

**PROGRAM FOR CITIZEN SAFETY: CRIME AND VIOLENCE PREVENTION**

**(UR-0118)**

**EXECUTIVE SUMMARY**

**BORROWER AND  
GUARANTOR:** Eastern Republic of Uruguay

**EXECUTING AGENCY:** Ministry of the Interior

**AMOUNT AND SOURCE:**

IDB (OC):	US\$17.5 million	70%
Local counterpart funding:	<u>US\$ 7.5 million</u>	30%
Total:	US\$25.0 million	100%

**FINANCIAL  
TERMS AND  
CONDITIONS:**

Amortization period:	20 years
Grace period:	5 years
Disbursement period:	4.5 years
Interest rate:	variable
Inspection and supervision:	1%
Credit fee:	0.75%
Currency:	United States dollar under the Single Currency Facility

**OBJECTIVES:** The overall objective of the program is to prevent and deal with interpersonal violence and to reduce the perception of insecurity in Uruguay. To accomplish this goal, the program will build up institutional capacity and spur the active participation of civil society and community organizations, particularly those that are youth-oriented.

**DESCRIPTION:** The program will be divided into three subprograms: (i) building up institutional capacity, (ii) young people as agents of prevention, and (iii) community-based prevention initiatives, as described below:

1. Subprogram A: Building up institutional capacity  
(US\$6,439,000)

This subprogram will establish an institutional base from which to expand capacity to design and implement policies and programs concerned with crime and violence, as part of a multisector strategy that would bring civil society organizations into the process. It will afford technical assistance for the institutional development of bodies in the following areas: (i) Dirección Nacional de Prevención del

Delito [National Department of Crime Prevention] (DNPd) and other key agencies, (ii) prevention policing, and (iii) domestic violence prevention and assistance.

2. Subprogram B: Young people as prevention agents  
(US\$14,157,000)

This subprogram seeks to lay the groundwork for developing a sound culture of violence prevention, recognizing that early intervention through preventive activities is more cost-effective and produces a greater impact. Financing will be provided for preventive activities in and outside of education centers that are directed at children and young people up to 29 years of age, as well as the rehabilitation of young offenders between the ages of 18 and 29, through the development of a new model of services for this target group. The subprogram will consist of two components: (i) *Young people in high-risk areas*, to include training and instruction for teachers at the preschool level and of primary and secondary schools in areas considered to be socially high risk, and the strengthening of existing programs in the country that target young people at risk of becoming delinquents, and (ii) *Centro Nacional de Rehabilitación Juvenil* [National Juvenile Rehabilitation Center] (CNRJ), in which an unused psychiatric hospital will be converted into a halfway house and a model will be designed for services for the inmate population to make it easier for offenders to reintegrate effectively into society.

3. Subprogram C: Community crime prevention initiatives (US\$1,316,000)

This subprogram will encourage civil society to become actively involved in crime and violence prevention, with a focus on areas in which the incidence of conflict and social risk is highest. It will set up: (i) *two Pilot Prevention Centers (PPC)*, that will serve as testing grounds for crime prevention strategies, working closely with public and private services at the local level; and (ii) *Fund for local crime prevention activities*, that will finance, with funds awarded by competition, the promotion, development, and implementation of local strategies proposed by communities for crime and violence prevention.

THE BANK'S  
COUNTRY AND  
SECTOR STRATEGY:

The present program would advance the Bank's strategy insofar as it seeks to preclude a deterioration in the human capital base and to reinforce sustainable

socioeconomic development by lowering specific social risk factors that have been shown to cause violent behavior and increase the incidence of crime. By promoting community-based initiatives, and the strengthening and mutual coordination of neighborhood associations, the program will also help mobilize civil-society.-

As a timely response to the new challenges facing the Uruguayan government, this project will be one of the first of its type to be considered by the Bank. Also, given the importance that the incidence of crime and violence has taken on in the region, the Bank has been actively broaching this subject, sponsoring conferences and seminars with international experts to stimulate public dialogue and the development of appropriate strategies.

**ENVIRONMENTAL  
SUMMARY:**

The program will not cause any adverse environmental effects and therefore no special analysis was requested (see paragraph 4.20).

**BENEFITS:**

Establishing a sound prevention network that involves the State and civil society would help to control and in time substantially reduce violence and crime in the country. This benefit would instill greater social harmony in the country and significantly lower the social and economic costs associated with urban and domestic violence and crime.

**RISKS:**

*Limited experience of the DNPd.* The DNPd, which would be in charge of ensuring the continuity of the actions supported under program, is a relatively new department within the Ministry of the Interior, handling a nontraditional area in which it has not had any experience with projects of this scope. To meet this challenge, the program will: (i) provide technical strengthening for the DNPd's administrative and coordinating capacities to supplement the training in procurement and development project management financed under the Project Preparation Facility; and (ii) have a sound system of monitoring and follow-up for the operation, including the use of annual operating plans.

*Efficient workings of the CNRJ in the future.* Given the concern that now exists in Uruguayan society over the incidence of recidivism, the judicial authorities have been reluctant to authorize the temporary release of offenders, even in the case of those who are fully eligible for this privilege. This concern could therefore translate into underutilization of the Center in the short run. This risk will be

minimized through an aggressive campaign to sensitize public officials at levels to the program as a whole, with information on its effects, objectives, and expected results. Fully implementing the program will contribute to a growing perception of greater security amongst the population. At the same time, ~~having a program that functions within the CNRJ that~~ may contribute to more effective reintegration by the target group will have a favorable demonstration effect that motivates actors in the administrative, judicial, and law enforcement systems to make full use of it.

