical capacities to elaborate medium-term macroeconomic and fiscal projections and link-up strategic planning and investment budgets within the budget process” through training activities and hence, the MH Staff Training and Development Strategy will benefit from the SLT and the results of the TNA competency survey. Under the initiative “improve budget planning, preparation, and execution,” the associated activity of capacity-building exercises aims to train staff in financial planning and adopting better practices and techniques in budgeting.

- **PEFA**

An institutional factor that supports reform will be capacity development. Specifically, “an important priority for the GoP will lie on developing an in-house capacity that is more sustainable in the long term.” Several areas that the SLT seeks to address received low scores in the PEFA, particularly in relevant areas that scored low (i.e., rated C+, C, D+ or D), including the following:

- Performance Indicator 1 (PI-1) Aggregate expenditure out-turn compared to original approved budget (C);
- PI-8 Transparency of inter-governmental fiscal relations (C+);

- PI-9 Budget monitoring of local governments and public enterprises (C); and
 - PI-12 Multi-year perspective in fiscal planning, expenditure policy and budgeting (D+)⁸.
- **MH Strategic Plan**

Within the Strategic Plan for implementation of improvements across MH, there are activities related to training and capacity development. In particular, there is an activity under Institutional Development to “raise the qualifications and promote professional integrity and motivation among personnel in the MH” which nonetheless does not specify a method with which to achieve these goals, other than “making use of a Scholarship Program” available through IDB in support with the National University of Asuncion (UNA) and Getulio Vargas University. The results of this TNA and the SLT methodology as a whole will help MH identify the specific needs of planning and budgeting training with these activities.

6.2 FEATURES OF EFFECTIVE PLANNING AND BUDGETING

The Planning and Budgeting function is a complex financial management and corporate concept that encompasses multiple dimensions of the organization and the staff. It is composed of upstream functions in financial management such as planning of financial operations, budgetary accounting, internal controls, audit and oversight, and of downstream cross-cutting functions in public administration involving revenue and expenditure management as well as fixed asset registry and inventories. The former involves planning and budgeting of domestic revenue and external borrowing and reimbursable and non-reimbursable aid, and the latter involves planning and budgeting of human resources and pension obligations, procurement of capital projects and purchases of goods and services, government grants and subsidies, servicing of public debt, management, and contingencies for unforeseen circumstances. The mission, the objectives and the goals of the budget organization should be well designed. Performance planning, development and reward systems enable the employees to realize their true potential in order to contribute for organizational growth and development. The following constitute pre-requisites and characteristics to ensure effective practice of planning and budgeting, as part of PFM⁹:

- **Clarity of Organizational Goals**

Management staff must clearly and precisely lay down the organizational goals and objectives and ensure that these are communicated to employees so they understand what the organization expects from them. The organizational goals need to be translated into individual, team and departmental/divisional goals.

- **Evaluation**

Individuals, teams, and departments require continuous performance evaluation. The organization must have a performance monitoring and evaluation system with processes that are aligned to the organization and designed to measure specific outcomes and objectives.

- **Cooperation But Not Control**

⁸ Under PI-12, the dimensions (i) Preparation of multi-year fiscal forecasts and functional allocations, (iii) Existence of sector strategies with multi-year costing of recurrent and investment expenditure, and (iv) Linkages between investment budgets and forward expenditure estimates, scored D in all the three.

⁹ Michael Armstrong and Angela Baron (2005), “Managing Performance: Performance Management in Action”, Chartered Institute of Personnel and Development, CPID Publishing, London; and Michael Armstrong and Angela Baron (2002), “Performance Management: The New Realities”, Jaico Publishing House, New Delhi.

Management staff should nurture the practice of getting work done through the system of obtaining employees' consensus rather than through control or coercion.

- **Self-management Teams**

Management staff should encourage the individual and teams for self-management of their performance. This procedure creates in the employees a sense of responsibility and develops a spirit to work with commitment and evaluate his/her strengths and weaknesses from time to time and plan for reducing the performance gaps.

- **Leadership Development**

Management staff should work to identify employees who have leadership potential, apart from sincerity and honesty, to ensure better and more effective two-way communication between managers and the employees.

- **System of Feedback**

The organization must have a simple feedback system for employees/individuals/teams/departments' performance. It should be monitored continuously and generate feedback communication loops for on-going performance management. There must be a system that also helps to monitor and measure all performance against the set standards and the employees should receive continuous feedback on their areas of development. The evaluation system should be made transparent to build employee's confidence in the system.

6.3 WORK ENVIRONMENT

Creating an enabling work environment is a fundamental principle of management to achieve quality and effectiveness in core dimensions of PFM such as planning and budgeting. This implies the management staff must work to create a conducive and congenial work culture and climate that would help people to share their experience, knowledge and information to fulfill the employees' aspirations and achieve organizational goals. The employees should be well-informed about the organizational mission, objectives, values and the framework for managing and developing individuals and teams for better performance.

“An organization is only as effective as its processes.”

*Geary A. Rummler
Improving Performance:
How to Manage the White Space on the
Organization Chart*

Working conditions to improve performance objectives include the overall environmental factors such as location, hazards and any extreme factors. An effective work environment aims at:

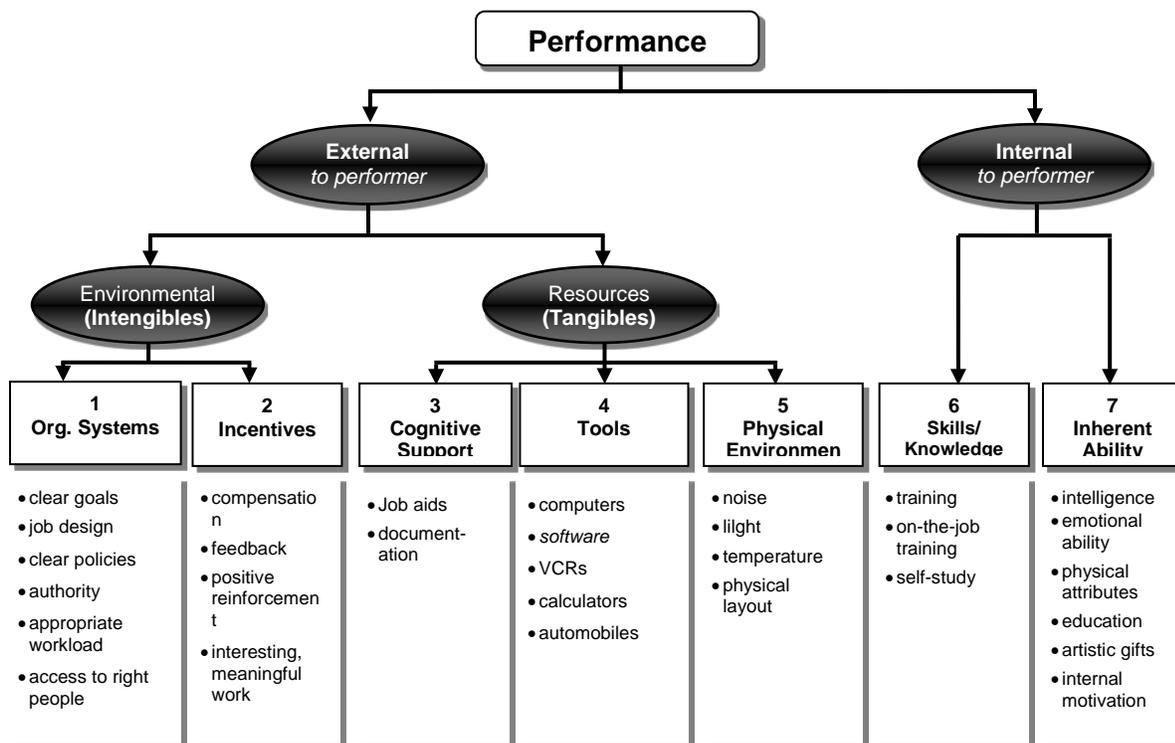
- Systematically influencing employee behavior to produce requisite outputs mandated by the public organization;
- Channeling creative energies of the employees in positive and productive activities;
- Making task performance a developmental, more than a controlling experience; and
- Enabling employees to realize their full potential through optimal achievements at work.

In the beginning of this report, the concept of Human Performance Technology (HPT) was introduced. HPT is a methodology to analyze performance gaps from a “worker, work and workplace” perspective so

that targeted interventions can be provided to address identified performance gaps. This approach addresses the complete performance environment of an organization as well as its performers. More importantly, this approach develops sustainable capacity rather than focusing only on the capacity of individuals who may not be able to improve their performance due to an inadequate work environment.

The qualitative and quantitative data showed that improvements are also needed in MH “work and workplace”. Specifically, a majority of individual performance problems can be traced back to MH’s work environment. Therefore, equal time and attention is needed to improve MH’s “work and workplace”.

Ultimately, it is essential for MH senior management to understand the importance and impact that “work and the workplace” have on individual performance. Below is a summary of the core elements that impact individual performance that are worthy of further examination to improve individual performance:



Wile, David, *Why Doers Do, Performance Improvement*, pages 30 – 35, February 1996

6.4 COACHING, MENTORING AND ON-THE-JOB TRAINING

Studies estimate that between 80% and 90% of all learning occurs outside of the classroom. Therefore, equal effort should be given to building a system to provide coaching, mentoring and on-the-job training for all MH and LM budget staff. Below is a definition of each intervention:

- **Coaching**

A trained internal or external coach or supervisor trained in coaching skills utilizes a process of facilitating the thinking, exploration, curiosity, and action planning of another person, in order to enhance competence and/or performance.

- **Mentoring**

An individual one or two levels higher than the mentee from his or her own experience in specific areas of industry and function for the purpose of career development.

- **On-the-Job Training**

A supervisor or peer provides hand-on instruction at the actual job site using actual tools and resources for the job, while engaged in the occupation.

It is recommended that MH management focus on providing coaching, mentoring, and on-the-job training as well as classroom training. This will enable MH and LM management to guide coaching and mentoring activities. Bottom-line, it should be a responsibility of all management staff to foster the development of their staff as well as groom them for future positions.

6.5 ADDITIONAL TRAINING PARTNERS

During the SLT implementation, the PFM-LAC Team will work with their local non-governmental partner CEAMSO to develop their own internal capacity to provide training by guiding them in the identification and development of a dedicated training specialist who will work along with the Team, MH and LM personnel to design, develop, deliver and evaluate performance-based training using the SLT methodology. Following the implementation of Phase 1*, the PFM-LAC Team will also work with CEASMO and their Training Specialist to review all SLT tools to determine what modifications are needed to improve CEAMSO's capacity to determine, design, develop, deliver and evaluate training.

In addition, a brief interview was conducted with INAPP. The Team also had planned to visit local universities to determine potential opportunities to work with them in the execution of the future budget training. However, this was not possible during the time allocated to data collection. Therefore, visits with the most appropriate universities will be scheduled as the SLT implementation begins along with additional meetings with INAPP. This will allow the Team to determine the best ways to engage and potentially include them in building and delivering the budget curriculum. Specifically, each organization could potentially provide expertise and resources to support MH in developing and delivering performance-based training.

**Note: Phase I, the PFM-LAC Team leads the SLT implementation. Phase II, CEAMSO and MH, leads the SLT implementation with PFM-LAC guidance. Phase III, MH leads the SLT implementation and CEAMSO leads the SLT implementation with the LMs with PFM-LAC guidance.*

6.6 HUMAN RESOURCES AND TRAINING DEPARTMENTS

Assessments were conducted on the MH's Human Resources Department of Well Being and Training and the Training Departments from each Line Ministry (LM). Specifically, the MH and LM's training functions were evaluated along with a review of the current MH human resources practices. In both cases, deficiencies were noted which will impact the ability of the MH and LMs to sustain the learning strategy that will be implemented under the PFM-LAC Project. Therefore, it is important for MH and LMs to recognize that improvements are needed in the management and functionality of the human resources and training units. Given the training focus of the project, the PFM-LAC Project recommends working directly with the Head of the Human Resources Department of Well Being and Training, MH and their respective Training Teams so that improvements can be made in their ability to support a robust training function that is aligned strategically with the goals of the organization. Working with the entire Training Team to implement SLT will greatly enhance the long-term sustainability of the budget training planned under this project.

6.7 TRAINING PLAN

To begin the Training Plan, the PFM-LAC Team reviewed the results of the Budget Competency Survey that was implemented with MH and LM personnel. Based on the results, it is recommended that a series of trainings should be designed, developed and delivered to improve the individual performance of MH

and LM personnel (See Appendix 9.10 for course outlines). The following section contains a summary of core components of the proposed Training Plan*:

Technical Courses	Scope of Budget Preparation and Financial Programming
	1. Unified Chart of Accounts and Budget Classification
	2. Cash-based IPSAS Accounting and Reporting
	Financial Planning and Budgeting
	3. Basics in Financial Planning
	4. Government Grants and Subventions
	5. Procurement Planning: Updates and Implications in Financial Programming
	Legal and Institutional Arrangements for Budget Preparation
	6. Legal and Institutional Framework
	Professional Ethics and Standards
	7. Financial Integrity and Ethics and Professional Competence
	Standards and leading practices for budget preparation
	8. The Planning and Budgeting Process From Theory to Practice
	9. Medium-Term Expenditure Framework: Shifting the Planning and Budgeting Orientation from Annual Operating Plan (POA) to Project Execution Plan (PEP)
10. Medium-Term Performance Framework: Shifting the Planning and Budgeting Orientation from Annual Operating Plan (POA) to Institutional Education Plan (PEI)	
11. Costing of Strategic Programs and Sector Plans	
12. Investment Expenditures and Forward Estimates	
13. Program-based Budgeting	
14. Public Expenditure Analysis	
Non-Technical Courses	Managing for Results Program
	15. Introductory Course
	16. Managing Communication
	17. Managing Operations
	18. Managing Performance
	19. Managing Teams
	20. Managing Finance
	21. Managing Change
	Soft Skills and Information Technology
	22. Problem Solving and Decision Making
	23. Technical Writing
	24. Time and Stress Management
	25. Microsoft Windows
	26. Internet Basics
	27. Microsoft Outlook
	28. Microsoft Word – Level I
	29. Microsoft Word – Level II
	30. Microsoft Excel – Level I
	31. Microsoft Excel – Level II
	32. Microsoft Excel – Level III
	33. Microsoft PowerPoint
Training of Trainers Program	
34. Instructional Systems Design	
35. Curriculum Design and Development	
36. Presentation and Facilitation Skills	
37. Test Writing Workshop	

**Note: The Training Plan will be presented, discussed, finalized and approved by the TAB. Information about the roles and responsibilities of the TAB can be found in Section 8.1 and in Appendix 9.11.*

7 RECOMMENDATIONS

This section contains the recommendations to improve individual and organizational performance based on the qualitative and quantitative data collected from the Training Needs Assessment as well as the considerations provided in the previous section:

- **Recommendation 1:** MH should prioritize improving the budgeting legal framework, enacting participatory budgeting processes, promote mechanisms and tools that help to ground assumptions in realistic operating plans, and provide training to all employees at all levels in the identified budgeting competencies and processes (Domain #3: Financial Planning and Budgeting).
- **Recommendation 2:** MH should capture and clarify the roles, responsibilities and accountabilities involved in the budget preparation process along with providing clear job descriptions, and comprehensive policies and procedures to guide the day-to-day tasks and expectations in budget preparation.
- **Recommendation 3:** Learning Development Plans should be established as they are critical to the sustainability and effectiveness of MH and LM departments, divisions and units. Equal effort should be given to providing coaching, mentoring and on-the-job training for all MH and LM staff to capitalize on the reality that between 80% and 90% of all learning occurs outside of the classroom.
- **Recommendation 4:** Consideration should be given to expanding existing MH's Training Committee mandate (established in the 2010 Training Act) to include internal training so that it may serve as a Training Advisory Board. The expanded Training Committee would be responsible for annually determining the courses that would be designed, developed, delivered and evaluated internally in accordance to a more robust Training Needs Assessment.
- **Recommendation 5:** Courses proposed as part of this program should be sequenced by the Training Advisory Board according to priorities and levels of skills proficiency and competency. All budget preparation courses should be performance-based and provide both theory and practice so that knowledge and skills, or competencies, are built and sustained.
- **Recommendation 6:** The Training Advisory Board should evaluate the merits of appointing MH's Head of Human Resources Department of Well Being and Training to be the MH Training Lead to support the implementation of the Sustainable Learning Transformation. This will foster capacity building and long-term sustainability.
- **Recommendation 7:** Training Departments within each Line Ministry should build and implement a comprehensive Training of Trainer's Program and require all employees engaged in staff training to take and successfully pass the program. Successful completion would entail designing, developing and delivering programs in accordance to international best training standards.
- **Recommendation 8:** Training Departments within the MH and the Line Ministries should be strengthened so they can be less reliant on externally provided training. Building expertise in Instructional Systems Design and the application of the ADDIE Model to determine, design, develop, deliver and evaluate training within these units is strongly recommended.
- **Recommendation 9:** Any Training of Trainers Program should begin within MH and then be rolled-out to line ministries following similar training governance and instructor selection arrangements.
- **Recommendation 10:** Strong consideration should be given to purchasing additional training related furniture and equipment for the MH to provide a training room that meets international best training practices.

- **Recommendation 11:** Existing budget instructors should be encouraged to apply for the Training of Trainers Program so that they can be grouped according to their work, and academic specialization along with the planning and budgeting competencies and fourteen technical courses proposed in this report. This will allow them to design, develop and deliver performance-based courses that provide documented learning and high on-the-job retention.
- **Recommendation 12:** MH needs to strengthen and appropriately staff several human resources functions to support the implementation of performance-based budget training listed in priority order:
 - Training and Orientation
 - Appraisal, Development and Career Planning
 - Strategy, Planning, Policies and Communication
 - Succession Planning.
- **Recommendation 13:** A Standard Operations Procedure Manual for Training should be written that reflects a culture of accountability and transparency, characteristics that are integral to sustainability. This manual should be a living document that is frequently referenced, well-communicated, and revised.
- **Recommendation 14:** The MH should provide training to all managers to promote a standardized level of managerial support. In addition, all managers should be trained to provide direct, clear and timely communication with all staff.

*“If you put a good person against a bad system,
the system wins every time.”*
Geary Rummler

8 NEXT STEPS

Below is a summary of the next steps to translate the Recommendations cited in Section 7 of the Training Needs Assessment Report into reality.

8.1 TRAINING COMMITTEE/TRAINING ADVISORY BOARD

It is recommended that the MH Training Committee (TC) be expanded into a TAB to collaborate with the PFM-LAC Team to confirm that project generated training is appropriate and suitable for MH and LM personnel. The primary role of the expanded TC will be to act as a spokesperson sharing their expertise and opinions to assist the PFM-LAC SLT Team Lead with managing the development of project programs. This entails reviewing, discussing and approving all project generated work such as the Training Needs Assessment Report, Training Plan (Course Outlines), Course Learning Design Worksheets, and Training Schedule as they are developed. In addition, the TC will review and approve the final course materials, tests, information and educational guides and On-the-job Checklists over the coming months (if deemed necessary). It should be noted that no member of the TC will be eligible to serve as an instructor at the same time.

Together, the TC and the PFM-LAC Team will solicit potential instructors using agreed upon criteria such as experience in budget preparation or other cited subjects, previous experience in training and instruction, enthusiasm for training and participation in previous TOT programs. The PFM-LAC Team recommends grouping the instructors into three waves that will be trained and managed through the Instructional Systems Design process. The TC will select approximately 30 potential instructors to attend the three offerings of the TOTP. The PFM-LAC Team will obtain commitments from the instructors and their immediate supervisors to attend the following courses so that they can design, develop, deliver and evaluate one course:

- **Course 1: Instructional Systems Design**
- **Course 2: Curriculum Design and Development**
- **Course 3: Test Writing Workshop**
- **Course 4: Presentation and Facilitation Skills.**

The PFM-LAC Team also recommends that the TC be expanded to eight (8) members with designated acting replacements in the event that the primary members need to miss a meeting. Specifically, the TC should be composed of MH personnel with external stakeholders invited to select topical meetings where their input would be beneficial. Following the presentation of the TNA Report, the SLT Team will hold a series of meeting with various stakeholders to determine what steps are necessary to expand the mandate of the TC so that they can fully execute all TAB responsibilities. During the same meeting, the membership of the TC will be discussed and finalized. It is critical that MH strengthen their capacity to manage and deliver organizational training versus being heavily reliant on IDPs and outside vendors. To learn more about the proposed SLT roles and responsibilities of the PFM-LAC Team, TAB and CEAMSO, please see Appendix 9.11.

8.2 MH TRAINING LEAD

A critical and essential component of Sustainable Learning Transformation is the identification and preparation of the MH Training Lead. The Training Lead will work closely with the PFM-LAC Team to implement the Sustainable Learning Transformation methodology to determine, design, develop, deliver and evaluate performance-based training. The program will initially focus on priority areas identified in the Budget Competency Survey and the Institution Capacity Survey, specifically strengthening MH capacity

to implement performance and results based budgeting. The responsibilities of the MH Training Lead will be to:

- Establish and build productive relationships with PFM-LAC Project personnel, Training Advisory Board, interested stakeholders and instructors;
- Assist in attracting, selecting, developing, motivating and effectively utilizing a cadre of instructors;
- Design, develop and deliver courses and materials to assist MH and LM personnel and other stakeholders understand and apply targeted knowledge and skills consistently;
- Manage curriculum development, ensuring that all course materials are professional and performance-based along with meeting communicated quality standards;
- Implement and utilize adult learning principles;
- Establish administrative processes and procedures to manage the PFM-LAC training programs efficiently; and
- Research current and future training trends regularly and formally on an annual basis.

In the future, the MH Training Lead will have expertise in adult learning principles and ISD so that they can independently lead future budget training. Based on the qualitative and quantitative data collected during the assessment, the MH has training expertise within the organization. Therefore, it is recommended that strong consideration be given to assigning the Head of Human Resources Department of Well Being and Training as the MH Training Lead. For more information on the qualifications of the MH Training Lead, see Appendix 9.12.

8.3 CEAMSO TRAINING SPECIALIST

In order to support CEAMSO in building their capacity development expertise, a CEAMSO Training Specialist will be hired to work with the PFM-LAC Team and MH's Head of Human Resources Department of Well Being and Training. The PFM-LAC Team will collaborate with CEAMSO concerning the development of the roles and responsibilities of the CEAMSO Training Specialist and an advertisement will be crafted. The scope of responsibilities for the CEAMSO Training Specialist will be to support the design, development, delivery and evaluation of comprehensive performance-based training for MH and LM participants to promote capacity building in budget preparation and an improved work environment in budget preparation in coordination with the PFM-LAC Team. The responsibilities of the CEAMSO Training Specialist will be to:

- Establish and build productive relationships with PFM-LAC, CEAMSO, MH, LM and instructors;
- Develop and deliver training to create a uniform application of budget preparation and planning knowledge and skills;
- Develop and deliver courses and materials to assist MH and LM personnel in understanding and applying the legal and institutional framework impacting budget preparation;
- Assist in attracting, selecting, developing, motivating and effectively utilizing a cadre of MH, LM and CEAMSO instructors;
- Develop professional, performance-based and high quality standardized training materials utilizing international best training practices;
- Establish efficient administrative processes, procedures and forms for managing the project's training programs; and
- Remain informed of current budget preparation and planning changes and trends.

A comprehensive job description for this position can be found in Appendix 9.13.

8.4 PFM-LAC CAPACITY DEVELOPMENT WORK PLAN

Another critical step is for the TC/TAB is to read the TNA Report thoroughly along with discussing the key findings and recommendations with the PFM-LAC Team. Once the TC/TAB is in agreement on the recommendations of the TNA Report, the TC/TAB will next need to reach agreement with the PFM-LAC Team on the key capacity building tasks, activities and deliverables that will be worked on and prepared through July 31, 2016. This will entail reaching agreement on the work plan and the required commitments from all stakeholders (MH, MAG, MEC, MOPC, MSPyBS and CEAMSO). It is also recommended that a summary be provided to all staff of the agreed actions and target dates for the Training of Trainers Program as well as the pilot of the first course prepared under the PFM-LAC Project. After reaching confirmation on the activities and deadlines, the draft Capacity Development Work Plan will be reviewed, discussed and finalized by the TC/TAB. See Appendix 9.14 for the draft Capacity Development Work Plan.

8.5 PFM-LAC CAPACITY DEVELOPMENT COMMUNICATIONS PLAN

After finalizing the SLT Work Plan, the next most important step is to develop the Capacity Development Communications Plan. This is a key element of the SLT and critical to any organizational transformation effort. The objective of the Capacity Development Communications Plan will be to drive momentum through strategic messaging to the various stakeholder groups. As important to this will be to continue to engage with the TC/TAB as well as the TOTP participants to manage all activities tightly, address concerns and issues, and progress towards targeted results. One of the major challenges inherent to any major institutional change initiative, is to ensure all stakeholders expectations are in line with project objectives and scope. To achieve this we must carefully plan what, when and how communication takes place. This planning must take into account the level of understanding stakeholders need in order to understand the budget and planning objectives of MH and the LMs as they relate to the SLT implementation and more specifically the TOTP. The purpose of the Capacity Development Communications Plan is to address the change elements and MH and LM stakeholders that will directly impact the development, delivery and acceptance of the training and management solutions outlined in the Recommendations section. It is necessary to plan for the required and needed communications mechanisms to avoid alienating key stakeholders engaged in implementing the training and management solutions. Therefore, it is imperative that the Capacity Development Communications Plan incorporate the key components of the training and management solutions for the various stakeholders. See Appendix 9.15 for the draft Capacity Development Communications Plan. The draft plan will be reviewed, discussed and finalized by the TAB.

8.6 TRAINING OF TRAINERS PROGRAM

It is recommended that a comprehensive TOTP be conducted for selected MH and LM instructors to train them to design, develop and deliver performance based training in accordance to international best training practices. In addition to reviewing the list of potential instructors and accepting them into the TOTP, the TAB will also review and approve the course outlines for the TOTP which consist of four (4) courses:

- **Course 1: Instructional Systems Design**

This course is designed to provide new and current instructors with a foundational orientation to the adult learning principles that impact instructional design and development along with course facilitation. Upon completing the Instructional Systems Design course, participants will be able to:

- Explain the five phases of the ADDIE Instructional Systems Design Model and their output.
- Describe the seven principles of adult learning and incorporate them into course design, testing, and delivery.

- **Course 2: Curriculum Design and Development**

This course is designed for new and current curriculum designers to assist them in creating effective, dynamic and performance-based training materials using Instructional Systems Design Methodology. Upon completing the Curriculum Design and Development course, participants will be able to:

- Describe how to conduct a Training Needs Assessment.
- Explain the course design and development process.
- Write learning objectives that are measurable.
- Design activities for training that will create learning that meets learning objectives.
- Write course content that supports learning objectives.
- Write effective overviews and summaries of content.
- Create visuals that support learning objectives.
- Write an effective Instructors' Guide.
- Evaluate training effectiveness.

- **Course 3: Test Writing Workshop**

This course is designed to support new and current instructors in designing, preparing and evaluating valid tests. The course will address the importance of constructing course tests that accurately document participant learning through a series of well-crafted questions that are reflective of the course material. Upon completing the Test Writing Workshop, participants will be able to:

- Design a Test Blueprint specifying test content.
- Write and review test questions using the Question Writing, Review, and Editing process.
- Using a Modified Angoff Method, determine how many participants will answer a question correctly and set the Examination Pass/Fail Score.
- Evaluate test question quality and make necessary adjustments.

- **Course 4: Presentation and Facilitation Skills**

This course is designed to help instructors effectively deliver dynamic presentations and ensure that the courses, workshops, seminars or lectures are well presented and well received by the participants. Upon completing the Presentation and Facilitation Skills course, participants will be able to:

- Describe the key adult learning principle and how they impact course delivery.
- Make effective training presentations that incorporate adult learning principles.
- Effectively facilitate training classes, group interactions and communications that meet the needs of the audience.

8.7 COURSE MATERIAL DEVELOPMENT

Following the delivery of Course 1: Instructional Systems Design and Course 2: Curriculum Design and Development, the newly trained instructors will design their agreed upon course. The course design work will begin during the Curriculum Design and Development Course. The process will begin with the identification of the course terminal learning objectives. The TC/TAB, using a Course Learning Design Worksheet, will review and approve the course terminal learning objectives, planned course content and exercises. Once approved, the instructors will begin developing the course materials:

- **Participant Guide**

A reference guide to be utilized during and after the course.

- **PowerPoint Slides**

A visual to provide learning guidance to participants.

- **Assessment Tests**

An activity to test individual knowledge and skill application.

All courses will be piloted and finalized. Once all course materials are finalized, an **Instructor's Guide** will be prepared so that the course can be systematically delivered as designed.

8.8 STANDARD OPERATIONS PROCEDURES MANUAL

The PFM LAC Team recommends developing policy and procedures to support MH's Department of Well Being and Training of Personnel in the management of the following training activities:

- **Donor provided foreign training**
- **MH provided training**
- **Vendor provided local training.**

The PFM-LAC Team also recommends that in order to support the MH and their Human Resources Department of Well Being and Training, policy and procedures should be developed to support MH in managing internal and external training activities. All policies and procedures will be developed using the ADDIE Model and will include an overview of the protocol, phases, responsible parties and forms for each policy. The SOPM will be composed of the following components:

- **MH Needs Analysis Policy**

This policy covers MH's Training Needs Analysis protocol. It covers how MH captures the training needs of its personnel and determines curriculum to improve individual, department and organizational performance.

- **Program Design and Development Policy**

This policy covers MH's Design and Development Process. It covers how MH designs new courses, revises existing courses and develops supporting learning materials.

- **Program Implementation Policy**

This policy covers MH's Program Implementation Process protocol. It covers how MH plans for and executes the delivery of all training programs. This policy also covers the protocol for instructor selection, training and evaluation.

- **Program Evaluation Policy**

This policy covers MH's Program Evaluation protocol. It covers how MH captures data on courses and instructors to determine how to adjust them to improve individual, department and organizational performance.

Note: SOPM's will also be prepared for each LM to reflect their training and development policy, procedures and forms.

8.9 CLOSING REMARKS

This concludes the Training Needs Assessment Report. It is now incumbent upon MH's future TC/TAB to discuss the qualitative and quantitative findings, additional considerations and recommendations included in this report to determine the best course of action to improve the performance of MH's personnel, their work and ultimately the organization.

9 APPENDIX

9.1 TRAINING NEEDS ASSESSMENT PRESENTATION

9.2 BUDGET COMPETENCY SURVEY

9.3 INSTITUTION CAPACITY SURVEY

9.4 HUMAN RESOURCES PRACTICES ASSESSMENT AND RESULTS

9.5 MANAGEMENT QUESTIONS

9.6 INSTRUCTOR QUESTIONS

9.7 HUMAN RESOURCES MANAGEMENT QUESTIONS

9.8 TRAINING PROVIDER EVALUATION FORM AND RESULTS

9.9 INTERNATIONAL DEVELOPMENT PARTNER QUESTIONS

9.10 TRAINING PLAN

9.11 SUSTAINABLE LEARNING TRANSFORMATION ROLES AND RESPONSIBILITIES

9.12 MINISTRY OF HACIENDA TRAINING LEAD CRITERIA

9.13 CEAMSO TRAINING SPECIALIST CRITERIA

9.14 PFM-LAC CAPACITY DEVELOPMENT WORK PLAN

9.15 PFM-LAC CAPACITY DEVELOPMENT COMMUNICATIONS PLAN

TRAINING NEEDS ASSESSMENT PRESENTATION (Delivered January 26, 2015)



Training Needs Assessment in the Government of Paraguay

Presented by:
Jennifer Kim, Jorge Shepherd and Luis F. Paniagua
Deloitte Consulting LLP
January 26, 2015

USAID's Strengthening Public Financial Management in LAC Project
Contract Number: AID-OAA-I-12-00036/AID-OAA-TO-13-00030



Agenda

- Introductions
- Project Overview
- Training Needs Assessment (TNA) – Our Approach
- Project Work Plan
- Next Steps for TNA Team

2



Introductions

3



PFM-LAC TNA Project Team

 Eric Ugen Chief of Party	<ul style="list-style-type: none"> Senior public financial management specialist with over 16 years of experience providing technical assistance in the areas of national and sub-national budgeting, public financial management processes and systems, capacity building, and governance, working in Latin America, Eastern Europe, South Asia, and East Africa. Deep expertise in project management, with experience managing both USAID-funded and World Bank-funded projects consisting of large multidisciplinary teams of international and national advisors.
 Jennifer Hin Project Lead	<ul style="list-style-type: none"> 10+ years of experience in organization transformation, primarily focused on learning and development solutions, strategic change management, and performance management for a host of government entities in the U.S., Balkans, Middle East, Central Asia, and the Caribbean. Recently served as Activity Manager and Curriculum Lead to develop a training program for USAID headquarters and field missions on the Agency's new financial risk management methodology.
 Luis F. Paniagua FMS Advisor	<ul style="list-style-type: none"> Fiscal Economist with 7+ years of experience delivering international development and public sector assistance in public financial management, accounting and budgeting, economic analysis, and capacity building. Native Spanish-speaker, regional expertise in LAC – relevant experience in Honduras, Paraguay, Guatemala, El Salvador, and Jamaica. Recent technical experience in Paraguay has been as a PFM specialist in the development of an in-depth technical report analyzing PFM practices in Paraguay, with special attention to improvements in tax admin.
 Dr. Jorge Shepherd Senior PFM Advisor	<ul style="list-style-type: none"> 20+ years of experience as PFM, M&E and FMS Consultant and resident budget and treasury advisor to ministries of finance and economic planning. Extensive experience in assessing the overall Macro Fiscal performance, as well as the sequencing and suitability of PFM reform and budget transparency and oversight. Responsible for providing training to Public Financial officials of different levels of skills and background, emphasis in strategic planning and budgeting, cash management and cash flow forecasting, TSA, and adoption of cash and accrual based IPSAS standards.



Training Needs Assessment Project Overview

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TNA Project Overview

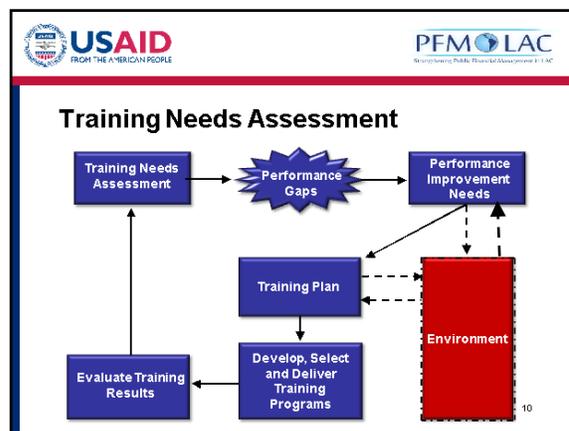
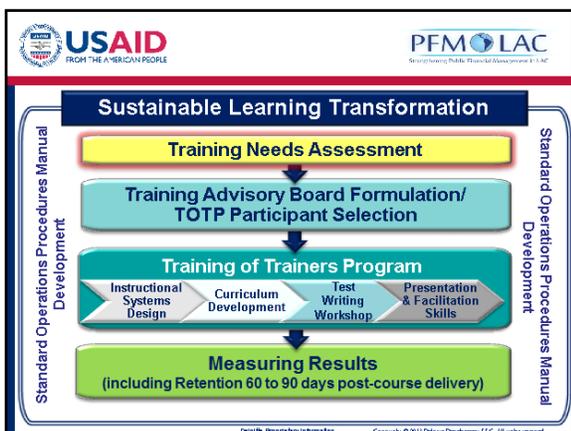
Project Vision	<ul style="list-style-type: none"> To provide a clear, tactical pathway for a self-sustaining training program that provides continuous capacity development of line ministry staff who are engaged in the budget process.
Project Purpose	<ul style="list-style-type: none"> To identify areas to improve budget preparation and related operations within four targeted line ministries (Agriculture, Education, Public Health, and Public Works) and define the unique training needs in these areas for the current budget year.
Project Output	<ul style="list-style-type: none"> A comprehensive Training Plan that addresses line ministries' knowledge and skills gaps to improve budget preparation performance.

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Context and Development of the Project

- PEFA December 2011, PFM reform action plan by the Government of Paraguay, 2012-2015, and Deloitte PFM and Tax Administration Desk Review July 2014
- Close coordination with Hacienda’s key relevant stakeholders to the four line ministries: Agriculture, Education, Public Health and Public Works
- Enable CEAMSO to execute Training Plan and upgrade the skills of line ministry staff responsible for budget preparation.