**SPECIAL  
CONTRACTUAL  
CONDITIONS:**

Conditions precedent to the first disbursement

- a. Evidence that the Coordination Unit (CU) is functioning with the necessary resources (see paragraph 3.5).
- b. Entry into force of the Operating Regulations previously agreed on with the Bank (see paragraph 3.7).
- c. Submission of the annual operating plan (AOP) for year one of the program (see paragraph 3.10).

Other contractual conditions

- a. As a condition precedent to the first disbursement of the CNRJ component, submission of detailed design for the civil works (see paragraph 3.10).
- b. Within six months of the effective date of the contract, the executing agency shall submit to the Bank the approved regulations for the DNPd to include the activities envisaged in the Operating Regulations (see paragraph 3.3).
- c. Within 60 days of the close of each calendar year, the executing agency shall submit to the Bank the AOP for the following year, together with an analysis of the quantitative and qualitative results of the present year (see paragraph 3.10).
- d. For at least five years after the date of the final disbursement, the executing agency shall submit to the Bank each year the information on the impact indicators described in the logical framework (see paragraph 3.26).

**POVERTY TARGETING  
AND SOCIAL  
CLASSIFICATION:**

The program is not geared specifically to poverty reduction, and as such cannot be classified as poverty targeted in accordance with paragraph 2.15 of the Eighth Replenishment document (AB-1704). However, many of the prevention activities it entails will help to reduce the levels of exclusion and poverty. For instance, training in basic skills, in preparation for the working world, and in nonviolent dispute settlement techniques will contribute to the integration into society of young people at risk as well as offenders who generally come from low-income homes. Hence, the activities to prevent domestic violence and to assist its victims will benefit poor households proportionately (see paragraph 4.16).

Since the program will have a favorable impact in terms of improving the quality of life of the population, it can be considered as contributing to social equity as specified in paragraph 2.13 of the Eighth Replenishment document (paragraph 4.17).

**EXCEPTIONS TO  
BANK POLICY:**

See following section "Procurement of Goods and Services".

**PROCUREMENT OF  
GOODS AND  
SERVICES:**

It is recommended that international competitive bidding be used for procurement valued at more than US\$2 million in the case of construction works and US\$250,000 in the case of goods. To speed up program execution, the Bank will supervise the process by means of ex post spot checks in the case of consulting services contracts valued at less than US\$50,000 for individual consultants and US\$100,000 for consulting firms and in the case of the procurement of goods for contracts valued at less than US\$50,000 (see paragraphs 3.15, 3.16, and 3.17).

As an exception to the competitive procedure for the hiring of consultants, it is recommended that the United Nations Development Programme (UNDP) be hired directly to administer the awarding of consulting services contracts for the present operation. The UNDP will arrange for all contracting of consultants or any other necessary activities, in accordance with Bank procedures. This exception conforms to the provisions of section GS-403 of the Procurement Manual (see paragraph 3.18).

## I. FRAME OF REFERENCE

### A. Violence as a threat to development

- 1.1 Since the 1980s, the Americas have witnessed a sustained increase in the level of personal violence, with an average of 20 murders per 100,000 inhabitants, earning it the reputation of the world's most violent region. The Pan American Health Organization reports that there are more than 1,500 deaths each day in Latin America stemming from acts of violence. Worse still, criminal activity and violence not only pose a threat to the quality of life and the well-being of the population: they can also impede economic progress in countries in the region.
- 1.2 If this violence is not ended, day-to-day conditions are likely to become uncertain and consequently inappropriate for development activities. In addition to their destabilizing influence, criminal activity and violence cause *real economic losses*, estimated at approximately US\$15 billion, in lost wealth and income, or 2% of gross product in the region. 1/ Individually, the costs of protection and the direct effects of crime equal around 6% of product in the United States and 13% in Colombia. 2/ The proliferation of violence is perceived by foreign investors to increase the risks and acts as a disincentive to foreign investment. Also, scarce public resources are shifted away from productive ends to protect society, punish criminals, and treat and assist victims.
- 1.3 Children and young people are unable to develop to their true potential in a troubled learning environment, as occurs with increasing frequency in situations of violence. Young people do not acquire the skills that are needed to find employment in the labor market, and their productive capacity is adversely affected for their entire adult life, with the result that a fertile breeding ground is created for social disorder and violence. This situation is exacerbated in families where aggression and violence are common forms of expression. In fact, "children and young people that are the target of abuse and mistreatment are more likely to be arrested later in life for criminal acts and violence than those not subject to abuse". 3/ Far too often, young

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1/ See "Crime and Violence as Development Issues in Latin America and the Caribbean" prepared by the World Bank for a seminar on the "Challenge of Urban Violence" cosponsored by the IDB and the state of Rio de Janeiro in Rio de Janeiro, in March 1997.

2/ "Towards an integrated development focus: ethics, violence, and citizen safety", Inter-American Development Bank, Washington, D.C., February 1996, p.7.

3/ In Violence and the Family, Washington, D.C.: American Psychological Association, 1996, p. 52.

people are victims or turn to criminal activities as adults, thus creating a *vicious circle* that perpetuates the violence, with an increasing toll on human capital.

- 1.4 In cities where criminal violence has reached epidemic proportions, *public services - the courts, law enforcement, and emergency medical services - are stretched to the limit.* In this last area, the quality and coverage of other health services may suffer as an increasingly greater share of the nation's human, technological, and financial resources must be diverted to emergency, rather than preventive, care.
- 1.5 Ultimately, crime and violence undermine society's confidence in the very institutions that serve and protect it, contributing thereby to a *debilitation of a system's democratic foundation*, with the result that certain segments of the population look to alternatives for meeting their basic social and economic needs.