Training Needs Assessment – Our Approach



TNA Tools

TNA Approach	TNA Tools
Internal	
• Individuals and teams (worker)	✓ Competency Survey
• Operations and processes (work)	✓ Institutional Capacity Survey
External	
• Training providers	✓ Training Provider Survey

- TNA Communications Objectives**
- Communicate a **common vision** and understanding of the project (branding and buy-in)
 - Communicate project **goals** and key **milestones**
 - Set **expectations** and identify **roles & responsibilities**
 - Create a culture of **transparency** and **accountability**
 - Engage **stakeholders** through targeted and timely messaging and appropriate channels
 - Facilitate **coordination** with Hacienda and among key stakeholders across the line ministries, and with key external stakeholder groups (e.g., donors and other government entities), as appropriate

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Roles and Responsibilities

- USAID Mission
- CEAMSO Project Team
- PFM-LAC TNA Project Team
- Hacienda Ministry Liaisons
- Line Ministry Budget Preparation Leads and Staff

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Training Needs Assessment – Project Work Plan

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Illustrative Project Plan

TNA Project Kick Off	TNA Preparations	TNA Implementation	TNA Report and Plan Development
Dec 8 – 23 Jan 28 – 29*	Feb 2 – Mar 13	Mar 15 – Apr 3	Apr 4 – 15 Apr 16 – 24
<ul style="list-style-type: none"> • Develop project work plan • Draft kick off materials • Conduct kick off meetings (Trip #1) in-country with: <ul style="list-style-type: none"> • USAID • CEAMSO • Hacienda • Line ministries (AG, ED, PH, FW) 	<ul style="list-style-type: none"> • Draft competency matrix and survey tool • Draft interview guides • Draft communications to launch TNA with each line ministry • Schedule interviews and meetings with line ministries (Trip #2) 	<ul style="list-style-type: none"> • Finalize competency survey tool and materials • Launch survey (Trip #3) • Conduct interviews (Trip #3) • Conduct data collection and validation (Trip #3) 	<ul style="list-style-type: none"> • Draft TNA Report and Training Plan • Conduct iterative review of TNA Report and Training Plan • Present final TNA Report and Training Plan (Trip #4) to: <ul style="list-style-type: none"> • USAID • CEAMSO • Hacienda • Line ministries
Deliverables <ul style="list-style-type: none"> • Project work plan • Kick off materials • Meeting minutes • List of key stakeholders • Draft TNA schedule 	<ul style="list-style-type: none"> • Draft competency survey • Draft interview guides • Launch comm • Final TNA schedule 	<ul style="list-style-type: none"> • Final competency survey • Interview summaries • TNA analysis 	<ul style="list-style-type: none"> • Final draft TNA Report and Training Plan • TNA detail presentation materials

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TNA Trip #1 Activities

January 2015

- Identify stakeholder groups and individuals at Hacienda and line ministries
- Establish roles and responsibilities
- Define specific TNA activities, logistics and schedule (for March implementation)
- Collect and review available budget preparation resources
- Finalize next trip activities and schedule

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Next Steps

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Next Steps

- Conduct introductory meetings with Hacienda
- Conduct introductory meetings with line ministries
- Determine schedule for next set of TNA activities for Trip #2 (March TBD)

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**Government of Paraguay
Ministry of Finance
National Budget Preparation Competency Survey
March 2015**

STRENGTHENING OF THE PUBLIC FINANCE MANAGEMENT

Join in the development of a new training program

Welcome!

Thank you very much for your interest in participating in this survey. Based on your answers, a new training program will be developed in order to support the efforts of the Government of Paraguay to strengthen and modernize the management of public finance.



The questions are based on the international best practices in budgetary matters.



The answers will allow for the identification of gaps between what should be known and what is actually known on budgetary issues.



The gap analysis will help identify training needs.



This will serve as basis for a new training program to strengthen public finance.

Details

- This survey contains an introductory section, questions on competencies related to budgetary issues and open-ended questions.
- The survey is **anonymous**.
- Its duration is of **one hour approximately**.
- The deadline to complete the survey is **March 27**.

Thank you for your participation!

PART I DEMOGRAPHICS

We would like you to tell us something about yourself.

- The answers to these demographic questions will be used solely for statistical purposes.
- They are intended to provide information on collective knowledge, and thus the trends will be analyzed rather than the individual questionnaires.

If you wish so, you may leave some demographic questions blank.

1. Please identify the entity where you work

- Ministry of Finance (MH)
- Ministry of Education and Culture (MEC)
- Ministry of Public Works and Communications (MOPC)
- Ministry of Agriculture and Livestock (MAG)
- Ministry of Public Health and Social Welfare (MSPyBS)

2. Please identify the Directorate/Department/Unit where you work:

- MAG, Financial Directorate
- MAG, Accounting Dep.
- MAG, Asset Dep.



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- MAG, Treasury Dep.
 - MAG, Budgetary Dep.
 - MEC, Planning Directorate
 - MEC, Budgetary Directorate
 - MH, Public Companies Directorate
 - MH, Public Investment System Directorate
 - MH, General Directorate of Adm. of Pers. Serv. and State Prop.
 - MH, Public Accounting General Directorate
 - MH, Retirement and Pension General Directorate
 - MH, Budgetary General Directorate
 - MH, Public Treasury General Directorate
 - MH, Departments and Municipalities Unit
 - MOPC, Budgetary Analysis and Programming Dep.
 - MSPyBS, Budgetary Control and Assessment Dep.
 - MSPyBS, Budgetary Programming Dep.
 - MSPyBS, Budgetary Execution Dep.
 - Other
- 3. Please enter your current position:**
- Analyst
 - Coordinator
 - Director
 - Head of Department
 - Head of Unit
 - Technician
 - Other
- 4. My gender is:**
- Female
 - Male
- 5. My age is:**
- Less than 24
 - Between 25 and 29
 - Between 30 and 39
 - 40 or more
- 6. How long have you worked for your entity?**
- Less than one year
 - Between 1 and 4 years
 - Between 5 and 10 years
 - More than 10 years
- 7. How long have you been in your current position?**
- Less than one year
 - Between 1 and 4 years
 - Between 5 and 10 years
 - More than 10 years
- 8. What is the highest level of education you have completed?**
- High School
 - Some University courses
 - Bachelor's Degree
 - Postgraduate Degree



**Government of Paraguay
Ministry of Finance
National Budget Preparation Competency Survey
March 2015**

PART II Competencies

Instructions to complete this section

- Please read each question carefully and answer freely and honestly.
- Your answers will be for your future learning and professional development, and for building capacities in the Ministry of Finance as well as in other ministries.
- There are no right or wrong answers.

Competency

EXAMPLE

If it is not related to your work area, check here

*9. Describir el papel y el significado del presupuesto en las operaciones del gobierno.	1 - Muy Bajo	2	3	4	5 - Muy Alto	No Aplica a mi cargo
¿Es importante esta acción para su cargo actual?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>
¿Se siente preparado para cumplir esta acción?	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please rate these two questions on a scale from 1 "Very Low" to 5 "Very High".

Gap to analyze, prioritize and develop the training program

Budgetary Domain No. 1

Legal and Institutional Arrangements for Budget Preparation

Competency No. 1

Demonstrate an understanding of the budget process and its role in Public Financial Management (PFM)

Performance Expectations/Competency Description	Please rate the importance to your position					Do you feel prepared to carry out this action?						
	N	1	2	3	4	5	N	1	2	3	4	5
9. Describe the role and significance of the budget in government operations.												
10. Define the different elements of the budget process and its relation with other processes in the public financial management.												
11. Define the strategic objectives of the budget (i.e., policy document, institutional operations guide, financial plan aligned with the priorities and the spending and investment schedule, communications)												
12. Apply the legal and regulatory aspects of the government budget (i.e., control levels, spending and investment limits).												
13. Describe how the executive branch controls spending and investment (i.e., monitoring the budget execution of the national priority programs, planning for allocation of resources, overseeing the performance of investments in infrastructure and public credit growth).												
14. Explain the extent to which the various types of budgetary authority and spending controls are worth existing and enable higher levels of administrative efficiency (i.e., budget items vs. main economic categories, per program, sub-program, project or activity of spending, per												



**Government of Paraguay
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National Budget Preparation Competency Survey
March 2015**

department/geographical unit).						
15. Using the National Development Plan and the Executive Order establishing the Guidelines, identify the required steps, the routine procedures and the document flows in the Government budget preparation process, including the financial planning and the annual programming of public investment and public acquisitions/procurement.						
16. Identify the different processes and controls in the public financial management system, as set forth in the Financial Management Law.						

Budgetary Domain No. 2
Standards and leading practices for budget preparation
Competency No. 2

Demonstrate an understanding of medium-term fiscal planning

<i>Performance Expectations/Competency Description</i>	<i>Please rate the importance to your position</i>					
	N	1	2	3	4	5
17. Recognize the macro-fiscal framework and the making of tax policy assumptions for preparing forecasts of revenues and total expenditure limits, and at the level of the functional, administrative and economic categories.						
18. Interpret the Executive Order establishing the Guidelines and strictly adhere to the instructions and schedule of the Executive branch in order to prepare and submit the institutional budgets.						
19. Describe the projection of revenues (domestic and external) and methods for forecasting and relating spending and investment in short and medium term budget.						
20. Define the program and results frameworks as well as the basis for their construction following the methods and modern practices of planning and programming of operations.						

<i>Do you feel prepared to carry out this action?</i>					
N	1	2	3	4	5

Competency No. 3

Demonstrate an understanding of the key concepts and modern practices in budget preparation, recording and monitoring

<i>Performance Expectations/Competency Description</i>	<i>Please rate the importance to your position</i>					
	N	1	2	3	4	5
21. Describe the importance of standardization and good practices in the quality of the planning and budgeting processes.						
22. Apply the structure of budget classification system (i.e., organizational unit, program classifier, economic classifier, funding source, geographical unit).						
23. Identify the various sources of public expenditure and investment funding (tax revenues, own funds, foreign donations, credit facilities).						
24. Explain the need for a budget based on programs and results, and the coordination with the strategic medium and long term objectives and the annual operating plans.						
25. Recognize the interrelationship among the various institutions establishing international standards (International Public Sector Accounting Standards, International Financial Reporting Standards).						

<i>Do you feel prepared to carry out this action?</i>					
N	1	2	3	4	5



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Competency No. 4

Demonstrate an understanding of the medium-term budget planning

<i>Performance Expectations/Competency Description</i>	<i>Please rate the importance to your position</i>						<i>Do you feel prepared to carry out this action?</i>					
	N	1	2	3	4	5	N	1	2	3	4	5
26. Explain the process by which the cost of the national sectoral development programs and the public investment resources required, as well as the funding needs and the financial capacity by the government, are valued.												
27. Apply the principles, procedures and terminology established by the Executive Order establishing the Guidelines on aspects of the Multi-Year Plan												

Competency No. 5

Demonstrate an understanding of the measurement and monitoring of performance and costs in the provision of public services

<i>Performance Expectations/Competency Description</i>	<i>Please rate the importance to your position?</i>						<i>Do you feel prepared to carry out this action?</i>					
	N	1	2	3	4	5	N	1	2	3	4	5
28. Describe the performance measures of the public office and of the monitoring of the medium-term development goals and the institutional annual operating plans.												
29. Understand the objectives of the financial and non-financial performance measures.												
30. Describe the characteristics and purposes of the expected and obtained results reports (i.e., understanding, comparability, reliability, timeliness and verifiability).												
31. Prepare evaluations of the public office management with the basic technical guidelines.												
32. Define the role of "client" and the surveys on the quality of the utility in the performance evaluation feedback.												
33. Describe the purpose of gathering and reporting information on operating costs in order to determine the efficiency and economy in the production of public goods and utilities.												
34. Apply the concepts and basic rules of cost accounting in the management of the provision of public goods and utilities.												
35. Calculate the fee to be charged to the user of a utility, using the concepts and standards described above.												



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Competency No. 6

Identify the concepts, definitions and notions of budget accountability

<i>Performance Expectations/Competency Description</i>	<i>Please rate the importance to your position</i>						<i>Do you feel prepared to carry out this action?</i>					
	N A	1	2	3	4	5	N A	1	2	3	4	5
36. Identify the meaning and purpose of accountability within the government environment.												
37. Interpret the role and relationship between the key elements of functional and administrative accountability (i.e., disclosure, organizational structure and management reports).												
38. Identify groups that help establish and maintain accountability.												
39. Recognize the criteria required for accountability of government (i.e., performance, compliance with financial standards, efficiency and effectiveness, and administration of fixed assets and inventories).												
40. Recognize the methods used to inform and assess accountability (i.e., audit reports, performance reports, audit hearings, program evaluations).												

Competency No. 7

Demonstrate an understanding of the internal controls

<i>Performance Expectations/Competency Description</i>	<i>Please rate the importance to your position</i>						<i>Do you feel prepared to carry out this action?</i>					
	N A	1	2	3	4	5	N A	1	2	3	4	5
41. Identify the purposes of internal financial control and budgetary monitoring.												
42. Describe the components of internal control (i.e., evaluation, control environment, risk assessment, control and monitoring activities).												
43. Identify the different instances of budgetary control and monitoring (i.e., monitoring of unit costs, monitoring of the balance of budgetary resources allocated versus availability of cash resources, committed and non-committed resources in the budget category, vacancy and position controls, appointment and promotion of personnel, quarter/year cash planning).												
44. Explain the concept of evaluation in order to value the performance of the current year budget (provisional) compared to the previous year(s), i.e., the total budget execution, composition analysis by economic categories and administrative units.												
45. Explain the concept of cost-benefit and the use of economic, technical and social assumptions to determine project feasibility and planning.												
46. Identify internal control operations, including the use of information technologies.												
47. Interpret the reports of compliance with budgetary standards.												

Budgetary Domain No. 3
Financial Planning and Budgeting



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Competency No. 8

Demonstrate an understanding of the role of taxation and non-tax revenues in the financing of budgets

<i>Performance Expectations/Competency Description</i>	<i>Please rate the importance to your position</i>						<i>Do you feel prepared to carry out this action?</i>					
	N A	1	2	3	4	5	N A	1	2	3	4	5
48. Recognize the importance of tax policies and any variation thereof, as well as tax and property returns of large taxpayers, seasonality and cyclical aspects in the annual tax collection and other elements, in the process of estimating and updating the forecasts of domestic revenue and determining the expenditure limits to the government budget.												
49. Explain the accuracy of the tax revenues projections required by part of the responsible general directorates in the budget preparation and modification process, and the implications of the variations within the period for the cash (re)programming and the public acquisitions and procurement in particular.												
50. Explain the accuracy of the own revenues projection required by part of the line ministries in the budget preparation and modification process, and the implications of the variations within the period for the cash (re)programming and the public acquisitions and procurement in particular.												
51. Recognize the availability of proper statistical tools and other technical capacities necessary to make a proper annual and monthly projection of domestic revenues in general.												
52. Define the nature and role of tax expenditures.												

Competency No. 9

Demonstrate an understanding of intergovernmental grants and shared revenues, and of other forms of financing

<i>Performance Expectations/Competency Description</i>	<i>Please rate the importance to your position</i>						<i>Do you feel prepared to carry out this action?</i>					
	N A	1	2	3	4	5	N A	1	2	3	4	5
53. Identify the differences between the different types of transfers and subsidies (i.e., transfers based on distributive formulas, direct transfers, conditional transfers, block transfers, assistance to state companies).												
54. Describe the requirements and expectations of the institutional beneficiary.												
55. Identify other forms of government revenue (i.e., investments, duties and fees, licenses, lotteries, donations in cash and in kind).												
56. Recognize the rationale for establishing utility user fees (i.e., to recover production costs, to expand, encourage or limit utility use).												
57. Describe and manage the use of national grants and loans.												
58. Describe and manage the use of external grants and loans.												
59. Define the use of public-private partnerships and recognize their contribution to the financing and operation of essential utilities.												



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**Budgetary Domain No. 4
Scope of Budget Preparation and Financial Programming**

Competency No. 10

Demonstrate an understanding of the relationship between Financial Planning and Budgeting, Investment Management and Public Credit, and Public Acquisitions and Procurement Programming

<i>Performance Expectations/Competency Description</i>	<i>Please rate the importance to your position</i>						<i>Do you feel prepared to carry out this action?</i>					
	N A	1	2	3	4	5	N A	1	2	3	4	5
60. Describe the institutional strategic planning and its relationship to other elements of the system (i.e., mission, vision, medium and long term goals, and national and sectoral targets).												
61. Describe the financial programming/cash planning and its relationship with other elements of the public financial management system, such as human resources planning and the public acquisition and procurement plan.												
62. Describe the budget preparation and its relationship with other elements and processes of the public financial management system.												
63. Describe the budget and treasury accounting and the registration and reporting service provided to the various processes of the public financial management.												
64. Identify the need for a system of registration of state assets in which the amount and value of such assets is updated and which serves, among others, to eventually prevent the unnecessary and costly acquisition of assets of a similar nature.												
65. Describe the regularity and integrity required in issuing financial reports for purposes of budgetary and timely decision making monitoring and control.												
66. Describe an Integrated Project Bank and the relationships and hierarchies between the infrastructure projects at national, regional and local/municipal level.												
67. Identify the need for a public acquisition and procurement plan, along with a schedule where the different times of the bidding and selection processes, the registration and enforcement of the agreements awarded and the investment projects, and the payment commitments for the delivery of goods and services are agreed upon.												
68. Identify the terms when the projects are to be completed according to the contractual commitment schedule, so that the person responsible for the operation and maintenance makes the necessary and expected budget allocations.												



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PART III OPEN-ENDED QUESTIONS

We want to know a little about your experience with training

- Please answer freely and honestly. The answers will be anonymous.
- Your answers will be for your future learning and professional development, and for building capacities in the Ministry of Finance as well as in other ministries.
- There are no right or wrong answers.

If you wish so, you may leave some open-ended questions blank.

69. Describe the training you have received in the last three years in relation to budget preparation.

- Type of training offered:
- Training duration:
- Trainer's name:
- Have you applied to your work the knowledge obtained? Please, share how you have applied it or why you have not applied it.:

Options:

Type of training offered

- Administrative (e.g., MS Office)
- Accounting
- Leadership
- Guidance
- Budget Preparation and/or Planning
- Budgeting for Results
- Monitoring and Evaluation
- Other

Duration of Training

- Half day or less
- Approx one day
- Approx one week
- More than a week
- Certification/Postgraduate

Trainer's name

- US Agency for International Development (USAID)
- Inter-American Development Bank (IDB)
- World Bank (WB)
- International Monetary Fund (IMF)
- Ministry of Finance
- European Union
- University
- Other

70. What additional training on budget preparation would you like to receive in order to improve performance in your position?

- Administrative (e.g., MS Office)
- Accounting
- Leadership
- Guidance
- Budget Preparation and/or Planning
- Budgeting for Results



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- Monitoring and Evaluation
- Other

71. If you could improve one thing regarding budget preparation in the MH and/or the Line ministry, what would you improve? Choose one option.

- Legal and Institutional Measures for Budget Preparation
- Innovative standards and practices in budget preparation
- Financial Planning and Budgeting
- Scope of Budget Preparation and Financial Programming
- Other

72. Please share any additional information, suggestion or concern regarding budget preparation

Thank you for completing this survey.

Now you can exit the survey by clicking the button "Done". Your responses have been recorded.

Your answers will be for your future learning and professional development, and for building capacities in the Ministry of Finance as well as in other ministries.

This is part of a series of competency surveys that will be made in subsequent phases to help shape the development of relevant training.