B. Uruguay: Disturbing trends

- 1.6 Uruguay views with deep concern the growing violence in the region. Although it has not experienced violence of the scope and magnitude found in other countries, Uruguay has seen an upsurge in the number of violent criminal acts, leading to a *growing feeling of public insecurity*. As a result, the issue of citizen safety has assumed top priority on the national agenda. This is the right time to come up with strategies and preventive programs before crime and violence escalate to epidemic proportions as has happened in other urban centers in the region. The nature of this violence that has become a source of considerable concern in the country is described in the following paragraphs.
- 1.7 *Violence on the rise.* Although there are relatively few longitudinal statistics on the incidence of violent behavior, <sup>4/</sup> available data show that in the last 10 years the number of assaults accompanied by threats of physical violence ("*rapiña*") has doubled in urban areas of the country. During the last decade, the homicide rate rose by 60%, a staggering statistic given the low rate (7.3%) at which the population has grown over the same period. The data refer exclusively to crimes reported nationally, however, and may in fact be lower than the actual number of violent crimes and acts (see Table I-1).

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<sup>4/</sup> Statistics on crime leave much to be desired in virtually every country of the world. This is due to a variety of reasons including crimes not always being reported by the victims, insufficient data from systematic studies, and methodological shortcomings in data analysis.

- 1.8 **Young offenders.** One of the most alarming signs is the low average age of the perpetrators of violence and violent crimes. In Uruguay, the average age of all offenders sentenced to jail for theft, homicide, and assault alone is 27. <sup>5/</sup> This figure is particularly disquieting when compared

**Table 1-1**  
**Risk Factors Contributing to Violent Behavior**

*An epidemiological study on violence and crime in Montevideo and Canelones was conducted during preparation of the program. Recognizing the many underlying causes of violence, the following risk factors were pinpointed as being the most significant: alcohol abuse, firearms, domestic violence, unemployment particularly amongst young people, and a lack of confidence in the police and/or the judicial systems to settle conflict, with the result that crime goes unpunished.*

with the age composition of the population. For instance, 45% of the country's prison population (3,786), or approximately 1,700 young men, are between the ages of 18 and 29, whereas this age group represents only 19% of the total population (as of December 1997). Another phenomenon reported is the recent growth in the number of youth gangs, especially in the poorer areas of Montevideo. The police and social workers attribute this increase in violence by minors to such factors as the proliferation of firearms, drug use and drug trafficking, and idleness. Idleness can in turn be ascribed mainly to a failure to integrate into society, due in part to conditions in the labor market where juvenile unemployment stands around 28%, as well as the formal education system, which is marked by high dropout rates (approximately 11% in secondary school and as high as 25% in the Universidad del Trabajo de Uruguay, the institution responsible for technical education.

- 1.9 At the present time, there are 1,106 young men between 18 and 30 confined in the Santiago Vásquez Prison Complex (COMCAR), the country's largest prison establishment, where over 45% of the prison population is held. Built in the 1980s to house a maximum of 800 inmates, COMCAR now is overcrowded, with more than 1,700 prisoners. The cells, originally designed for three prisoners at most, hold as many as eight. This overcrowding prevents the

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<sup>5/</sup> In Uruguay, the term "inmate" refers only to those prisoners 18 years or over in institutions operated by the Ministry of the Interior, owing to the fact that under the present criminal code only individuals 18 years of age and older may be charged. The International Convention on the Rights of the Child and national legislation require that young offenders (minors) be physically separated from adult offenders. Offenders under 18 who are imprisoned are held in the Instituto Nacional del Menor (INAME). If this segment of the offender population is included, the average age drops from 27 to 21 years.



Uruguayan prison system from functioning as a progressive system, 6/ in which the prison population would be segregated so that, for instance, first-time offenders are not placed together with habitual offenders or those at different stages of their sentence do not share the same space.

- 1.10 ~~The size of the prison population makes it impossible~~ for adequate professional assistance to be provided. The National Institute of Criminology [Instituto Nacional de Criminología] (INACRI), an agency that comes under the Dirección Nacional de Cárceles (DNC), is responsible for providing professional assistance to inmates. It has a total of 77 professionals to minister directly to a prison population of 2,015 in Montevideo and San José. To illustrate this point COMCAR has only one psychologist to work with 82 inmates. In addition, the remuneration received by these professionals is low, which prevents them from devoting their time exclusively to this pursuit. COMCAR, in actual fact, has one full-time psychologist for every 235 inmates. The lack of specialized training for INACRI's technical staff further affects the quality and effectiveness of the treatment offered. This situation is exacerbated by the fact that prison staff, who spend most of their time with the inmates, are senior police officers without the training required for this task.
- 1.11 As to education, there are no permanent structured activities to support the prison population although many inmates are seriously handicapped in this area - nearly 60% of the prison population has had only primary school and nearly one half are considered functionally illiterate. Also severely limited are other opportunities for rehabilitation at these establishments, such as vocational training and cognitive components to modify attitude, values, or beliefs that lead to antisocial behavior, as well as recreational activities and sports. The limitations make it very difficult for inmates to rejoin society and reduce their productive potential. This situation has resulted in a recidivist rate of over 50%.
- 1.12 **Domestic violence.** As in other countries of the region, the issue of domestic violence has gained higher visibility and attention by the Uruguayan government. In the last 15 years, women's nongovernmental organizations (NGOs) in the country have been working to tackle and publicize the problem of violence in the home, which had remained concealed for many years, and to offer services for the victims. Thanks, mainly, to the pressure brought to bear by these organizations, the Commissioner for the Defense of

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6/ In a progressive system, incarceration goes from periods of severe restrictions on freedom (i.e. a lock-up system) to minimal restrictions, that allow the inmate to be released for short periods but with the obligation to return when the leave period is over.

Women and the Family was created in 1988, with a team of trained staff. Subsequently, the Center for Victims of Family Violence was set up within the Ministry of the Interior. In 1995, domestic violence was recognized for the first time as a crime (see paragraph 1.18).

- 1.13 A survey of 545 households in Montevideo and Canelones in November 1997 found that in almost one half of the homes (47.3%), married women or female companions had suffered some sort of violence, ranging from very slight to very severe, at the hands of their partner during the preceding year. Amongst women subjected to violence, 22.7% have been victims of extreme violence (frequent psychological abuse; sexual or physical abuse). More than half of these women are the victims of physical aggression at least once a month.
- 1.14 These figures are disturbing because although the proportion of women who suffer some form of abuse is lower say than in Nicaragua or Chile, countries in which similar studies have been conducted, the proportion of victims of severe violence and the frequency of these episodes is higher than in these other countries. It was also observed that violence occurs in all segments of society, with psychological abuse being most frequent in the middle and upper social classes and severe physical abuse being most frequent in the middle and lower classes. It was also noted that there is a greater proportion of households with physical and sexual violence in Canelones than in Montevideo and that this form of violence tends to go unreported.
- 1.15 The results of this survey point to the pressing need for public policies that address the problem as well as preventative and victim care programs. Despite the growing demand, existing service providers are prevented by financial constraints from improving the quantity and quality of assistance for victims of domestic violence.
- 1.16 As to violence against children and adolescents, the statistics are equally disquieting. It has been found that having witnessed or been the victim of violence in childhood is a factor that significantly increases the risk of violent behavior in marriage or cohabitation. According to the statistics, the number of minors in homes run by INAME as a result of child abuse increased by approximately 40% between 1991 and 1996. INAME offers temporary shelter to children with family problems. Like violence against women, violence to children is indicative of a situation of power and hierarchy.
- 1.17 *Negative public perception.* There is a growing feeling of insecurity on the part of the general public, that is aggravated by the absence of reliable data on the magnitude of the problem, together with a negative public perception of the institutions that exist to guarantee citizen safety. A June 1997 survey reports that

74% of the residents of Montevideo believe that crime has increased in their neighborhood. According to a 1995 survey conducted by Latinobarómetro, 41% of respondents admitted having little or no confidence in the judicial system and over half said they had little or no confidence in the police. Their unsatisfactory performance is attributed in part to severe weaknesses in the system such as poor pay and lack of motivation, inadequate training and preparation, lack of equipment and vehicles, and a high percentage of officers being assigned to desk duties, thus reducing their presence on the streets. Consequently, the response of many Uruguayans has been to hire private security services and to install private security measures such as bars on the windows and burglar alarms.

C. The Uruguayan government's response

- 1.18 Faced with this situation, the Uruguayan authorities have taken steps in recent years to deal with problems related to citizen security. The Comisión Nacional de Prevención del Delito [National Commission for Crime Prevention] (CNPD) and the Dirección Nacional de Prevención del Delito [National Department of Crime Prevention] (DNPd) (Decree 248/1993) were created in 1993. In July 1995, a Citizen Security Act (Law 16,707) was passed to amend certain provisions of the Criminal Code (defining new crimes, including domestic violence). It also established a mandate for addressing the problem of crime and violence with a multisector strategy (establishing actions in coordination with the Ministry of the Interior and various other State agencies as well as municipal governments). In 1997, laws were passed: (i) to create the "community police", whereby retired police officers are hired to assist with crime prevention (Law 16,814); (ii) to reform the Code of Criminal Procedure (Law 16,893 to come into force in mid-1998); and (iii) to amend the inmate temporary release program. These measures establish a basic institutional framework for modernizing the approach to the problem. The program described in the next chapter is expected to improve and reinforce the framework and the initiatives proposed.
- 1.19 Meetings of the CNPD were first held in 1996. The Commission is chaired by the Minister of the Interior, and its members are the Minister of Education and Culture, the Minister of Public Health, the Minister of Labor and Social Security, and the Minister of Social Security, as well as the President of INAME and Chief Justice of the Supreme Court. The DNPd came into operation gradually some months later as the implementing arm of the CNPD.
- 1.20 Fulfilling the DNPd's mandate is extremely important for crime prevention in Uruguay. By law, the Department is responsible for: (i) implementing the plans prepared by the Commission; (ii) coordinating and analyzing the information obtained by various public and private agencies; and (iii) carrying out the necessary

field work in conjunction with police departments in order to enforce the plans drawn up by the CNPD.

- 1.21 *Institutional constraints.* Notwithstanding the government's efforts, there are still major shortcomings in the institutional underpinnings for addressing problems concerned with rising crime and violence. For instance, the DNPD is in the first phase of its institutional development. A lack of human and financial resources as well as the dispersion and lack of coordination with other leading crime prevention and/or inmate rehabilitation agencies such as INACRI and the Patronato Nacional de Encarcelados y Liberados [National Inmate and Parole Board] (PNEL) makes it difficult for its institutional objectives to be achieved.
- 1.22 In addition, there are other information systems <sup>1/</sup> that use different methodologies for collecting data on crime and violence. Regrettably, these parallel systems can generate information that leads to conflicting conclusions. In some systems, the records are unreliable and because they are not standardized, not all the factors associated with violent behavior can be analyzed and case monitoring is difficult.
- 1.23 Notwithstanding the important roles assigned to the DNPD and other public crime and violence prevention agencies, responsibility for prevention rests ultimately not only with the State but with private citizens. Prevention initiatives are generally far more effective and efficient when there is broad participation by all parties. Hence, and with a view to backing its response to the growing violence in the country, the Uruguayan government has approached the Bank for support in developing a multisector program that takes in civil society.