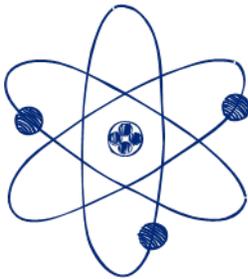
**Government of Paraguay
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April 2015**

STRENGTHENING PUBLIC FINANCIAL MANAGEMENT

Join in the development of a new training program

Institutional Capacity Survey of the Ministry of Finance

Thank you very much for your interest in participating in this survey. Based on your answers, a new training program will be developed in order to support the efforts of the Government of Paraguay to strengthen and modernize the management of public finance.



- *The institutional capacity survey will ask several questions about the various aspects of your role in the organization and workplace.*
- *This information will allow us to recommend actions and programs to improve Public Financial Management performance and your overall work experience.*

Details

- The Survey contains a demographic section, questions relating to the work and workplace, and open ended questions.
- The survey is **anonymous**.
- The survey should take **approximately 1 hour**
- The deadline for completing the survey is **April 10**

Thank you for your participation!

PART I: DEMOGRAPHICS

We would like you to tell us something about yourself

- The answers to these demographic questions will be used solely for statistical purposes.
- They are intended to provide information on collective knowledge, and thus the trends will be analyzed rather than the individual questionnaires.

If you wish so, you can leave some demographic questions blank.

1. Please identify department you work in:

- Department of Budget
- Department of Public Treasury
- Department of Public Accounting
- Department of Public Enterprises
- Department of Public Investment Systems
- Department of General Administration, Personnel Services, and Welfare
- Department of Retirement and Pensions
- Department of Municipal and State Departments
- Other

2. Please identify your job title:

- Management: (Director, Coordinator)
- Operations (Analyst or Technical staff)



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3. **My gender is:**
 - Female
 - Male
4. **My age is:**
 - Less than 24
 - Between 25 and 29
 - Between 30 and 39
 - 40 or more
5. **How long have you worked for the Ministry of Finance?**
 - Less than one year
 - Between 1 and 4 years
 - Between 5 and 10 years
 - More than 10 years
6. **How long have you worked at your current positions?**
 - Less than one year
 - Between 1 and 4 years
 - Between 5 and 10 years
 - More than 10 years
7. **What is the highest level of education you have achieved?**
 - High School
 - Some University courses
 - Bachelor's Degree
 - Postgraduate Degree

PART II: Institutional Capacity Survey
Instructions for completing this section.

- Please read each question carefully and answer freely and honestly.
- Your answers will be used for future learning and professional development, and to build capacity in the Ministry of Finance
- There are no right or wrong answers. Your responses are **completely anonymous**

Statement

EXAMPLE

12. Realizo mi trabajo de una manera eficaz, eficiente y productiva.

1 - Muy en desacuerdo	2 - En desacuerdo	3 - Más en desacuerdo que de acuerdo	4 - Más en acuerdo que de desacuerdo	5 - De acuerdo	6 - Muy de acuerdo
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>

Please rate these two questions on a scale from 1 "Strongly Disagree" to 6 "Strongly Agree".



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Institutional Capacity Survey
April 2015**

Institutional Capacity Survey

In this section of the survey, we would like you to give us your opinion regarding your work and workplace. :



Policies and
Procedures



Communications



Management and
Senior Management



Education, Training,
and Career Potential



Equipment and
Working Conditions

Rating Scale:

1	2	3	4	5	6
<i>Strongly Disagree</i>	<i>Disagree</i>	<i>More Disagree than Agree</i>	<i>More Agree than Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>

	1	2	3	4	5	6
8. I have a comprehensive, up-to-date job description which accurately reflects what I do and need to achieve.	<input type="checkbox"/>					
9. I have formal written policy and procedures on how to conduct my daily work.	<input type="checkbox"/>					
10. I know the expected quantity of my work and what I need to achieve for my manager to confirm that my performance is satisfactory.	<input type="checkbox"/>					
11. I know the expected quality of my work and what I need to achieve for my manager to confirm that my performance is satisfactory.	<input type="checkbox"/>					
12. I perform work in an effective, efficient and productive manner.	<input type="checkbox"/>					
13. I am clear about the long-term goals and objectives of the Ministry of Finance	<input type="checkbox"/>					
14. I am clear about the long-term goals and objectives of my department or division.	<input type="checkbox"/>					
15. I fully understand the standard of performance which is expected from me each year.	<input type="checkbox"/>					
16. My performance is formally evaluated in a thorough way at least once a year.	<input type="checkbox"/>					
17. I am satisfied with the level and detail of the Ministry of Finance policy and procedures.	<input type="checkbox"/>					

18. If your response to any of the questions was a 1 or a 2, please provide comments in the space below



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Institutional Capacity Survey
April 2015**

Institutional Capacity Survey

In this section of the survey, we would like you to give us your opinion regarding your work and workplace.



Policies and Procedures



Communications



Management and Senior Management



Education, Training, and Career Potential



Equipment and Working Conditions

1	2	3	4	5	6
<i>Strongly Disagree</i>	<i>Disagree</i>	<i>More Disagree than Agree</i>	<i>More Agree than Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>

	1	2	3	4	5	6
19. I have access to electronic collaboration tools and communication within the Ministry of Finance	<input type="checkbox"/>					
20. I use the tools and communication channels regularly to keep myself informed of news and developments relevant to me.	<input type="checkbox"/>					
21. I receive regular briefings and verbal updates from my manager that keep me well informed of news and developments within Ministry of Finance which are relevant to me.	<input type="checkbox"/>					
22. In the course of my work, I feel that the quality of communication between teams and functions works well and that this helps me and my team achieve our targets.	<input type="checkbox"/>					
23. My team has regular team meetings and these are useful in keeping me up to date with our performance and other aspects of our work which are relevant to me.	<input type="checkbox"/>					
24. The written and verbal communications I receive within Ministry of Finance are clear and understandable.	<input type="checkbox"/>					
25. The written and verbal communications I receive within Ministry of Finance are relevant to me and to my job.	<input type="checkbox"/>					
26. fully understand the strategic objectives of the Ministry of Finance and feel well informed about our institutional performance throughout the year.	<input type="checkbox"/>					
27. I believe that the relationships between my department or division with other department or divisions are generally very productive and help Ministry of Finance as a whole to perform its duties effectively.	<input type="checkbox"/>					
28. I am satisfied with the standard of communication within Ministry of Finance.	<input type="checkbox"/>					

29. If your response to any of the questions was a 1 or a 2, please provide comments in the space below



**Government of Paraguay
Ministry of Finance
Institutional Capacity Survey
April 2015**

Institutional Capacity Survey

In this section of the survey, we would like you to give us your opinion regarding your work and workplace:



Policies and Procedures



Communications



Management and Senior Management



Education, Training, and Career Potential



Equipment and Working Conditions

Rating Scale:

1	2	3	4	5	6
<i>Strongly Disagree</i>	<i>Disagree</i>	<i>More Disagree than Agree</i>	<i>More Agree than Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>

	1	2	3	4	5	6
30. My achievements and my contributions are valued by my immediate supervisor.	<input type="checkbox"/>					
31. My immediate supervisor sets and communicates clear goals with me, takes time to explain my role and the results for which I am responsible.	<input type="checkbox"/>					
32. My immediate supervisor provides support and guidance to help me manage work-related pressures in my job	<input type="checkbox"/>					
33. Ministry of Finance values my work and my contributions.	<input type="checkbox"/>					
34. I am fairly compensated for my work.	<input type="checkbox"/>					
35. I am satisfied with the relationship I have with my immediate supervisor.	<input type="checkbox"/>					
36. My immediate supervisor directs and assigns work to members of my team effectively, fairly and consistently.	<input type="checkbox"/>					
37. My immediate supervisor measures the performance of everyone in my team accurately, fairly and consistently.	<input type="checkbox"/>					
38. I feel encouraged to make suggestions to enhance the efficiency and effectiveness of my team and feel that my ideas are valued and appreciated.	<input type="checkbox"/>					
39. I feel that I have an appropriate degree of control over my work and influence the outputs of my work.	<input type="checkbox"/>					
40. My immediate supervisor manages people well.	<input type="checkbox"/>					
41. I feel comfortable asking for help from my supervisor whenever I have a work-related problem.	<input type="checkbox"/>					
42. I know what is expected of me in performing my job.	<input type="checkbox"/>					
43. Change is managed well within Ministry of Finance	<input type="checkbox"/>					
44. I am treated fairly at Ministry of Finance.	<input type="checkbox"/>					
45. I would speak highly of Ministry of Finance as an employer.	<input type="checkbox"/>					

46. If your response to any of the questions was a 1 or a 2, please provide comments in the space below



**Government of Paraguay
Ministry of Finance
Institutional Capacity Survey
April 2015**

Institutional Capacity Survey

In this section of the survey, we would like you to give us your opinion regarding your work and workplace:



Policies and Procedures



Communications



Management and Senior Management



Education, Training, and Career Potential



Equipment and Working Conditions

Rating Scale:

1	2	3	4	5	6
<i>Strongly Disagree</i>	<i>Disagree</i>	<i>More Disagree than Agree</i>	<i>More Agree than Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>

	1	2	3	4	5	6
47. I have sufficient education to perform my job to the required standard.	<input type="checkbox"/>					
48. I have received sufficient training to perform my job to the required standard.	<input type="checkbox"/>					
49. The training I have received has helped me improve my job performance.	<input type="checkbox"/>					
50. My immediate supervisor provides on-the-job training and development which enables me to improve my job performance.	<input type="checkbox"/>					
51. I have adequate training opportunities to improve my skills and qualifications.	<input type="checkbox"/>					
52. My immediate supervisor works with me to develop my professional skills.	<input type="checkbox"/>					
53. I feel a sense of ownership for my own development and career.	<input type="checkbox"/>					
54. As a result of Ministry of Finance training, I am better equipped to execute my duties and responsibilities.	<input type="checkbox"/>					
55. I have satisfactory prospects for career development and promotion within Ministry of Finance.	<input type="checkbox"/>					

56. If your response to any of the questions was a 1 or a 2, please provide comments in the space below



Government of Paraguay
Ministry of Finance
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Institutional Capacity Survey

In this section of the survey, we would like you to give us your opinion regarding your work and workplace.



Policies and Procedures



Communications



Management and Senior Management



Education, Training, and Career Potential



Equipment and Working Conditions

Rating Scale:

1	2	3	4	5	6
<i>Strongly Disagree</i>	<i>Disagree</i>	<i>More Disagree than Agree</i>	<i>More Agree than Disagree</i>	<i>Agree</i>	<i>Strongly Agree</i>

	1	2	3	4	5	6
57. I have the equipment that I need to do my job properly. (e.g., office space, supplies, furniture, IT hardware/software, etc.).	<input type="checkbox"/>					
58. I have sufficient training to use Ministry of Finance's equipment effectively, efficiently and productively. (e.g., office space, supplies, furniture, IT hardware/software, etc.).	<input type="checkbox"/>					
59. I can use Ministry of Finance's computer systems and software effectively, efficiently and productively.	<input type="checkbox"/>					
60. I am proficient in the use of all computer systems such as word processing, data entry and email.	<input type="checkbox"/>					
61. I have good working conditions.	<input type="checkbox"/>					

62. If your response to any of the questions was a 1 or a 2, please provide comments in the space below



**Government of Paraguay
Ministry of Finance
Institutional Capacity Survey
April 2015**

PART III: Open-Ended Questions

The following six open-ended questions provide an opportunity for you to share additional feedback regarding your work and workplace.

- Please answer freely and honestly. The answers will be anonymous
- Your answers will be used for future learning and professional development
- There are no right or wrong answers.

If you desire, you can leave some open-ended questions blank

63. Why is your work important?

64. What is the easiest part about your work?

65. What is the hardest part about your work?

66. What obstacles prevent you from doing a better job?

67. If you could make one improvement at MH, what would it be?

68. Is there something that you would like to share about your work or the workplace that is not covered by the survey?

Thank you for completing this survey.

Now you can exit the survey by clicking the button "Done". Your responses have been recorded.

Your answers will be for your future learning and professional development, and for building capacities in the Ministry of Finance as well as in other ministries.

This is part of a series of competency surveys that will be made in subsequent phases to help shape the development of relevant training.



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Human Resources Practices Assessment

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HR Processes

- Strategy, Planning, Policies, and Communication Page 1
- Organizational Development Page 2
- Recruiting Page 3
- Staffing and Succession Planning Page 4
- Training and Orientation Page 5
- Appraisal, Development, and Career Planning Page 6 and 7
- Compensation Page 8
- Payroll and Benefits Administration Page 9
- Employee Record Keeping and HR Information Systems Page 10



HR PRACTICES - HR STRATEGY, PLANNING, POLICIES AND COMMUNICATION

Element	Level 1	Level 2	Level 3	Level 4	Level 5
HR Strategy	Respond to user requests—no forward looking strategy	Independent of business strategy	Tries to support top line business strategy	Forward looking, driven by requirements of business strategy	Proactive with HR issues integrated into business strategy development
Plan for HR Strategy Implementation	No formalized plan	Specific objectives included in plan	Specific objectives and key performance indicators included in plan	Specific objectives, key performance indicators, activities and timing included in plan	Specific objectives, key performance indicators, activities, timing, costs and accountability included in plan Prioritization of initiatives
Policies and Procedures	Outdated policies not supportive of current business needs	Incomplete or ambiguous policies	Policies serving the HR function rather than business needs	Policies consistent with the business and HR strategies	HR is a leader in establishing people policies that support the business and HR strategies
Strategy, Plan, and Policy Communication	Limited communication	Communicate policies	Communicate policies and plan	Communicate policies, plan and strategy	Communicate policies, plan, strategy, vision mission and values; and encourage two way dialogue with employees
Reporting Relationship and Focus	HR responsibilities handled by various persons in the organization with no linkage to organization's business strategy. Administrative focus.	Dedicated HR person who reports to various senior managers with limited linkage to the organization's business strategy. Administrative and Operational focus.	Dedicated HR person who reports to the Director/Head of Administration and takes a reactive role in supporting the organization's business strategy. Operational focus.	Dedicated HR person who reports to Director/Head of Administration or President and takes a proactive role in supporting the organization's business strategy. Operational and Strategic focus.	Dedicated HR person who reports to President and is fully integrated into leading the organization in achieving their business strategy. Strategic Focus.



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HR PRACTICES - ORGANIZATIONAL DEVELOPMENT

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Organizational Structure	Inflexible based on historical developments	Institutional—formal with hierarchical structure	Hierarchical but adaptable to some changes	Flexible based on a network of relationships with a formal hierarchy but also teams cutting across the organization to solve problems	Flexible with dual or multiple reporting relationships, lateral relationships, increased teamwork, and empowered employees making decisions interdependently
Organizational Effectiveness Monitoring and Counseling	HR not involved	HR facilitates data gathering about the organization and its operations and attitudes	HR facilitates data gathering and feeds it back to management	HR facilitates data gathering and feeds it back to the parties involved—employees and management	HR facilitates data gathering, feeds it back to the parties involved, and supports the development of team based solutions
HR Role in Implementation of Organizational or Culture Change	Perceived as a barrier to change	Not involved in change—a neutral party	Supports change through effective administration of new HR policies	Supports change efforts through effective implementation of HR strategy, policies and communication	Leads change efforts in concert with line management



HR PRACTICES - RECRUITING

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Candidate Sourcing and Screening	Ad in university and/or industry publication with only limited identification of desired qualifications	Use advertising, resume books, and/or executive search firms	Use advertising, resume books, executive search firms, write-ins, and/or employee referrals with clear identification of short term qualifications	Supplement Level 3 with participation in on campus recruiting	Supplement Level 4 with targeted communications through participation in university events. Tap into professional associations and alumni networks. Clearly define desired qualifications for successful long term career
Interviewing / Selection	Untrained interviewers Interview based exclusively on resume	Trained interviewers Good definition of skills required for the position	Interview team with appropriate background to assess candidate	Interview team with appropriate background to assess candidate Additional criteria targeted at assessing long term potential	Interviewers all portray consistent image of the company Process appropriate to the level and amount of information required (may include: case solving, presentation, testing, etc.)
Offer, Feedback, Closing, Selling	Lengthy delays in response Contingent offers	Impersonal, formalized response	Fast response	Personalized response Fast response	Immediate, personal response Develop goodwill regardless of decision Continue to sell the company after offer
Cross Organization Coordination	Duplication of effort	No communication	Independent approach for some units or geographic areas	Centrally coordinated strategy	“One firm” approach with continuity of recruiting staff
Relationships with Sources	Contact sources as needed with no continuity or long term relationship	Relationships only if initiated by source	Relationships with conveniently located sources	Relationships with well defined core sources	Continuous presence with one face approach at core sources



HR PRACTICES - STAFFING AND SUCCESSION PLANNING

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Posting Openings	No open posting, only through the grapevine	Open posting, but limited to job specific location Often a manual or paper system	Posting extended to other targeted areas of company Respond through HR who coordinates efforts between employees and hiring managers	Division or company wide posting Respond through HR who coordinates efforts between employees and hiring managers Often an on-line or automated telephone system	Posting company wide Available for employees to apply directly to hiring manager based on established criteria On-line or automated telephone system
Candidate Identification and Communication Across Business Units	Identification locally without communication across business units	Identification by managers within a business unit (possible hoarding of talent exists)	Identification linked to performance and potential possibly through annual review but limited systems to facilitate transfers across business units	Identification linked to career development and long term personnel requirements with communication across business units	Level 4 supplemented with a fast track for high potential employees identified across whole company
Selection	Local manager makes selection	Local team makes selection	Local team makes selection with counsel from next management level	Local selection with linkage to strategy and personnel planning	Level 4 supplemented with explicit attention paid to high potential employees in order to assess career and personnel planning implications
Succession Planning and Development	No plan, look to current immediate senior reports	Successful line managers promoted to senior managers	Senior managers combat each other in a competition fashion to reach the pinnacle	Potential of mid to high level managers assessed and high potentials are assigned to high profile developmental positions	Early identification of high potential employees, analysis of their performance in developmental positions, a well defined fast track to have qualified senior managers



HR PRACTICES - TRAINING AND ORIENTATION

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Orientation	None	Explain rules	Include overview of job, process, site, etc.	Level 3 plus company vision, goals, and values	Level 4 plus commitment and team building exercises
Needs Identification	No formal programs or tools Identified by individuals	Limited to skills necessary to perform current job	Standardized by job level—skills necessary to perform current job and move vertically within function	Coordinated with HR development process	Individually tailored—with forward looking emphasis matching organizational goals
Program and Structure	Not defined—only on an as needed basis	Some on the job training	Standardized program combining formal and on the job training	Flexible program including job rotation and geographical mobility	Dynamic, forward looking training, content and delivery method adjust according to need
Tracking	Non-existent	Inconsistent tracking	Tracking a local level	The provision of training and its effectiveness are tracked company-wide through HRIS Information is accessible only to HR organization	The provision of training and its effectiveness are tracked company-wide through HRIS Information accessible directly to appropriate end-users
Course Feedback and Results Measurement	None	Keep track of attendance and number of courses	Level 2 plus evaluation of course content and presentation	Level 3 plus feedback from attendees concerning effectiveness of training in HR development	Training related to improvements in key performance indicators (i.e., productivity, quality, etc.) Continuous efforts to improve the effectiveness of training