D. The Bank's strategy and its experience

- 1.24 As noted in the March 1997 country paper (GN-1943-1), the focus of the Bank's strategy is to support the government in promoting investment as an engine of growth, particularly by improving the ability of the economy to maximize the opportunities offered by MERCOSUR and other external markets. With this end in view, the Bank's assistance will concentrate on three main objectives: (i) rationalizing public expenditure and achieving fiscal equilibrium will support the deepening of structural reform of the public sector, especially social security and government reform;

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<sup>1/</sup> The Montevideo Police Department recently established a computerized data base to provide a geographic map of crime and violent acts as well as detailed information on offenders. This system is to be expanded to cover the entire country. Other systems are those used by Instituto Técnico Forense [Forensics Institute] (ITF), INACRI, and INAME.

(ii) restoring competitiveness and fostering investment will underpin initiatives for the continuing improvement in the climate for private investment, including financing of basic infrastructure and supporting the implementation of a business development strategy; and (iii) maintaining the country's quality social services and ensuring the availability of the human capital required for sustainable growth in the context of MERCOSUR and market globalization will support efforts to improve the delivery and quality of services, thereby increasing their efficiency and targeting them more effectively, in particular to modernize education and health and to develop health infrastructure.

- 1.25 The present program would advance the Bank's strategy insofar as it seeks to preclude a deterioration in the human capital base and to reinforce sustainable socioeconomic development by lowering specific social risk factors that are shown to cause violent behavior and crime. By promoting community-based initiatives, and the strengthening and mutual coordination of neighborhood associations, the program will mobilize civil society as well.
- 1.26 As a timely response to these new challenges facing the Uruguayan government, this project will be one of the first of its type to be considered by the Bank. Given the importance that the incidence of crime and violence has taken on in the region, the Bank has been actively broaching this subject, sponsoring conferences and seminars with international experts to stimulate discussion and the development of appropriate strategies. In November 1996, a regional technical-cooperation project was approved for a program concerning the problems of violence against women (ATN/SF-5421 to 5427-RG) and the production and distribution in the region of a video to sensitize public opinion to domestic violence against women (ATN/SF-5317-RG) was financed. Also, a technical-cooperation program "Judicial education: moving towards a jurisprudence of equality" (ATN/SF-5449 and 5450-RG) is being carried out to heighten awareness amongst judges.
- 1.27 Lastly, various programs concerned with judicial reform that the Bank has supported in the region already contain components relating to this topic, such as training for law enforcement officials (Reform of the federal executive branch, loan 1042/OC-BR), rehabilitation of juvenile offenders (judicial reform program, loans 919/OC and 920/OC-ES), development of alternative dispute-settlement systems (social sector strengthening program, loan 811/OC-UR), training of judicial officials in issues of domestic violence (modernization of the judicial system, loan 974/SF-HO), and support for reform of the judicial system (AR-0124). In the case of Uruguay, the Bank is providing financing for mediation centers at public health posts and is developing a program for judicial reform.

**Table I-2**  
**RESPONSE OF THE PROGRAM TO THE ASSESSMENT OF THE SITUATION OF VIOLENCE AND CRIME**

<b>YOUNG OFFENDERS</b>	
<b>ASSESSMENT</b>	<b>RESPONSE</b>
average age of delinquents	Activities at education centers (courses in prevention for teachers and students); activities for young people (prevention of crime and violence for young people at risk); young offenders care model, fund for local preventive activities
existence of youth gangs	Activities for young people, activities at education centers
unemployment, idleness, dropping out of school, low level of education	Heightening public awareness (prevention of alcohol and substance abuse), activities for young people (includes preparation for the working world, training, returning to school)
crowding in COMCAR and poor rehabilitation methods and consequently high rate of recidivism	Centro Nacional de Rehabilitación Juvenil (CNRJ), with new care model for offenders
inadequate training for correctional officials	CNRJ (Selection of personnel based on merit and experience) and training for professionals

<b>INSTITUTIONAL CONSTRAINTS</b>	
lack of DNPJ (insufficient human and financial resources)	Institutional strengthening (particularly of the DNPJ)
isolation and lack of coordination between public and private institutions for crime and violence prevention	Institutional strengthening (particularly of the DNPJ and using the program to make DNPJ more dynamic); CNRJ (establishment of board of directors)
fragmented information systems and many different data gathering methodologies	Consolidating of information systems

<b>NEGATIVE PUBLIC PERCEPTION</b>	
<b>ASSESSMENT</b>	<b>RESPONSE</b>
Feeling of insecurity on the part of residents of Montevideo and Canelones and growing violence	Heightened public awareness (public awareness and information campaigns, Prevention Centers (PPCs); Fund for Local Preventive Activities; and implementation of all other program components)
Lack of reliable information on the magnitude of the problem	Institutional strengthening (Information Center); public awareness; PPC
Institutions responsible for guaranteeing citizen safety lack credibility in the eyes of the public	Public awareness, institutional strengthening, PPC, joint police-community actions (community police)
Shortcomings such as insufficient information and training that the police must deal with	Preventive policing, new orientation of enforcement services (training police force in prevention and their role in serving community)

<b>DOMESTIC VIOLENCE</b>	
High proportion and frequency of domestic violence	Sensitization and public campaigns (to modify sociocultural patterns)
Lack of public policies establishing response by different areas of public sector to these problems	Training and instruction (through Interagency technical advisory committee)
Limited capacity of care and rehabilitation services	Care and rehabilitation services (broad coverage)
Child abuse	Care services (specific one for victims of child abuse)

## II. THE PROGRAM

### A. Objectives of the program

- 2.1 The overall objective of the program is to prevent and deal with interpersonal violence and to reduce the perception of insecurity in Uruguay. To accomplish this goal, the program will build up institutional capacity and spur the active participation of civil society and the community organizations, particularly those that are youth-oriented.

**Table II-1**  
**Impact Indicators**

*The following indicators, constructed on the basis of experiences in other countries and considered reasonable by the Uruguayan authorities will be used to monitor and evaluate the program:*

- *Reduction in incidence of assaults and other crimes by 5% over five years*
- *Reduction in rate of recidivism amongst young offenders by 10% over five years*
- *Increase in the proportion of the target population group that feels the police are doing a good job*
- *Attitudinal changes to violence and development of specific skills with respect to nonviolent dispute settlement, especially by young people*
- *Coverage of services for victims of domestic violence expands by 30%*
- *Public opinion polls show that a greater percentage of the population (50%) have a perception of crime being on the decline and therefore of greater citizen safety*

- 2.2 In preparing the program, the Bank and the Uruguayan authorities agreed on a set of key indicators to measure the performance of the program as well as its impact (see Table II-1). These qualitative and quantitative benchmarks will be examined on a year-to-year basis by the borrower and the Bank to determine whether any corrective steps are needed during program execution (Annex II-1 "Logical framework and performance indicators of the program").

### B. Description of the program

- 2.3 The program will be divided into three subprograms: (i) building up institutional capacity, (ii) young people as agents of prevention, and (iii) community-based prevention initiatives. The bulk of the program resources will go to the metropolitan areas of Montevideo and Canelones, home to over 55% of the country's population, because of the higher incidence of crime and violence in these two cities. For instance, in 1996, these two areas together accounted for nearly 80% of all assaults, thefts, and homicides in the country.

#### 1. Subprogram A: Building up institutional capacity (US\$6,439,000)

- 2.4 This subprogram would establish an institutional base from which to expand capacity to design and implement policies and programs concerned with crime and violence, as part of a multisector strategy that would bring civil society organizations into the

process. It will afford technical assistance for the institutional development of bodies in the following areas: (i) DNPd and other key agencies, (ii) preventive policing, and (iii) domestic violence prevention and assistance.

a. Strengthening of the DNPd and other key agencies  
(US\$4,338,000)

- 2.5 *Institutional strengthening* (US\$364,000). This subcomponent seeks to reinforce the institutional base to permit a permanent review and analysis of the situation of violence in the country and the concomitant design and implementation of coordinated actions. Financing will be provided for technical assistance (consulting services, computer equipment, office furniture and supplies, workshops, and training) for the institutional and technical strengthening of the DNPd <sup>8/</sup>, INACRI, and PNEL, the principal body furnishing social, moral, and material assistance to prison inmates, former inmates, and their families. This strengthening would complement the institutional reforms planned, i.e. (i) the transformation of INACRI into an independent organizational unit of the DNC; (ii) the technical management autonomy of the Centro Nacional de Rehabilitación Juvenil [National Juvenile Rehabilitation Center] (CNRJ), functioning within the purview of the DNPd and the creation of its Board of Directors (see paragraph 2.33); and (iii) closer linkage between PNEL and the Ministry.
- 2.6 In addition, efforts will be made to boost participation by civil society in DNPd duties through strengthening and better coordination of the Citizen Security Liaison Committee, whose members include representatives of national and departmental governments and the communities that they serve. Technical training has been planned for members of the Montevideo and Canelones Committees in social communications and promotion activities and small project analysis.
- 2.7 Efforts to promote the program would include encouraging participation by civil society, particularly nongovernmental organizations (NGOs), which would receive training in fund raising techniques.
- 2.8 To ensure the continuity in the long run of the actions proposed for the program, financing would be provided to prepare a national

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<sup>8/</sup> The DNPd will absorb the technical capabilities of the Coordination Unit upon completion of the program. This will be achieved through the assignment of four technical experts to the CU by the Ministry of the Interior. These experts will subsequently join the DNPd on a permanent basis. During program execution, these experts will receive training and will work together with other experts to be hired.



crime and violence prevention strategy that would be submitted to the CNPD in the final year of program execution. Based on the experience with the program and an evaluation of its activities, the strategy should be flexible, comprehensive, multisector-oriented, and financially, technically, and institutionally feasible.

- 2.9 ***Consolidation of information systems*** (US\$1,089,000). A network information system linking up the data bases of the different public and private agencies to generate information regularly and promptly will be installed within the DNPD. The purpose of this system is to permit access to timely information that can be used in policy decisions. This Information Center will gather the information from various sources and will be in charge of screening and disseminating it. It will be equipped with state-of-the-art technology for periodic epidemiologic mapping of crime and violence including domestic violence. The results of the mapping will be released in an annual publication. Hardware and software for institutions in the network, such as DNPD, as well as training in systems management and data analysis will also be financed out of program resources. Funds will also be provided to finance exchanges at which experts from similar centers in other parts of the world (i.e. Desepaz epidemiology of violence program of the municipality of Cali, in Colombia) could share experiences.
- 2.10 ***Public awareness campaign*** (US\$1,114,000). Under the program, a strategy will be designed and implemented to heighten public awareness on: (i) the actual situation of crime and violence in Uruguay, to clarify any distortions; (ii) the functions corresponding to representatives of the public sector (judicial and executive branches, and the police in particular) and the role of citizens in preventing violence; (iii) the magnitude and necessity of criminalizing and combatting domestic violence; (iv) the availability of support services such as emergency telephone lines, assistance for victims of violence, etc.; and (v) preventing the consumption of alcohol and other toxic substances.
- 2.11 Financing will be provided to hire an advertizing agency with experience in social marketing to develop public campaigns through the media as well as public information workshops and orientation seminars, that will include information on successful examples in crime and violence prevention, including those supported under the present program.
- 2.12 State and/or the private sector make contributions in cash or in kind to cover advertizing bites for television and radio (estimated at a cost of US\$900,000). Furthermore, financing will be provided to develop communications tools such as brochures, notices, videos, etc. Talks and working sessions will also be held with communities to discuss issues of domestic violence, nonviolent dispute settlement, tolerance, alcohol and drug abuse, and youth gangs.