HR PRACTICES - APPRAISAL, DEVELOPMENT AND CAREER PLANNING

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Performance Objectives	Explicit performance objectives not defined	Performance objectives defined Vague measurements	Performance objectives and measurements clearly defined No clear connection between objectives and organizational performance	Objectives aligned with corporate objectives, but line of sight is too far for most employees	A few, key measurable objectives established: Aligned with performance drivers Aligned with job design (team versus individual objectives) Close line of sight
Appraisal and Feedback	None or informal only, undifferentiated "check the boxes" cursory process	Top down appraisal, one on one with supervisor only, yearly	Objectives and measurements clearly defined, criteria aligned with group goals and job design No or unclear linkages to compensation, training or development	Substantial management time dedicated to process, peer and self evaluation included	360° feedback, jointly agreed upon goals, timing to match performance cycle, linked to compensation, training, and development
Development Needs Identification	Identified by individual	Standard development program	Development tailored to individual, drives next assignment	Driven by feedback program, training cataloged	Forward looking skill gap analysis between current employee level and corporate needs drives development programs



HR PRACTICES - APPRAISAL, DEVELOPMENT AND CAREER PLANNING (CONTINUED)

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Career Planning	Career assessment tools and support are not widely disseminated Career paths are not widely known	Sample career paths identified	Level 2 and career assessment tools and counseling available to help individuals define career objectives and plans	Individual objectives translated into assignment plans driven by potential	Career planning tied to personnel planning, flexibility, career counseling
International Exposure	No programs, ad-hoc success	Suggested/required for advancement (later in career)	Exchange programs with specified duration	Encouraged early in career with rotations designed to further development, senior sponsor on "both ends"	Globally integrated assignments with participation of high potentials necessary to move to top management
Identifying High-Potential Employees	High potential = senior position, "hold on" to best young employees	Patchy identification, politicized process	Local managers look for potential, program to identify high potentials in place	Characteristics of high potentials defined, impact on career plan	Identified early ≤5 years by senior level, fast track defined to result in internal development of senior managers, senior level tracks career



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HR PRACTICES - COMPENSATION

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Philosophy/Strategy	Focus on fairness and internal equity only	Focus on fairness, internal equity, and external competitiveness—"attract and retain"	Level 2 with focus on key organizational goals	Focus on key organizational goals—communicate, reward, and differentiate based on performance	Level 4, but as a total compensation package (including indirect pay such as benefit packages)
Salary Plan and Structure	Base salary with merit increases as the only widely used form of direct pay	Variable pay component, but only for senior management and sales organization	Variable pay component for all/most levels of the organization	Level 3 with linkage to performance management system	Variable pay component linked to performance management system Aligned with job design (balance of team pay, individual pay) Variable reward amount large enough to make a difference to employees but within their risk profile



HR PRACTICES - PAYROLL AND BENEFITS ADMINISTRATION

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Benefits Philosophy/ Strategy	Minimize benefits costs	Follow competitive practices with benefits of equal importance as direct pay	Follow competitive practices with benefits of equal importance as direct pay	Follow competitive practices with benefits of equal importance as direct pay	A part of total compensation but of secondary importance to direct, especially when compared to variable pay in the motivation of performance
Structure	Provide minimal benefits: supplemental pay and insurance benefits	Provide standard benefits including level 1 plus retirement and employee service benefits with little or no flexibility	Full benefits of Level 2 with a higher level of flexibility	Flexible benefit structure—cafeteria style approach	Flexible benefit structure, resulting in improved employee choice, understanding of benefit costs, and cost containment
Administration	Complete decentralization of administration activities No administrative activities are outsourced	Complete decentralization of administration activities A few administration activities are outsourced based on cost/benefit analysis	Some centralization of administration activities into regional centers A few administration activities are outsourced based on cost/benefit analysis	Some centralization of administration activities into regional centers Outsource administration activities that cannot be provided at a comparable cost and service level	Reduce cost by removing redundancies and increasing scale economies, generally through a benefits service center Technology available to allow employees to check and alter plans without dealing with HR personnel



HR PRACTICES - EMPLOYEE RECORD KEEPING AND HR INFORMATION SYSTEMS

Element	Level 1	Level 2	Level 3	Level 4	Level 5
HR Information Tracked	Basic employee information, for legal and administrative purposes	Basic information with a few HR areas	Level 2 with documented yearly reviews	Basic information and a number of HR applications including recruiting, staffing, training and career development	Level 4, but HR information on all employees
Information Access and Use	Information basically inaccessible	Information available if you can figure out where it is	Information accessible through hierarchical HR channels	Information accessible within HR at many levels	Information accessible globally to HR, line managers, and in some cases, employees, as appropriate
Data Maintenance and Accuracy	Data rarely updated after initial input	Data updated irregularly	Data updated yearly through standard procedure	Quality procedures ensure data accuracy	Continuous updates as information becomes available
Platform	PC based	Terminal and mainframe configuration	PC and mainframe configuration	PC and mainframe configuration	Client server network
Communications Technology	Mail, phone	Mail, phone, fax	Mail, phone, fax and e-mail	Mail, phone with voicemail, fax and e-mail	Mail, phone, fax, e-mail, plus more advanced technology (i.e., video teleconferencing, etc.)



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Human Resources Practices Assessment Results



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HR Processes

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HR PRACTICES - HR STRATEGY, PLANNING, POLICIES AND COMMUNICATION

Element	Level 1	Level 2	Level 3	Level 4	Level 5
HR Strategy	Respond to user requests—no forward looking strategy	Independent of business strategy	Tries to support top line business strategy	Forward looking, driven by requirements of business strategy	Proactive with HR issues integrated into business strategy development
Plan for HR Strategy Implementation	No formalized plan	Specific objectives included in plan	Specific objectives and key performance indicators included in plan	Specific objectives, key performance indicators, activities and timing included in plan	Specific objectives, key performance indicators, activities, timing, costs and accountability included in plan Prioritization of initiatives
Policies and Procedures	Outdated policies not supportive of current business needs	Incomplete or ambiguous policies	Policies serving the HR function rather than business needs	Policies consistent with the business and HR strategies	HR is a leader in establishing people policies that support the business and HR strategies
Strategy, Plan, and Policy Communication	Limited communication	Communicate policies	Communicate policies and plan	Communicate policies, plan and strategy	Communicate policies, plan, strategy, vision mission and values; and encourage two way dialogue with employees
Reporting Relationship and Focus	HR responsibilities handled by various persons in the organization with no linkage to organization's business strategy. Administrative focus.	Dedicated HR person who reports to various senior managers with limited linkage to the organization's business strategy. Administrative and Operational focus.	Dedicated HR person who reports to the Director/Head of Administration and takes a reactive role in supporting the organization's business strategy. Operational focus.	Dedicated HR person who reports to Director/Head of Administration or President and takes a proactive role in supporting the organization's business strategy. Operational and Strategic focus.	Dedicated HR person who reports to President and is fully integrated into leading the organization in achieving their business strategy. Strategic Focus.

HR PRACTICES - ORGANIZATIONAL DEVELOPMENT

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Organizational Structure	Inflexible based on historical developments	Institutional—formal with hierarchical structure	Hierarchical but adaptable to some changes	Flexible based on a network of relationships with a formal hierarchy but also teams cutting across the organization to solve problems	Flexible with dual or multiple reporting relationships, lateral relationships, increased teamwork, and empowered employees making decisions interdependently
Organizational Effectiveness Monitoring and Counseling	HR not involved	HR facilitates data gathering about the organization and its operations and attitudes	HR facilitates data gathering and feeds it back to management	HR facilitates data gathering and feeds it back to the parties involved—employees and management	HR facilitates data gathering, feeds it back to the parties involved, and supports the development of team based solutions
HR Role in Implementation of Organizational or Culture Change	Perceived as a barrier to change	Not involved in change—a neutral party	Supports change through effective administration of new HR policies	Supports change efforts through effective implementation of HR strategy, policies and communication	Leads change efforts in concert with line management

HR PRACTICES - RECRUITING

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Candidate Sourcing and Screening	Ad in university and/or industry publication with only limited identification of desired qualifications	Use advertising, resume books, and/or executive search firms	Use advertising, resume books, executive search firms, write-ins, and/or employee referrals with clear identification of short term qualifications	Supplement Level 3 with participation in on campus recruiting	Supplement Level 4 with targeted communications through participation in university events. Tap into professional associations and alumni networks. Clearly define desired qualifications for successful long term career
Interviewing / Selection	Untrained interviewers Interview based exclusively on resume	Trained interviewers Good definition of skills required for the position	Interview team with appropriate background to assess candidate	Interview team with appropriate background to assess candidate Additional criteria targeted at assessing long term potential	Interviewers all portray consistent image of the company Process appropriate to the level and amount of information required (may include: case solving, presentation, testing, etc.)
Offer, Feedback, Closing, Selling	Lengthy delays in response Contingent offers	Impersonal, formalized response	Fast response	Personalized response Fast response	Immediate, personal response Develop goodwill regardless of decision Continue to sell the company after offer
Cross Organization Coordination	Duplication of effort	No communication	Independent approach for some units or geographic areas	Centrally coordinated strategy	“One firm” approach with continuity of recruiting staff
Relationships with Sources	Contact sources as needed with no continuity or long term relationship	Relationships only if initiated by source	Relationships with conveniently located sources	Relationships with well defined core sources	Continuous presence with one face approach at core sources

HR PRACTICES - STAFFING AND SUCCESSION PLANNING

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Posting Openings	No open posting, only through the grapevine	Open posting, but limited to job specific location Often a manual or paper system	Posting extended to other targeted areas of company Respond through HR who coordinates efforts between employees and hiring managers	Division or company wide posting Respond through HR who coordinates efforts between employees and hiring managers Often an on-line or automated telephone system	Posting company wide Available for employees to apply directly to hiring manager based on established criteria On-line or automated telephone system
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Succession Planning and Development	No plan, look to current immediate senior reports	Successful line managers promoted to senior managers	Senior managers combat each other in a competition fashion to reach the pinnacle	Potential of mid to high level managers assessed and high potentials are assigned to high profile developmental positions	Early identification of high potential employees, analysis of their performance in developmental positions, a well defined fast track to have qualified senior managers

HR PRACTICES - TRAINING AND ORIENTATION

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Orientation	None	Explain rules	Include overview of job, process, site, etc.	Level 3 plus company vision, goals, and values	Level 4 plus commitment and team building exercises
Needs Identification	No formal programs or tools Identified by individuals	Limited to skills necessary to perform current job	Standardized by job level—skills necessary to perform current job and move vertically within function	Coordinated with HR development process	Individually tailored—with forward looking emphasis matching organizational goals
Program and Structure	Not defined—only on an as needed basis	Some on the job training	Standardized program combining formal and on the job training	Flexible program including job rotation and geographical mobility	Dynamic, forward looking training, content and delivery method adjust according to need
Tracking	Non-existent	Inconsistent tracking	Tracking a local level	The provision of training and its effectiveness are tracked company-wide through HRIS Information is accessible only to HR organization	The provision of training and its effectiveness are tracked company-wide through HRIS Information accessible directly to appropriate end-users
Course Feedback and Results Measurement	None	Keep track of attendance and number of courses	Level 2 plus evaluation of course content and presentation	Level 3 plus feedback from attendees concerning effectiveness of training in HR development	Training related to improvements in key performance indicators (i.e., productivity, quality, etc.) Continuous efforts to improve the effectiveness of training

HR PRACTICES - APPRAISAL, DEVELOPMENT AND CAREER PLANNING

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Performance Objectives	Explicit performance objectives not defined	Performance objectives defined Vague measurements	Performance objectives and measurements clearly defined No clear connection between objectives and organizational performance	Objectives aligned with corporate objectives, but line of sight is too far for most employees	A few, key measurable objectives established: Aligned with performance drivers Aligned with job design (team versus individual objectives) Close line of sight
Appraisal and Feedback	None or informal only, undifferentiated "check the boxes" cursory process	Top down appraisal, one on one with supervisor only, yearly	Objectives and measurements clearly defined, criteria aligned with group goals and job design No or unclear linkages to compensation, training or development	Substantial management time dedicated to process, peer and self evaluation included	360° feedback, jointly agreed upon goals, timing to match performance cycle, linked to compensation, training, and development
Development Needs Identification	Identified by individual	Standard development program	Development tailored to individual, drives next assignment	Driven by feedback program, training cataloged	Forward looking skill gap analysis between current employee level and corporate needs drives development programs

HR PRACTICES - APPRAISAL, DEVELOPMENT AND CAREER PLANNING (CONTINUED)

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Career Planning	Career assessment tools and support are not widely disseminated Career paths are not widely known	Sample career paths identified	Level 2 and career assessment tools and counseling available to help individuals define career objectives and plans	Individual objectives translated into assignment plans driven by potential	Career planning tied to personnel planning, flexibility, career counseling
International Exposure	No programs, ad-hoc success	Suggested/required for advancement (later in career)	Exchange programs with specified duration	Encouraged early in career with rotations designed to further development, senior sponsor on "both ends"	Globally integrated assignments with participation of high potentials necessary to move to top management
Identifying High-Potential Employees	High potential = senior position, "hold on" to best young employees	Patchy identification, politicized process	Local managers look for potential, program to identify high potentials in place	Characteristics of high potentials defined, impact on career plan	Identified early ≤ 5 years by senior level, fast track defined to result in internal development of senior managers, senior level tracks career

Note: These practices are currently non-existent, and the Ministry of Finance is seeking support from donors to implement them.

HR PRACTICES - COMPENSATION

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Philosophy/Strategy	Focus on fairness and internal equity only	Focus on fairness, internal equity, and external competitiveness—"attract and retain"	Level 2 with focus on key organizational goals	Focus on key organizational goals—communicate, reward, and differentiate based on performance	Level 4, but as a total compensation package (including indirect pay such as benefit packages)
Salary Plan and Structure	Base salary with merit increases as the only widely used form of direct pay	Variable pay component, but only for senior management and sales organization	Variable pay component for all/most levels of the organization	Level 3 with linkage to performance management system	Variable pay component linked to performance management system Aligned with job design (balance of team pay, individual pay) Variable reward amount large enough to make a difference to employees but within their risk profile

Note: These practices are currently non-existent.

HR PRACTICES - PAYROLL AND BENEFITS ADMINISTRATION

Element	Level 1	Level 2	Level 3	Level 4	Level 5
Benefits Philosophy/ Strategy	Minimize benefits costs	Follow competitive practices with benefits of equal importance as direct pay	Follow competitive practices with benefits of equal importance as direct pay	Follow competitive practices with benefits of equal importance as direct pay	A part of total compensation but of secondary importance to direct, especially when compared to variable pay in the motivation of performance
Structure	Provide minimal benefits: supplemental pay and insurance benefits	Provide standard benefits including level 1 plus retirement and employee service benefits with little or no flexibility	Full benefits of Level 2 with a higher level of flexibility	Flexible benefit structure—cafeteria style approach	Flexible benefit structure, resulting in improved employee choice, understanding of benefit costs, and cost containment
Administration	Complete decentralization of administration activities No administrative activities are outsourced	Complete decentralization of administration activities A few administration activities are outsourced based on cost/benefit analysis	Some centralization of administration activities into regional centers A few administration activities are outsourced based on cost/benefit analysis	Some centralization of administration activities into regional centers Outsource administration activities that cannot be provided at a comparable cost and service level	Reduce cost by removing redundancies and increasing scale economies, generally through a benefits service center Technology available to allow employees to check and alter plans without dealing with HR personnel

HR PRACTICES - EMPLOYEE RECORD KEEPING AND HR INFORMATION SYSTEMS

Element	Level 1	Level 2	Level 3	Level 4	Level 5
HR Information Tracked	Basic employee information, for legal and administrative purposes	Basic information with a few HR areas	Level 2 with documented yearly reviews	Basic information and a number of HR applications including recruiting, staffing, training and career development	Level 4, but HR information on all employees
Information Access and Use	Information basically inaccessible	Information available if you can figure out where it is	Information accessible through hierarchical HR channels	Information accessible within HR at many levels	Information accessible globally to HR, line managers, and in some cases, employees, as appropriate
Data Maintenance and Accuracy	Data rarely updated after initial input	Data updated irregularly	Data updated yearly through standard procedure	Quality procedures ensure data accuracy	Continuous updates as information becomes available
Platform	PC based	Terminal and mainframe configuration	PC and mainframe configuration	PC and mainframe configuration	Client server network
Communications Technology	Mail, phone	Mail, phone, fax	Mail, phone, fax and e-mail	Mail, phone with voicemail, fax and e-mail	Mail, phone, fax, e-mail, plus more advanced technology (i.e., video conferencing, etc.)

MANAGEMENT/FOCUS GROUP QUESTIONS

Budget Director

Demographics

- Number of employees? Department organization chart with staffing numbers?
- Did all employees prepare 2015 Individual Work Plans?

Condition

- What are the key issues or challenges the government will face this year concerning the adoption of results-based budgeting?
- What activities or results do you think the government should plan to achieve this year concerning results-based budgeting? Why?
- What is the key issue or challenge your Department will face this year concerning results based budgeting?
- What activities or results does your Department plan to achieve this year to improve adoption of results based budgeting? Why?

Organizational Issues or Constraints

- What are the issues and constraints that prevent your department from achieving government-wide adoption of based budgeting?
- Are there sufficient resources (staff, budget, equipment and technology) for your department to achieve government-wide adoption of results based budgeting? Why or why not?
- What are the issues and constraints that prevent your Department from implementing results based budgeting?
- Are there sufficient resources (staff, budget, equipment and technology) for your Department to achieve results based budgeting? Why or why not?
- What is the process you follow to develop your individual goals? Do they align with the National Strategic Plan? Your department's goals?

General

- Is there anything else that we haven't covered that you would like to share?

INSTRUCTOR INTERVIEW QUESTIONS

(As of January 26, 2015)

Instructor Assignment

- How long have you been with MH?
- What type of work have you done for MH?
- How long have you been an instructor for the MH?
- How did you become an instructor for the MH?
- What training did you receive to become an instructor?
 - TOT Course? (Copy?)
 - Who conducted the training?
 - Did the training meet your needs?
- How much training do you conduct on a weekly basis? Monthly? Yearly?
- Would you like to attend a “Training of Trainers” Program?
- Do you wish to continue in your MH training role? Why or why not?

Training Delivery

- How does the MH determine the training that is offered? (e.g., TNA, on demand, current market research/trends)
- How are courses advertised/offered to MH employees and externally (if applicable)?
- What types of training do you deliver? (e.g., management, accounting, HR)
- Do you have copies of your training courses?
 - Can we have copies of all of your training courses?
- Do you collect any data at the end of the course?
 - To whom is this information provided?
 - What type of training data is reported?
 - Is there a means to generate basic course reports (e.g., participant completion, attendance, number of course offerings)?