Lastly, two annual public opinion surveys will be conducted during the program on the issues mentioned above.

b. Preventive policing (US\$1,003,000)

- 2.13 In light of the critical role of the police in preventing violence, actions will be financed to improve police services in Montevideo and Canelones, with a focus on the part they play in protecting society and defending human rights. Cooperation between the community and the police in dealing with crime and violence has been shown to be effective in different countries, especially the United States. Accordingly, financing will be provided for those activities concerned with cooperation and collaboration between the police and the community.
- 2.14 *New direction for law enforcement services* (US\$915,000). This component will seek to chart a new direction for law enforcement services, by strengthening their role in serving the community. This new orientation will be achieved by means of training and instruction for police officials and their administrative reorganization, with stress on the concept of community police.
- 2.15 The program will finance training for police officials (officers and noncommissioned officers) with a seven-week course in "Preventive Policing", the main elements of which are: (i) practices in crime prevention, (ii) philosophy and methodology in community police, (iii) community relations, (iv) human resources administration and supply management, and (v) family, juvenile, and criminal law and law of criminal procedure. These subjects will also be added to the curriculum of the National Police College as an aid to future police officers. As the training for public officials will cover the problems of domestic violence, further training will be provided in prevention methods and care for victims (see paragraph 2.21). Consulting services will be financed to finalize course development and to pay instructors and training fees for about 1,400 police officials, or approximately 12% of all law enforcement officials in the country. The consultant's work will involve carefully reviewing the curriculums of the National Police College and the implications of changing the admission requirements and the duration of the basic training program.
- 2.16 Financing will be provided to prepare a proposal for a new organizational structure of the police which should contain specific recommendations for achieving: (i) more decentralization in a move to spur closer links with the community, (ii) increased accountability of middle-level police officials, and (iii) greater availability and use of statistical data by police officers on the incidence of crime in the areas they serve. In addition, this proposal will include recommendations on the pay scale and levels of remuneration for law enforcement agencies.

2.17 *Joint police-community efforts* (US\$88,000). This subcomponent will include a community police pilot project, in which training will be provided to six officials from two precincts as well as four community representatives on the concept of the project and its methodology. Specifically, financing will be provided to develop and present a community police module. As part of the training, there will be a visit to learn about successful community police programs in the United States. The plan is for the methods and knowledge learned during this training to be applied back in Uruguay. These experiences will be evaluated through surveys and the results will be announced at workshops to determine whether they can be replicated in other communities.

2.18 A unit will be set up within the DNPd to seek solutions to day-to-day concerns and problems raised by members of the community on the performance of the police. The DNPd will be in charge of training this unit in techniques for dealing with concerns of the public.

c. Prevention and handling of domestic violence (US\$1,098,000)

2.19 Domestic violence is a problem in which individual, social, institutional, and cultural factors come into play, and so an interagency and interdisciplinary approach needs to be adopted. Accordingly, within the DNPd an interagency technical advisory committee will be set up to facilitate this component and ensure the necessary coordination between participating institutions and to bring civil society organizations with broad experience in this field into the program. This committee will be made up of representatives of the public institutions involved and civil society organizations that work with this problem. The main functions of the committee will be: (i) to help design, present, and monitor a national domestic violence prevention and assistance plan (PNPA), and (ii) to assist with the design of a subsystem to record data on domestic violence.

2.20 *Sensitivity strategy* (US\$75,000). This purpose of the subcomponent is to make the public more aware of the problem of domestic violence and to change public attitudes by providing information and sensitizing key representatives of the public, the legislature, and the judicial system. In addition to heightening awareness of the magnitude and repercussions of this problem, a special campaign will be mounted to disseminate information on the criminal aspects of domestic violence. Financing will be provided to design and implement this campaign and a number of sensitivity events for radio and television as well as to prepare broadcast materials on public care services.

2.21 *Training and instruction program* (US\$70,000). This subcomponent will bring public officials in contact with victims of domestic violence, in order to learn about the problem and develop skills that enable them to provide effective support to victims as well as to carry out preventive actions. The training projects should be

carried out by universities and NGOs with experience and recognized standing in training, with a gender-based approach. Training will be provided in three stages: the first will center on basic concepts of domestic violence, crisis care, and referral criteria; the second will focus on first aid; and the third will involve training for trainers in this field.

- 2.22 ***Assistance and rehabilitation services*** (US\$953,000). To improve the quality of existing registration and information systems and services and to broaden coverage of care, financing will be provided to prepare activities and strengthen existing public and private programs offering services to victims and perpetrators of domestic violence. While the program was being designed, nine projects were preselected that fulfilled the following criteria: (i) have at least two years' experience in dealing with victims of domestic violence, both women and children; (ii) take an interdisciplinary, gender-based approach; (iii) be part of an institutional network; and (iv) have an interdisciplinary team. In the selection process, priority will be accorded to those projects having infrastructure in place, experience in the proposed project area, an intervention model of proven quality, and case files. In addition, given the need for a Women's Precinct in Canelones, financing will be provided so that an office can be made available to women in that Department.