Training Organizational Issues or Constraints

- What percentage of time do you spend working in your primary MH position?
- What percentage of time do you spend working on training for the MH?
- Are there any issues or constraints that prevent you from conducting training successfully?

General

- Is there anything else that we haven’t covered that you would like to share?

HUMAN RESOURCES/FOCUS GROUP QUESTIONS

Human Resource Head

Human Resources Management

- **Core buckets – Recruitment, Orientation, Training, Performance Management**
- What process does your ministry use to attract and select potential employees?
- How does your ministry train new employees? Are there Job description? Other documents (Policy and Procedure manuals)?
- How does your ministry encourage employees to do a good job? How is this expressed?
- How does your ministry manage employee's that are performing below expectations?
- How does government (or your ministry) determine salary raises?
- How does your ministry identify and select personnel to be promoted? Career Development? Management Succession Planning?

Training

- What are the training needs for your organization?
- How does your ministry determine who receives training and the training topics?
- Does your ministry provide training?
- If so, what courses does your organization offer? Who prepares/delivers the courses?
- What process does your organization use to select participants to attend training?

Training Resources

- What local training resources are available to your ministry? (Conferences, seminars, schools, internships, professional organizations, publications or journals)
- What local training resources are available to your ministry outside of Paraguay? (Conferences, seminars, schools, internships, professional organizations, publications or journals)
- What training would you like to see for your ministry? For your department?

General

- Is there anything else that we haven't covered that you would like to share?

TRAINING PROVIDER EVALUATION

ELEMENT	DEFINITION	RATING
Training Needs Assessment	The process used to identify training needs that describe the gaps between desired performance and current performance.	
Target Audience Definition	A clear understanding of the target audiences and their specific needs.	
Curriculum Development	A systematic approach to defining what key content should be provided in courses and/or programs (i.e., full-time program, continuing education, etc.)	
Course Development	A plan that describes the main features of a course including a sequenced list of objectives, a course description, and administrative requirements.	
Training Materials (Participant)	A detailed manual that provides the essential information needed by participants and includes the activities that the participant will be engaged in before, during and after the course.	
Training Materials (Instructor)	A detailed manual that provides the instructor's objectives, presentations, instructions, timing, activities, handout and delivery suggestions.	
Learning Methodology	Use of varied technologies ranging from instructor-led to self-directed activities and media to maximize learning and application on the job (i.e., lecture, case study, videotape, etc.)	
Learning Environment/Facilities	Suitability of meeting space to maximize learning climate (ergonomics, space and lighting, maximum number of participants, etc.)	
Instructor Management	Guidelines for instructor selection, preparation and responsibilities before, during and after a course and/or program.	
Evaluation (Curriculum, Instructors and Participants)	An assessment of whether the course and/or program objectives were achieved by measuring participant reaction and learning, job application and return-on-investment (i.e., exams, papers, assignments, on-the-job results, etc.). The course and/or program may offer a participant certificate of completion or certify a specific level of competence has been achieved.	
Overall Rating		

Rating Scale:

- 4 = Exceeds standards;** minimal or no changes needed to meet international training standards
- 3 = Acceptable;** meets a majority of international training standards
- 2 = Weaknesses;** changes needed to meet international training standards
- 1 = Major weakness;** significant changes needed to meet international training standards

TRAINING PROVIDER EVALUATION RESULTS

Element	MAG	MEC	MH	MOPC	MSPyBS
Training Needs Assessment	1.50	1.50	1.50	1.50	1.50
Target Audience Definition	1.50	1.00	1.50	1.00	2.00
Curriculum Development	1.50	1.00	1.00	1.00	2.50
Course Development	1.50	2.00	1.00	1.50	2.50
Training Materials (Participant)	1.00	1.00	1.00	1.00	2.00
Training Materials (Instructor)	2.00	2.00	1.00	1.00	2.50
Learning Methodology	2.00	2.50	1.00	1.50	2.50
Learning Environment/Facilities	2.00	1.50	1.50	1.50	1.50
Instructor Management	1.00	2.00	1.00	1.00	2.00
Evaluation (Curriculum, Instructors and Participants)	1.50	1.50	1.50	1.00	2.50
Evaluation Rating	1.55	1.60	1.20	1.20	2.15
Percentage Rating	38.75%	40.00%	30.00%	30.00%	53.75%

Questions to International Development Partners on Capacity Building in Budgeting

1. Please describe the focus of technical assistance work under your existing capacity building program in Paraguay? Specify the dimension (s) and beneficiary institution (s) covered by your TA operation, and the training activities, if any planned/budgeted.
 - Are you aware of the latest PEFA and the current “Plan de Mejoras de la Gestion de las Finanzas Publicas (RAP)”? IDP being part of any form of PFM donor committee?
 - Scope of your IDB technical assistance? Target of your TA?
 - Any training component?
2. Who was (is) your national counterpart? Please specify the role of the corporate planning or human resource unit, if applicable.
3. Did you support the launch of and eventually conduct any skills gaps analysis/survey, as part of the above operation? If the latter is true, please specify the time and the local sponsor of such an analysis/survey.
4. Is there any planned training activity agreed/undertaken already? If so, please specify:
 - when and where it was undertaken,
 - who was the training vendor,
 - its length and purpose,
 - the target group and the number of staff trained,
 - cost of the training
 - provide a copy of the training materials and management report, if any available
 - provide a copy of the Standard Operating Procedures, if any instructing how tasks should be conducted and outcomes achieved
 - the results of testing of trainees, if any testing,
5. Is the existing TA operation integrated in the Action Plan for PFM Reform (RAP) formulated by MH?

Do you consider the above TA adequately links to other budget-related TA operations funded by other IDPs? Further, do you consider training is still being pursued to benefit some specific areas of financial management and not reaching other relevant areas? If so, what is the extent of inter-donor and inter-beneficiary coordination and cooperation?
6. Do you envisage or are in the process of reformulating or eventually recommending other phase of your TA so that it can better respond to the needs in budget performance identified by PEFA 2012 and the capacity building needs recognized in the RAP?
7. Would you support the formulation of an accredited multi-level financial planning and budget training curriculum?

ILLUSTRATIVE TRAINING PLAN

Note: The 37 Course Outlines provided in this Appendix are drafts. Specifically, they are provided as illustrative examples of the types of budget and planning courses that will be designed under the PFM-LAC Project. Actual Learning Design Worksheets will be prepared and presented to the Training Advisory Board for review, discussion and approval which will provide a more accurate summary of the planned training courses.

DRAFT COURSE OUTLINES – CORE BUDGET AND PLANNING COURSEWORK (AS OF APRIL 17, 2015)

Budget Domain	Financial Planning and Budgeting
Course Title	Basics in Financial Planning
Course Hours/Days	1 day/6 hours
Target Audience	This course is intended primarily for planning and budget officials and senior management within MH and selected line ministries and other senior staff responsible for processing and authorizing of Ministry, Department, or Agency requests for in-year budget adjustments.
Course Description	Demonstrate an understanding of changes in macroeconomic conditions and the implications to financial plans and budgeting of expenditure programs.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Explain the rationale of the Macroeconomic and Fiscal Policy Framework (MFF). • Describe the financial planning process and the roles and responsibilities required within Ministry of Finance (MH) and Ministries, Departments and Other Government Agencies (MDAs). • Explain the benefits of medium-term financial planning to budgeting and programming of capital projects. • Explain the importance of medium-term financial planning to setting of linkages between investment budgets and forward estimates. • Identify the most appropriate method for formulating and calibrating a financial plan in a given circumstance. • Identify successful business cases around the region and beyond.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of basic financial management and programming concepts in the public sector. Governmental Budgeting Concepts.

Budget Domain	Financial Planning and Budgeting
Course Title	Government Grants and Subventions
Course Hours/Days	2.5 days/15 hours
Target Audience	This course is intended primarily for budget officials responsible of evaluating the impact of government grants and subsidies and proposing new expenditure policies and ceilings.
Course Description	Demonstrate an understanding of the general principles governing earmarking and conditioning of government grants and subsidies to rest of the public sector and targeted household groups.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Describe the inter-governmental transfer system in Paraguay, including earmarked transfers to sub-national governments and other conditional and unconditional transfers to specific groups of beneficiaries and capital investment programs. • Explain and apply the economic rationale of conditional cash transfers targeted to the poor and made conditional on certain behaviors of recipient households. • Explain and apply the rationale of conditional transfers to capital projects. • Describe the rationale of subsidies and subventions to public enterprises and other autonomous agencies. • Describe and apply in each case the eligibility criteria used for the recipients of government grants. • Describe the targeting and exiting processes of direct transfers. • Distinguish the differences among the types of grants (i.e., formula-based grants, discretionary grants, block grants). • Understand the extent to which the government subsidies had a progressive or regressive effect in the targeted groups. • Define an annual financial plan for releasing specific-purpose earmarked funds and other transfers through line ministries or directly to beneficiaries, together with an initial twelve-month payment schedule. • Explain the in-year adjustments to the above financial plan and remainder payment schedule.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of statistical analysis in the public sector. No advance preparation is required for this course.

Budget Domain	Financial Planning and Budgeting
Course Title	Procurement Planning: Updates and Implications in Financial Programming
Course Hours/Days	2 days/12 hours
Target Audience	This course is intended primarily for financial planning and budget officials responsible for planning, budgeting and programming of the procurement of goods and services and management of public investment projects.

Course Description	Demonstrate an understanding of the concepts of managerial cost accounting.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Describe the relevance of the procurement planning process and the procurement plan to budgeting and financial programming. • Identify the requirements in the procurement plan and the procurement schedule, and consolidate the requirements under one contract or the division of a requirement into several contract packages. • Compare actual performance with planned activities during the monitoring of the procuring process. • Establish a discipline by which financial planners, budget officers and procurement entities get to fulfill the requirements of the procurement process for provisioning the service delivery units with the goods and services according to schedule. • Enhance the transparency and predictability of the procurement and financial programming processes.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of public procurement and the linkages with budgeting and financial programming. Governmental Budgeting Concepts.

PFM Domain	Legal and Institutional Arrangements for Budget Preparation
Course Title	Legal and Institutional Framework
Course Hours/Days	2 days/12 hours
Target Audience	This course is intended primarily for senior management, budget analysts, and other public officials responsible of administering the compliance of budget regulations during the budgeting and programming processes.
Course Description	Demonstrate an understanding of best practices financial legislation and regulations.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Explain the lessons and experiences in other countries adhering to good practice in financial regulations. • Identify existing legislation and regulations that affects financial planning, budgeting, and financial programming. • Describe the existing institutional framework governing planning, budgeting and programming processes in Paraguay. • Explain the gaps within the existing financial legislation and regulations and describe the implications in the budget process. • Recommend amendments in the existing legislation and regulations.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of existing financial legislation and regulations.

PFM Domain	Professional Ethics and Standards
Course Title	Financial Integrity and Ethics and Professional Competence
Course Hours/Days	1 day/6 hours
Target Audience	The course is intended primarily for public officials responsible of planning and budgeting at middle and senior levels of authority across Government.
Course Description	Demonstrate an understanding of the role of ethics in government, and ethical practice as a government and program budget manager.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Establish the sources of guidance for professional conduct. • List the key concepts related to ethical responsibility to the public (i.e., independence, objectivity, avoiding actual or perceived conflict of interest, due care). • List the steps a governmental financial manager needs to MH to avoid a conflict of interest. • List the steps a governmental financial manager needs to MH to assure objectivity and independence. • Describe the relationship of competence in education, knowledge, and experience to the practice of due care in the performance of professional duties. • Establish the appropriate course of action to avoid the reality or the perception of improper use of one's office for personal gain.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

PFM Domain	Scope of Budget Preparation and Financial Programming.
Course Title	Unified Chart of Accounts and Budget Classification
Course Hours/Days	1.5 days/9 hours
Target Audience	This course is intended primarily for public officials responsible for budget accounting and reporting.
Course Description	Demonstrate an understanding of the concepts of budgeting.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Identify the key elements of the budget process, from provision of initial guidance through preparation, review, adoption, execution, and accounting. • Describe the structure of the budget (i.e., organizational unit, program, function, category, character, fund, line item, and object) according to GFS and COFOG standards. • Explain concepts in budget accounting, inclusive of revenues (domestic and external revenues) and expenditures (warrants, commitments, payments). • Explain the various means of financing capital needs for capital budgeting purposes. • Recognize the various means of budgetary control (i.e., revenue

	<p>monitoring, encumbrance/ obligation control, vacancy controls, appointment and promotion of personnel, allotment and apportionment).</p> <ul style="list-style-type: none"> Describe the fee to be charged to a user of a service using fully burdened costs.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of basic principles in public sector budgeting and accounting.

PFM Domain	Scope of Budget Preparation and Financial Programming.
Course Title	Cash based IPSAS Accounting and Reporting
Course Hours/Days	2 days/12 hours
Target Audience	This course is intended primarily for public officials responsible for financial recording and reporting.
Course Description	Demonstrate an understanding of the general principles of governmental accounting for preparing financial statements under Cash Basis IPSAS.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> Distinguish and apply the various bases of accounting (i.e., cash, modified accrual, full accrual). Measure the effect of applying the bases of accounting to specific transactions. Measure exchange and non-exchange transactions. Describe the amount needed to adjust the allowance for doubtful accounts under alternative methods (i.e., percentage of sales, or percentage of accounts receivable). Explain the difference between various methods of valuing inventory (i.e., FIFO, LIFO, average cost). Recognize situations that require recording depreciation and calculation of same. Explain the amount to be recorded as the liability for judgments or claims. Explain the concept of the reporting entity.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of basic accounting principles based on any national standards in the public sector. No advance preparation is required for this course.

PFM Domain	Standards and Leading Practices for Budget Preparation
Course Title	The Planning and Budgeting Process: From Theory to Practice
Course Hours/Days	3 days/18 hours

Target Audience	The course is intended primarily for senior management and planning and budget officials responsible for budget preparation.
Course Description	Demonstrate the understanding of good practice in planning and budgeting.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Describe the reasons of poorly formulated budgets, i.e., lack of credibility/realism across Government. • Underline the importance of reliable information on actual revenues and expenditure. • Specify other tools and techniques available for good practice in planning and budgeting. • Describe the enabling role of a good standardized budget classification for aligning budgets and results frameworks, setting the levels of budget accountability and measuring and monitoring budget performance across Government. • Underline the PFM objectives: aggregate fiscal discipline and in-year control, strategic allocation of budgetary resources (i.e., pro-growth, pro-poor), and operational efficiency (i.e., minimizing waste). • Command the basic budgetary principles and functions according to leading theorists and contributions, i.e., William Willoughby (1918), Richard Musgrave (2007), and Allen Schick (1996). • Describe the values in budgeting (i.e., accountability, efficiency, and efficacy). • Describe the phases in modern planning and budgeting, the institutional arrangements required, and the implications in the budget calendar. • Specify the types of public budgets according to basis of accounting used, i.e., Government, public enterprises. • Specify the various approaches to budgeting and the feasibility and suitability of applying one or the other under the Paraguayan context. • Describe the six steps of the planning and budgetary process in a simplified version. • Prepare a Budget Processes and Procedures Guide specific to the MDA needs. • Describe the functions of a budget document.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of basic planning and budgeting concepts and practices in the public sector

PFM Domain	Standards and Leading Practices for Budget Preparation
Course Title	Medium-Term Expenditure Framework: Shifting the Planning and Budgeting Orientation from POA to PEP
Course Hours/Days	2.5 days/15 hours
Target Audience	The course is intended primarily for public officials responsible for planning and budgeting and project investment management.
Course Description	Demonstrate the understanding of MTEF and its various elements and linkages with other planning and budgeting tools and the intent to move

	away from the routine annual operating plan (<i>Plan Operativo Annual</i> or POA) to a medium term perspective in planning and budgeting (<i>Plan de Ejecucion Plurianual</i> or PEP).
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Explain the rationale and objectives of the Medium Term Expenditure Framework (<i>Marco de Gasto Plurianual</i> or MTEF). • Explain the Six Stages of a Comprehensive MTEF, according to best practice, i.e., World Bank's Public Expenditure Management Handbook (1998), including the top-down resource envelope approach using a macroeconomic and fiscal policy framework and the bottom-up review by scrutinizing of sector policies and business plans. • Describe the MTEF benefits in countries with similar characteristics, essentially on the multiple year planning and budget formulation processes enabling governments to establish credible and transparent criteria for allocating public resources to strategic priorities while ensuring overall fiscal discipline. • Describe the lessons and experience in other advanced economies (i.e., Australia and Korea) and countries championing MTEF (i.e., South Africa) as a catalyst for reform in other countries. • Interpret recent empirical evidence (i.e., Vlaicu, Verhoeven, Grigoli and Mills, 2014), suggesting the use of Medium Term Frameworks (MTF) has led to improving the budget balance by 2 percentage points on average and other effects in fiscal performance. • Prepare MTEF National Planning and Budgeting Guidelines, as a basic tool outlining the basic principles, guidelines and terminologies used in strategic planning and MTEF budgeting. • Clarify and describe the links between strategic planning and multi-year budgeting so that the consistency and quality of plans and budget improve over time. • Explain possible implications in Paraguay's financial legislation and regulations and the budget process.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of basic concepts of medium term financial planning, budgeting and programming.

PFM Domain	Standards and Leading Practices for Budget Preparation
Course Title	Medium-Term Performance Framework: Shifting the Planning and Budgeting Orientation from POA to PEI
Course Hours/Days	2 days/18 hours
Target Audience	The course is intended primarily for public officials responsible for planning and budgeting and project investment management.
Course Description	Demonstrate the understanding of MTPF and its various elements and linkages with other planning and budgeting tools and the intent to move away from the routine annual operating plan (<i>Plan Operativo Annual</i> or POA) to a medium term policy-oriented perspective in strategic planning and budgeting (<i>Plan Estrategico Institucional</i> or PEI).

Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Establish the roadmap of Medium Term Frameworks (MTF), from MFF to MTEF and MTPF. • Describe the basic concepts and rationale of performance-based planning and budgeting. • Explain the use of program-based budgeting and the log frame methodology to construct a medium-term performance plan. • Establish a method for building and updating a results framework that is synchronized to a medium-term financial framework • Understand the requirements for reaching the stage of building a program performance budget in Paraguay. • Describe the process of formulating a production function and a value chain with all its business activities and budget inputs and outputs. • Relate to similar recent training to strengthen the budget monitoring and evaluation function within Government. • Describe the MTPF lessons and experiences in countries with similar features, i.e., Makon (2005), and Peru's Organic Budget Law (2004)/Ley General del Sistema Nacional de Presupuesto, Capitulo IV "Presupuesto por Resultados" • Explain relevant research and recent literature on MTPF in the region and around the globe, i.e., ILPES/Makon (2010), World Bank/Hashim and Allen (2001), Mercer (2013), and Segal and Summers (2002).
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of basic concepts of medium term financial planning, budgeting and programming

PFM Domain	Standards and Leading Practices for Budget Preparation
Course Title	Costing of Strategic Programs and Sector Plans
Course Hours/Days	2 days/12 hours
Target Audience	The course is intended primarily for public officials responsible for planning and budgeting and program management.
Course Description	Provide a detailed guide on the importance of and steps involved in costing sector strategy plans and budget agency action plans, as part of the MTEF learning process.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Appreciate sector strategic planning as a key step in the annual planning and budgeting cycle. • Differentiate the notion of sectors and programs. • Clarify and draw the links between sector strategies and MTEF budget program structures. • Enhance the understanding of the importance of and steps required in costing sector outputs. • Accentuate the role that sector costing plays in enhancing MTEF credibility. • Recognize and have learned relevant experiences of sector and program costing in the region.

Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of basic concepts of costing in the public sector.

PFM Domain	Standards and Leading Practices for Budget Preparation
Course Title	Investment Expenditures and Forward Estimates
Course Hours/Days	1.5 days/9 hours
Target Audience	The course is intended primarily for public officials responsible for formulating MTEF and budget proposals within MH and MDAs.
Course Description	Demonstrate the understanding of IFMIS and its various modules and inter-linkages.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Place the annual budget process in a medium- and long-term perspective. • Explain the “forward estimates” budgeting approach to ultimately serve to control spending growth. • Explain the approach of replacing the existing practice of reviewing only the budget requests for the coming year (paying no attention to the expenditure estimates for the subsequent years) with a practice of rolling forward estimates. • Explain the benefit of strengthening the link between government policy and expenditure programs and improving the affordability of policies, by combining projections methods with institutional arrangements to enforce the outcomes. • Explain the benefit of the process in providing reduced uncertainty over future funding levels. The same process is followed regarding new programs, which must project their full costs over the three-year period in order to be considered for funding. This eliminates the time-consuming bargaining over the base for each year and allowed focusing only on the budgetary implications of policy changes or strategic decisions. • Demonstrate the improvement in setting the resource ceiling for each sector ministry for the preparation of the annual budget. If the aggregate ceiling for the ministry is lower than the coming year’s cost of existing programs, the ministry concerned would need to find savings or take other efficiency measures; if higher, the ministry could use the fiscal space to introduce new initiatives • Present the lessons and experience of OECD economies succeeding on this approach, i.e., Australia, and other countries replicating the experience.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of basic concepts of financial internal controls and budget policies.

PFM Domain	Standards and Leading Practices for Budget Preparation
Course Title	Program-Based Budgeting
Course Hours/Days	2 days/12 hours
Target Audience	The course is intended primarily for senior management and public officials responsible for formulating MTEF and budget proposals and monitoring and evaluating budget execution within MH and MDAs.
Course Description	Demonstrate the concepts of program budgeting and explain the organizational restructuring implications across Government.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Establish the concept of a program and the restructuring of the budget on this basis. • Describe the enduring benefits of the program approach to budgeting as opposed to line-item budgeting and other old techniques. • Establish a consensus on program classification and describe the functional and administrative restructuring needs. • Advise on grouping organizational units within common functions and sub-functions across Government. • Establish the operational linkages of programs and sub-programs across organizational units in the chart of accounts for purposes of accountability. • Establish a progression of other reform actions required towards achieving performance based budgeting. • Describe the general guidelines on the design of expenditure programs across Government. • Explain possible implications in Paraguay's financial legislation/regulatory and institutional framework and the budget process.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of basic concepts in planning and budgeting in the public sector.

PFM Domain	Standards and Leading Practices for Budget Preparation
Course Title	Public Expenditure Analysis
Course Hours/Days	1.5 day/9 hours
Target Audience	The course is intended primarily for senior management and budget analysts responsible of formulating budget policies and evaluating budget performance prior to or the budget preparation process.
Course Description	Demonstrate the understanding of public expenditure analysis to advise the MH policy decision makers on options for reform of budget policy and/or management.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Explain the role of MH in formulating public expenditure policies and

	<p>MDAs implementing the policy guidelines.</p> <ul style="list-style-type: none"> • Explain the importance of public expenditure analysis to assess the level, evolving and composition of public expenditure (i.e., economic, functional) and determine other underlying causes of recurring budget deficits and growing public indebtedness over the past three to five years. • Explain the importance of public expenditure analysis to assess the deviation of actual expenditure (revenue) to originally budgeted expenditure (revenue) on the aggregate and details by MDA. • Explain the importance of public expenditure analysis to assess matters relating to equity and allocative and operational efficiency of total expenditure of Government and by MDAs and geographical locations. • Provide the MH with a view on whether (a) the existing budget policies are sustainable or efficient, (b) the budget is aligned with policy objectives, and (c) budgetary processes support effective implementation and policy outcomes. • Provide the MH with a view on the quality of budget policy and management and prepare policy notes with changes proposed to budget policy and spending ceilings.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Comprehension of development planning and budget policies.

DRAFT COURSE OUTLINES – SOFT SKILLS AND IT TRAINING

Program Title	Communication Skills Training
Course Title	Technical Writing
Course Hours/Days	12 hours/2 days
Target Audience	This course is intended for staff engaged in business correspondence and report writing.
Course Description	In this course, participants will learn the skills to prepare and write letters, memos and reports that comply with professional business standards.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • List types of written communication. • Conduct all business correspondence according to professional writing standards. • Prepare a professional report.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Information Technology
Course Title	Microsoft Windows®
Course Hours/Days	12 hours/2 days
Target Audience	This course is intended for all MH and LM staff.
Course Description	This course will provide participants with the basic knowledge and skills needed to work with personal computers using the Microsoft Windows® operating system.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Describe the basics of computers and computer operating systems. • Complete simple administration tasks to utilize the Microsoft Windows® operating system. • Demonstrate the basic procedures for files and folder manipulation in Microsoft Windows®. • Work with digital pictures, drawings and videos.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Information Technology
Course Title	Internet Basics

Course Hours/Days	12 hours/2 days
Target Audience	This course is intended for all MH and LM staff.
Course Description	This course will provide the participants with the knowledge and skills needed to work with the internet, including browsing the web and communicating via e-mail.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Describe the concept of the internet. • Explain the different types of internet connections and how to use them. • Describe the different types of internet browsers and their common features. • Explain the basics of internet searching (browsing) and how to filter the results. • Save and print a web page. • Create a webmail email account.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Information Technology
Course Title	Microsoft Outlook®
Course Hours/Days	12 hours/2 days
Target Audience	This course is intended for all MH and LM computer users, who desire to gain the skills necessary to create e-mail accounts and create, customize, send and receive e-mail messages.
Course Description	Participants will learn the fundamentals of using Microsoft Outlook® to send and receive e-mail messages, and manage their calendar, meetings and contacts.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Describe Microsoft Outlook® and its capabilities as an email application. • Compose and send emails in Microsoft Outlook®. • Create appointments, meetings or events in Microsoft Outlook®. • Create tasks and/or assign tasks in the Microsoft Outlook calendar. • Create and modify contracts and distributions lists in Microsoft Outlook®.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Microsoft Windows® and Microsoft Word®

Program Title	Information Technology
Course Title	Microsoft Word – Level I
Course Hours/Days	12 hours/2 days

Target Audience	Microsoft Windows®
Course Description	This course will provide the participants with the basic knowledge and skills needed to create, edit, and enhance standard business documents using Microsoft Word.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Create simple documents in Microsoft Word. • Navigate and edit Microsoft Word documents. • Format text in Microsoft Word documents. • Create and tailor graphic elements within Microsoft Word. • Create tables in Microsoft Word. • Control page appearance in Microsoft Word.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Microsoft Windows®

Program Title	Information Technology
Course Title	Microsoft Word – Level II
Course Hours/Days	12 hours/2 days
Target Audience	This course is intended for participants who need to learn how to use Microsoft Word to create or modify complex business documents.
Course Description	This course is designed to enable participants to enhance Microsoft Word documents by adding components such as customized lists, tables, charts and graphics.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Personalize the Microsoft Word document environment. • Format illustrations within Microsoft Word. • Perform mail merges utilizing the Mail Merge Wizard in Microsoft Word. • Develop auto tables and indexes in Microsoft Word. • Manage tracked changes within Microsoft Word. • Manage comments within Microsoft Word.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Microsoft Windows® and Microsoft Word®

Program Title	Information Technology
Course Title	Microsoft Excel® - Level I
Course Hours/Days	12 hours/2 days
Target Audience	This course is intended for people working in the banking sector.
Course Description	This course will provide the participants with the basic knowledge and skills needed to work with spreadsheets using Microsoft Excel®.

Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Create basic Microsoft Excel® worksheets and workbooks. • Edit basic Microsoft Excel® worksheets and workbooks. • Format the appearance of Microsoft Excel® worksheets. • Create and perform worksheet calculations. • Format and print Microsoft Excel® workbook contents.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Microsoft Windows®

Program Title	Information Technology
Course Title	Microsoft Excel® - Level II
Course Hours/Days	12 hours/2 days
Target Audience	This course is intended for participants who need to learn how to use Microsoft Excel® to create or modify complex spreadsheets.
Course Description	This course will provide the participants with the basic knowledge and skills needed to create professional spreadsheets using Microsoft Excel®.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Create and apply Microsoft Excel® spreadsheet templates. • Create and format graphic objects in Microsoft Excel® spreadsheets. • Create and calculate advanced formulas in Microsoft Excel® spreadsheets. • Sort and filter data in Microsoft Excel® spreadsheets.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Microsoft Excel® - Level I

Program Title	Information Technology
Course Title	Microsoft Excel® - Level III
Course Hours/Days	12 hours/2 days
Target Audience	This course is intended for participants who need to learn how to use Microsoft Excel® to create or modify complex spreadsheets.
Course Description	This course will provide the participants with advanced knowledge and skills needed to create highly professional spreadsheets using Microsoft Excel®.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Apply advanced analysis techniques to data sets in Microsoft Excel®. • Import and export data into and out of Microsoft Excel®. • Develop and work with multiple workbooks in Microsoft Excel®. • Collaborate on and merge multiple worksheets in Microsoft Excel®. • Create and edit macros in Microsoft Excel®.

Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Microsoft Excel® - Level I and Microsoft Excel® - Level II or equivalent experience

Program Title	Information Technology
Course Title	Microsoft PowerPoint®
Course Hours/Days	12 hours/2 days
Target Audience	This course is intended for MOFP staff who prepare Microsoft PowerPoint® presentations.
Course Description	Participants will acquire the basic knowledge and skills needed to create presentations using Microsoft PowerPoint®.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Customize the Microsoft PowerPoint® interface environment. • Customize a design template in Microsoft PowerPoint®. • Add visual content features to a Microsoft PowerPoint® presentation. • Add special effects to a Microsoft PowerPoint® presentation. • Customize slide show presentations.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	Microsoft Windows®

Program Title	Management Skills Training
Course Title	Problem Solving and Decision Making
Course Hours/Days	24 hours/4 days
Target Audience	This course is intended for those interested in new approaches to solving problems and making decisions using non-traditional ways of thinking.
Course Description	In this course, participants will learn skills to define problems, gather information, and think creatively in order to develop alternative ways of solving a particular problem. They will also learn how to make and implement the best decision.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Discuss the barriers and motives to creative problem solving. • Create alternative solutions. • Think outside the box – in non-traditional ways (be creative).
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Management Skills Training
Course Title	Time and Stress Management
Course Hours/Days	12 hours/3 days
Target Audience	This course is intended for all MOFP employees.
Course Description	In this course, participants will learn the universal principles to organize their time more effectively and thereby reduce stress.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Define time management. • Describe typical time wasters. • Describe the time management system.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

DRAFT COURSE OUTLINES – TRAINING OF TRAINERS PROGRAM

Program Title	Training of Trainers Program
Course Title	Instructional Systems Design
Course Hours/Days	3 hours/.5 day
Target Audience	New or current instructors interested in learning about Instructional Systems Design and application of the ADDIE Model.
Course Description	This course is designed for new and current curriculum designers to assist them in creating effective, dynamic and performance based training materials using Instructional Systems Design Methodology.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Explain the five phases of the ADDIE Instructional Systems Design Model and their output. • Describe the seven principles of adult learning and incorporate them into course design, testing, and delivery.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Training of Trainers Program
Course Title	Curriculum Design and Development
Course Hours/Days	15 hours/2.5 days
Target Audience	New or current instructors interested in learning about Instructional Systems Design and application of the ADDIE Model.
Course Description	This course is designed for new and current curriculum designers to assist them in creating effective, dynamic and performance based training materials using Instructional Systems Design Methodology.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Describe how to conduct a Training Needs Assessment. • Explain the course design and development process. • Write learning objectives that are measurable. • Design activities for training that will create learning that meets learning objectives. • Write course content that supports learning objectives. • Write effective overviews and summaries of content. • Create visuals that support learning objectives. • Write an effective Instructors' Guide. • Evaluate training effectiveness.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish

Pre-requisites	None
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Program Title	Training of Trainers Program
Course Title	Presentation and Facilitation Skills
Course Hours/Days	12 hours/2 days
Target Audience	New or current instructors interested in learning about Instructional Systems Design and application of the ADDIE Model.
Course Description	This course is designed to help trainers effectively deliver dynamic presentations and ensure that the courses, workshops, seminars or lectures are well presented and well received by the participants.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Describe the key adult learning principle and how they impact course delivery. • Make effective training presentations that incorporate adult learning principles. • Effectively facilitate training classes, group interactions and communications that meet the needs of the audience.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Training of Trainers Program
Course Title	Test Writing Workshop
Course Hours/Days	12 hours/2 days
Target Audience	The workshop will be beneficial for instructors responsible for designing, preparing and evaluating examinations.
Course Description	This course is designed to support the instructors of in designing, preparing and evaluating valid tests.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Design a Test Blueprint specifying test content. • Write and review test questions using the Question Writing, Review, and Editing Process. • Using a Modified Angoff Method, determine how many participants will answer a question correctly and set the Examination Pass/Fail Score. • Evaluate test question quality and make necessary adjustments.
Assessment Strategy	Pre and Post-Test
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

DRAFT COURSE OUTLINES – MANAGING FOR RESULTS PROGRAM

Program Title	Management Skills Training
Course Title	Managing for Results – Introductory Course
Course Hours/Days	12 hours/2 days
Target Audience	This course is designed for new and current managers seeking to practice and improve the management of their personnel.
Course Description	This course is designed as a foundational course to guide managers on how best to efficiently and effectively manage the organization’s personnel for maximum productivity.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Explain the challenges and roles of management along with the seven managerial competencies and their importance for managers. • Describe five core management functions and their impact on the organization.
Assessment Strategy	Pre-Program Assessment, end of course test and on-the-job assessment
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Management Skills Training
Course Title	Managing for Results – Managing Communication
Course Hours/Days	12 hours/2 days
Target Audience	This course is designed for new and current managers seeking to improve communication and information management.
Course Description	This course is designed to guide managers on how best to efficiently and effectively manage communications and information for maximum productivity.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Discuss the importance and impact of communication in the workplace. • Define the elements of the communications process. • List the four communications styles and their impact on the workplace. • Describe how to communicate effectively using different mediums.
Assessment Strategy	End of course test and on-the-job assessment
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Management Skills Training
Course Title	Managing for Results – Managing Operations
Course Hours/Days	12 hours/2 days
Target Audience	This course is designed for new and current managers seeking to improve planning and organizing work.
Course Description	This course is designed to guide managers on how best to efficiently and effectively manage planning and organizing work.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • Explain the purpose of business planning and its impact on the organization. • Describe how to execute personnel planning that supports business planning. • Summarize how to execute yearly, monthly and daily work planning to achieve business plans. • Discuss how to deploy performance planning to improve individual performance.
Assessment Strategy	End of course test and on-the-job assessment
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Management Skills Training
Course Title	Managing for Results – Managing Performance
Course Hours/Days	18 hours/3 days
Target Audience	This course is designed for new and current managers seeking to improve employee performance through Performance Management.
Course Description	This course is designed to guide managers on how best to manage and improve employee performance.
Course Objectives	<p>At the end of the course, participants will be able to:</p> <ul style="list-style-type: none"> • List and describe performance management basics. • Explain how to measure and analyze employees' performance. • Discuss how to manage performance through effective use of feedback. • Explain how to effectively practice performance management.
Assessment Strategy	End of course test and on-the-job assessment
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Management Skills Training
Course Title	Managing for Results – Managing Teams

Course Hours/Days	18 hours/3 days
Target Audience	This course is designed for new and current managers seeking to form and manage productive work teams.
Course Description	This course is designed to guide managers on how best to form and manage work teams.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Explain what a team is. • Explain how to create a team. • Describe main phases to understand the team. • List main skills to lead the team. • Communicate effectively with their teams. • Explain how to protect and serve the team. • Discuss how to delegate and monitor the team. • Describe how to manage conflicts and other team problems.
Assessment Strategy	End of course test and on-the-job assessment
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Management Skills Training
Course Title	Managing for Results – Managing Finance
Course Hours/Days	12 hours/2 days
Target Audience	This course is designed for new and current managers seeking manage department finances.
Course Description	This course is designed to guide managers on how best to manage department finances.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Explain how to prepare a budget/resources bid. • Describe how to negotiate and reach agreement on a budget. • Summarize how to monitor a budget. • List ways to control the budget.
Assessment Strategy	End of course test and on-the-job assessment
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None

Program Title	Management Skills Training
Course Title	Managing for Results – Managing Change
Course Hours/Days	12 hours/2 days

Target Audience	This course is designed for new and current managers to support them in guiding their employees through organizational change.
Course Description	This course is designed to guide managers on how best manage organizational change.
Course Objectives	At the end of the course, participants will be able to: <ul style="list-style-type: none"> • Discuss the business purpose of managing change. • List the benefits of planning change. • Describe the core components of implementing change. • Explain the key steps in communicating change.
Assessment Strategy	Post-Program Assessment, end of course test and on-the-job assessment
Course Delivery	Instructor Led Training
Course Language	Spanish
Pre-requisites	None



SUSTAINABLE LEARNING TRANSFORMATION (SLT) OVERVIEW OF TEAM ROLES AND RESPONSIBILITIES (As of May 4, 2015)

MINISTRY OF HACIENDA (MH) TRAINING ADVISORY GROUP (TAG):

The TAG will serve as the spokesperson for the MH, sharing their expertise and opinions to assist the PFM-LAC Team (SLT Subject Matter Expert, Management Specialist, Senior PFM Advisor and PFM Specialist) and the MH and LM Instructional Designers and Instructors with implementing the design, development, delivery and evaluation of budget and non-budget courses. The TAG will review project generated deliverables over the life of the project and provide guidance and expertise. Envisioned responsibilities of the TAG include:

- Review, discuss and provide comments on consultant-generated work.
- Establish training standards and deadlines.
- Perform quality assurance and confirm that project-generated training is appropriate for MH and the Government.
- Coordinate budget and non-budget related training on behalf of the Government.
- Provide comments on:
 - TNA Report and Recommendations
 - Course Outlines
 - Training Plan and Schedule
 - Learning Design Worksheets
 - Policies, procedures and forms.
- Review final course materials, such as content, tests, information and educational guides and on-the-job checklists (if deemed necessary).

SLT SUBJECT MATTER EXPERT (Diana Osinski):

Responsible for guiding the PFM-LAC Team, TAG and MH and LM Instructional Designers and Subject Matter Experts through the Instructional System Design process to produce quality performance-based courses in compliance with agreed upon standards and deadlines. Responsibilities will include:

- Provide the necessary instruction and tools to produce performance-based instructional materials and activities.
- Guide MH and LM Instructional Designers and Subject Matter Experts to apply adult learning principles into plans for instructional materials and activities.
- Work with CEAMSO Training Specialist, MH Training Lead, MH and LM Instructional Designers and Subject Matter Experts to assure that all participant material adheres to the approved course design.
- Provide feedback on instructional materials, activities and training delivery.
- Organize practice sessions for instructors to prepare for course delivery.

Note: The SLT Subject Matter Expert will be supported by the Management Specialist, Kelly Connors.

SENIOR PFM ADVISOR (Jorge Shepherd):

Responsible for ensuring the accuracy of budget training concepts, content and course delivery. Responsibilities will include:

- Provide relevant information and resources to the PFM-LAC Team, and the MH and LM Instructional Designers during the instructional design process.
- Share experience and content knowledge to support the MH and LM Instructional Designer build training content that is aligned to course objectives and relevant to the target audience.
- Support the instructor to plan the content delivery of the training program.
- Review and provide feedback to PFM-LAC Team and MH and LM Instructional Designers on the course design, instructional materials and activities.
- May also perform the MH and LM Instructional Designer's role as needed.

Note: The Senior PFM Advisor will be supported by the PFM Specialist, Luis Paniagua and MH's Budget Specialist Elba Mencia.

CEASMO TRAINING SPECIALIST (To be determined):

Supports the PFM-LAC Team, and MH and LM Instructional Designers and Instructors to produce and deliver quality performance-based courses in compliance with standards and deadlines. Responsibilities typically include:

- Support the MH Training Lead.
- Review submitted materials to ensure compliance with agreed plans and training standards for instructional materials and activities.
- Support budget and non-budget course design, development, delivery and evaluation of MH and LM training.
- Maintain integrity of Instructional System Design templates.
- Remind MH and LM Instructional Designers and MH and LM Subject Matter Experts of instructional materials deadlines.
- Manage reproduction of finalized materials.
- Manage all course related logistics.

MH TRAINING LEAD (Maria Victoria Martinez):

Supports the SLT SME, Management Specialist, Senior PFM Advisor, PFM Specialist and MH and LM Instructional Designers and Instructors to produce and deliver quality performance-based courses in compliance with standards and deadlines. Responsibilities typically include:

- Review submitted materials to ensure compliance with agreed plans and standards for instructional materials and activities.
- Oversee budget and non-budget course design, development, delivery and evaluation for MH and LM training.
- Maintain integrity of Instructional System Design templates.
- Remind MH and LM Instructional Designers and MH and LM Subject Matter Experts of instructional materials deadlines.
- Oversee reproduction of finalized materials.
- Oversee all course related logistics.

MH AND LM INSTRUCTIONAL DESIGNERS AND INSTRUCTORS (To be determined):

Perform all activities necessary to develop instructional materials as well as deliver them. Responsibilities typically include:

- Gather and analyze information to build the desired knowledge and skills to prepare course content.
- Prepare the Learning Design Worksheet and draft course materials in compliance with defined standards and within agreed upon deadlines.
- Prepare the course materials required at each stage of the instructional development process:
 - Participant Guide,
 - PowerPoint Slides,
 - Pre- and Post-Tests and
 - Instructor's Guide.
- Revise course materials according to feedback provided by the TAG and the PFM-LAC Team.



**MINISTRY OF HACIENDA TRAINING LEAD SELECTION CRITERIA
(As of May 4, 2015)**

MINISTRY OF HACIENDA TRAINING LEAD	
Scope of Responsibilities	The Ministry of Hacienda Training Lead will work closely with the PFM-LAC Project Team and CEAMSO's Training Specialist to implement Deloitte's CYPRESS© Sustainable Learning Transformation Solution to assess, design, develop, deliver and evaluate performance based budget training. The program will initially focus on priority areas identified by the PFM-LAC Training Needs Assessment.
Responsibilities	<ul style="list-style-type: none"> • Establish and build productive relationships with PFM-LAC project personnel, Training Advisory Board, interested stakeholders and trainers; • Assist in attracting, selecting, developing, motivating and effectively utilizing a cadre of budget trainers; • Design, develop and deliver budget courses and materials to assist Ministry of Hacienda and Line Ministry personnel and other stakeholders understand and apply targeted knowledge and skills consistently; • Manage curriculum development, ensuring that all course materials are professional and performance-based along with meeting quality standards; • Implement and utilize adult learning principles; • Establish administrative process and procedures to manage the PFM-LAC PFM training programs efficiently ; and • Research current and future training trends regularly (and formally on an annual basis).
Education and Training	<ul style="list-style-type: none"> • University degree • Courses in adult learning principles and instructional systems design. (Adult learning principles/instructional systems design knowledge will be considered an advantage along with previous work with similar projects.) • Courses in administrative/managerial theory (Desirable)
Work Experience	Training generalist with three to five years' progressively responsible experience in a supervisory capacity.
Computers/ Software	Demonstrates strong computer skills, including proficiency in word processing, spreadsheet applications and presentation software (Microsoft Word, Excel and PowerPoint).
Competencies/ Knowledge	Instructional Systems Design: <ul style="list-style-type: none"> • Adult Learning Principles (Desirable) • Evaluation (Desirable) • Instructional Systems Design (Desirable) • Instructional Writing (Desirable) • Statistics (Desirable)

MINISTRY OF HACIENDA TRAINING LEAD	
	Technical: <ul style="list-style-type: none"> • Public Financial Management Processes and Practices (Desirable) • Accounting and Reporting Policy and Procedures (Desirable)
Competencies/ Skills	<ul style="list-style-type: none"> • Analytical • Communication (Verbal and Written) • Computer and word processing, spreadsheet and graphic software • Facilitation • Interpersonal • Leadership • Presentation • Project Management • Selling/Soliciting • Teamwork • Time Management



**CEAMSO TRAINING SPECIALIST CRITERIA
(As of May 4, 2015)**

CEAMSO TRAINING SPECIALIST	
Scope of Responsibilities	The CEAMSO Training Specialist will work closely with the PFM-LAC Project Team and the Ministry of Hacienda’s Training Lead to implement Deloitte’s CYPRESS© Sustainable Learning Transformation Solution to assess, design, develop, deliver and evaluate performance based budget training. The program will initially focus on priority areas identified by the PFM-LAC Training Needs Assessment.
Responsibilities	<ul style="list-style-type: none"> • Establish and build productive relationships with PFM-LAC project personnel, Ministry of Hacienda’s Training Lead, Training Advisory Board, interested stakeholders and trainers; • Assist with attracting, selecting, developing, motivating and effectively utilizing a cadre of budget trainers; • Support the design, develop and deliver budget courses and materials to assist Ministry of Hacienda and Line Ministry personnel and other stakeholders to understand and apply targeted knowledge and skills consistently; • Support curriculum development, ensuring that all course materials are professional and performance-based along with meeting quality standards; • Implement and utilize adult learning principles; • Support administrative process and procedures to manage the PFM-LAC PFM training programs efficiently ; and • Research current and future training trends regularly (and formally on an annual basis).
Education and Training	<ul style="list-style-type: none"> • University degree • Courses in adult learning principles and instructional systems design. (Adult learning principles/instructional systems design knowledge will be considered an advantage along with previous work with similar projects.) • Courses in administrative/managerial theory (Desirable) • Excellent written and verbal skills in English and Spanish.
Work Experience	Training generalist with three to five years’ progressively responsible experience in a supervisory capacity.
Computers/ Software	Demonstrates strong computer skills, including proficiency in word processing, spreadsheet applications and presentation software (Microsoft Word, Excel and PowerPoint).
Competencies/ Knowledge	Instructional Systems Design: <ul style="list-style-type: none"> • Adult Learning Principles (Desirable) • Evaluation (Desirable)



CEAMSO TRAINING SPECIALIST	
	<ul style="list-style-type: none"> • Instructional Systems Design (Desirable) • Instructional Writing (Desirable) • Statistics (Desirable) Technical: <ul style="list-style-type: none"> • Public Financial Management Processes and Practices (Desirable) • Accounting and Reporting Policy and Procedures (Desirable)
Competencies/ Skills	<ul style="list-style-type: none"> • Analytical • Communication (Verbal and Written) • Computer and word processing, spreadsheet and graphic software • Facilitation • Interpersonal • Leadership • Presentation • Project Management • Selling/Soliciting • Teamwork • Time Management

PFM-LAC WORK PLAN (As of MAY 2, 2015)

Draft PFM-LAC Paraguay Workplan (As of May 2, 2015)*

	MARCH			APRIL				MAY				JUNE			JULY						
	9-13	16-20	23-27	30-3	6-10	13-17	20-24	27-1	4-8	11-15	18-22	25-29	1-5	8-12	15-19	22-26	29-3	6-10	13-17	20-24	27-31
Training Needs Assessment and Training Plan	Deloitte Funded																				
Conduct desk review																					
Collect qualitative data																					
Collect quantitative data																					
Analyze data																					
Prepare report																					
Prepare Training Plan																					
Present Report and Plan																					
Reach agreement on Action Items and Training Plan																					
Expand Training Committee (Training Advisory Board)	Deloitte Funded																				
Expand committee/board																					
Prepare and conduct first meeting																					
Reach agreement (roles, responsibilities and schedule)																					
Selection and Preparation of Instructors (Cohort 1)	Deloitte Funded																				
Draft selection criteria and selection protocol																					
Board approves selection criteria and protocol																					
Release criteria and protocol																					
Collect applications																					
Review and select instructors																					
Notify instructors																					
Secure Commitment Letters																					
Training of Trainers Program	Deloitte Funded																				
Conduct Instructional Systems Design																					
Conduct Curriculum Design and Development																					
Conduct Test Writing Workshop																					
Conduct Presentation and Facilitation Skills																					
Curriculum Development (Cohort 1)	Deloitte Funded																				
Instructors draft Learning Design Worksheet (LDW)																					
Training Advisor and SME review LDW																					
Board reviews and approves LDW																					
Instructors draft Participant Guide																					
Instructors draft PowerPoint Slides																					
Instructors build Test Blueprint																					
Instructors draft test questions																					
Instructors prepare for presenting																					
Instructors begin presenting courses																					
Standard Operations Procedure Manual	Deloitte Funded																				
Draft Policies (Analysis, Design and Development)																					
Draft Policies (Delivery and Evaluation)																					

LEGEND:

	PFM-LAC Team On-site Work
	PMF-LAC Off-site Work
	CEAMSO Lead Work
	Training of Trainers Program
	PFM-LAC Team Off-site
	Holidays

*Note: This is a Draft Work Plan that is subject to change. It will be reviewed, discussed and finalized before the implementation of the Sustainable Learning Transformation.

Training of Trainers Program:	
Course 1: Instructional Systems Design	1 day
Course 2: Curriculum Design and Development	2 days
Course 3: Test Writing Workshop	2 days
Course 4: Presentation and Facilitation Skills	2 days

Draft PFM-LAC Paraguay Workplan (As of May 2, 2015)*

	AUGUST				SEPTEMBER				OCTOBER				NOVEMBER			DECEMBER					
	3-7	10-14	17-21	24-28	31-4	7-11	14-18	21-25	28-2	5-9	12-16	19-23	26-30	2-6	9-13	16-20	23-27	30-4	7-11	14-18	21-25
Training Needs Assessment and Training Plan	MSI Funded																				
Conduct desk review																					
Collect qualitative data																					
Collect quantitative data																					
Analyze data																					
Prepare report																					
Prepare Training Plan																					
Present Report and Plan																					
Reach agreement on Action Items and Training Plan																					
Expand Training Committee (Training Advisory Board)	Deloitte Funded																				
Expand committee/board																					
Prepare and conduct first meeting																					
Reach agreement (roles, responsibilities and schedule)																					
Selection and Preparation of Instructors (Cohort 1)	Deloitte Funded																				
Draft selection criteria and selection protocol																					
Board approves selection criteria and protocol																					
Release criteria and protocol																					
Collect applications																					
Review and select instructors																					
Notify instructors																					
Secure Commitment Letters																					
Training of Trainers Program	Deloitte Funded																				
Conduct Instructional Systems Design																					
Conduct Curriculum Design and Development																					
Conduct Test Writing Workshop																					
Conduct Presentation and Facilitation Skills																					
Curriculum Development (Cohort 1)	Deloitte Funded																				
Instructors draft Learning Design Worksheet (LDW)																					
Training Advisor and SME review LDW																					
Board reviews and approves LDW																					
Instructors draft Participant Guide																					
Instructors draft PowerPoint Slides																					
Instructors build Test Blueprint																					
Instructors draft test questions																					
Instructors prepare for presenting																					
Instructors begin presenting courses																					
Standard Operations Procedure Manual	Deloitte Funded																				
Draft Policies (Analysis, Design and Development)																					
Draft Policies (Delivery and Evaluation)																					

- LEGEND:**
- PFM-LAC Team On-site Work
 - PFM-LAC Off-site Work
 - CEAMSO Lead Work
 - Training of Trainers Program
 - PFM-LAC Team Off-site
 - Holidays



PFM-LAC CAPACITY BUILDING COMMUNICATION PLAN (As of APRIL 17, 2015)

No.	Lead	Support	Stakeholder Group (Audience)	Communication Title/ Description	Objectives (Core Messages)	Channel	MH Approver	Owner (Sender)	Frequency	Status	Estimated Start Date	Estimated Distribution Date	Dependencies
Phase 1													
1	PFM-LAC Team	Key Stakeholder Group	MH and LM (All)	Introducing the PFM-LAC Project and Team	To formally introduce PFM-LAC project and team to MH and begin awareness efforts.	MH Web Portal and Quarterly Newsletter (and follow up email)	Key Stakeholder Group/Mr. Lovera	PFM-LAC Team	Once	Not Started	TBD	TBD	• Receipt of web portal template • Receipt of newsletter template • Key Stakeholder Group approval
2	PFM-LAC Team	Key Stakeholder Group	Department Heads-MH and LMs (All)	MH Budget Competency and Institution Capacity Survey Results (for senior management)	To sensitize all of MH and LM senior management to PFM-LAC Project (e.g., PFM-LAC Kick off with rest of MH and LM). Specifically, provide an overview of the: • PFM-LAC project and team (emphasis on TNA) • Review of TNA process, targeted competencies and targeted MH and LMs • Explanation of TNA results • Overview of TOTP and what's to come over the next six months • Discuss "What's in it for me?"	Email: Memorandum	Key Stakeholder Group/Mr. Lovera (TBD)	PFM-LAC Team/Key Stakeholder Group	Once	Not Started	TBD	TBD	• Key Stakeholder Group approval
3	PFM-LAC Team	Key Stakeholder Group	MH Staff (All) - and copy Department Heads-MH and LMs	MH Budget Competency Survey and Institution Capacity Survey Results (for staff)	To sensitize all MH and LM staff to PFM-LAC (e.g., PFM-LAC Kickoff with rest of MH and LM) project. Specifically, provide an overview of the: • PFM-LAC project and team (emphasis on TNA) • Review of TNA process, targeted competencies and targeted MH and LMs • Explanation of TNA results • Overview of TOTP and what's to come over the next six months • Discuss "What's in it for me?"	Broadcast Email: Memorandum	Key Stakeholder Group/Mr. Lovera (TBD)	PFM-LAC Team/Key Stakeholder Group	Once	Not Started	Once	Once	• Key Stakeholder approval
Phase 2													
4	PFM-LAC Team	TC/TAB	Department Heads-MH and LMs (All)	MH SLT Training of Trainers Program Announcement and Information Memo on Participant Solicitation, Application and Selection Process	To alert Department Heads-MH and LMs of the upcoming solicitation announcement to attract and select participants for the TOTP.	Email: Memorandum	TC/TAB	PFM-LAC Team/TC/TAB	Once	Not Started	TBD	TBD	• TC/TAB approval
5	PFM-LAC Team	TC/TAB	MH (All)	MH SLT Training of Trainers Program Announcement and Solicitation Announcement for Applications	To announce TOTP and open application process for interested candidates	• Broadcast Email: Memorandum • MH Intranet Site (link and pop-up) • Flyers (posted in strategic areas around MH)	TC/TAB	PFM-LAC Team/TC/TAB	Once	Not Started	TBD	TBD	• TC/TAB approval
6	PFM-LAC Team	TC/TAB	Department Heads-MH and LMs (All)	MH SLT Training of Trainers Program - Announcement of Participants	To alert Department Heads-MH and LMs of TOTP participant selections and inform them of their approval to release selected staff	Email: Memorandum	TC/TAB	PFM-LAC Team/TC/TAB	Once	Not Started	TBD	TBD	• TC/TAB approval
7	PFM-LAC Team	TC/TAB	MH (All)	MH SLT Training of Trainers Program - Announcement of Instructors	To announce TOTP accepted participants	Broadcast Email: Memorandum	TC/TAB	PFM-LAC Team/TC/TAB	Once	Not Started	TBD	TBD	• TC/TAB approval
9	PFM-LAC Team	TC/TAB	MH (All)	Budget Prep Training Course Offerings	To announce upcoming Budget Prep courses that were produced through the TOTP	MH Web Portal and Quarterly Newsletter (and follow up email)	TC/TAB	PFM-LAC Team/TC/TAB	Once	Not Started	TBD	TBD	• TC/TAB approval • MH Comms newsletter publication
10	PFM-LAC Team	TC/TAB	MH (All)	Future Budget Prep Training Course(s)	To build awareness around upcoming Budget Prep courses	MH Web Portal and Quarterly Newsletter (and follow up email)	TC/TAB	PFM-LAC Team/TC/TAB	Once	Not Started	TBD	TBD	• TC/TAB approval • MH Comms newsletter publication
Phase 3													
11	PFM-LAC Team	Training Department	MH (All)	Budget Preparation Training Course(s) Registration Announcement	To open first Budget Prep course from TOTP for participant registration	Training Department (TBD)	TC/TAB	PFM-LAC Team/TC/TAB	Once	Not Started	TBD	TBD	• TC/TAB approval