2. **Subprogram B: Young people as prevention agents** (US\$14,157,000)

- 2.23 This subprogram seeks to lay the groundwork for developing a sound culture of violence prevention, recognizing that early intervention through preventive activities is more cost-effective and produces a greater impact. Accordingly, the program will concentrate on young people, guided by the principle that "violence is perpetuated through processes of learning behavior based on observation, interpretation, and imitation of the behavior of others". <sup>9/</sup> In other words, violence is learned and it is therefore possible to learn not to be violent. The proceeds of this subprogram will finance preventive activities in and outside of education centers that are directed at children and young people up to 29 years of age, as well as the rehabilitation of young offenders between the ages of 18 and 29, through the development of a new model services for this target group.

a. **Young people in high-risk areas** (US\$2,535,000)

- 2.24 ***Actions in education centers*** (US\$535,000). By strengthening training and instruction for teachers at the preschool level and of

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9/ In Reason to Hope: A Psychosocial Perspective on Violence and Youth, Leonard Eron, Jacqueline Gentry, and Peggy Schlegel, edit., Washington D.C., American Psychological Association, December 1994, p.14.

primary and secondary schools in areas considered socially high-risk, this subcomponent will help to design and introduce modules intended to teach social and cognitive skills in violence prevention and effective socialization. Based on considerations of gender, the areas targeted will include: (i) dispute settlement methods, (ii) early detection of domestic violence, (iii) peer negotiation, (iv) self-esteem, and (v) techniques for distinguishing between reality and fiction in the violence content to which children are exposed.

- 2.25 Financing will be provided for a consulting firm with expertise in violence prevention curriculums, to develop 40-hour training courses for trainers as well as teaching materials and ongoing technical support during program execution. A core of approximately 20 qualified instructors will be trained to offer specialized courses based on the needs of the target group - teachers, prison officials, organizations that work with young people in high-risk situations, etc.
- 2.26 Financing will be provided to cover the remuneration for 20 instructors and bonuses to encourage about 1,000 teachers, physical education instructors, and animators in approximately 500 schools <sup>10/</sup>, high schools, and institutes considered to be in areas at risk of violence or criminal activity to take part in the training. To broaden the scope and impact of the training received, the teachers will be responsible for disseminating the knowledge acquired during training to at least 10 colleagues, and to a parents association. The overall aim is to train approximately 10,000 teachers, or 65% of all teachers in the formal education system in Montevideo and Canelones. Teachers in private education centers will also be encouraged to take training courses by means of a cost-recovery mechanism. An initial and final evaluation of the attitudes and specific skills developed by teachers, young people, and children in violence prevention will be incorporated as part of this training.
- 2.27 *Strengthening of juvenile action programs* (US\$2 million). With the overall objective of preventing juvenile delinquency, several existing programs have been preselected to deal with problems affecting the high-risk population of young men and women under 29. Applying a participatory methodology employed for the design of this subcomponent, equal to its utility in domestic violence, public and private agencies of recognized standing were consulted to establish the eligibility and selection criteria.
- 2.28 Following broad discussion, proposals were requested for the financing of activities concerned with furthering: (i) job training for the labor force; (ii) the return to formal and/or

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<sup>10/</sup> It would reach approximately 70% (67.3%) of the 743 educational centers in Montevideo and Canelones.

nonformal education; (iii) participation in recreational activities (sociocultural and sports); and (iv) reinforcing the beneficiary's family ties. The program selection criteria used include: (i) inter-agency cooperation, (ii) psychological and sociological content aimed at integrated training of the individual, (iii) at least two-years' duration; (iv) sound institutional capacity, and (v) at least two years' experience in the field of development. Six proposals from nongovernmental and government organizations have been preselected and these could receive financing to increase the coverage of their respective programs. Each proposal provides that the requesting agency shall be responsible for monitoring and evaluating these experiences and disseminating the results.

b. National Juvenile Rehabilitation Center (US\$11,622,000)

- 2.29 As indicated in Chapter I, the infrastructure that now exists for young offenders is not conducive to providing effective rehabilitation activities because of limitations of space (classrooms and common and recreational areas). Also, rehabilitation programs do not reinforce the concept of effective social reintegration, in conjunction with evaluation and monitoring, mainly because of a lack of specialized personnel. Accordingly, financing will be provided to convert an unused psychiatric hospital in a half-way house into the National Juvenile Rehabilitation Center. With an installed capacity for up to 300 inmates, the Center will serve as a model in terms of management and inmate care.
- 2.30 The target population will be young male offenders between the ages of 18 and 29 in the prison system who have been evaluated for the minimum security stage of their sentence with temporary parole authorized by a judge.
- 2.31 *Young offender care model* (US\$3,918,000). This care model will be designed on the basis of such considerations as the personality of the young offenders incarcerated and successful experiences reported by national NGOs such as Vida y Educación and Movimiento Volpe, which have lowered the rates of recidivism by as much as 10% and 3%, respectively. Although there are no "universal" models, it has been shown that the most effective programs should: (i) focus on specific crime producing areas and working with offenders with a mid- to high level of recidivism; (ii) be structured and based on specific treatment methods; (iii) include cognitive components aimed at attitudes, values, or beliefs that encourage the antisocial behavior; and (iv) be linked to community actions.
- 2.32 The program will provide financing for consultants to design and implement the care model and to provide technical training to CNRJ personnel. The rehabilitation activities for inmates at the Center will include areas such as basic skills, preparation and training for the work place, educational support to recover and/or complete the basic cycle, sociocognitive training such as dispute settlement techniques, early detection of family violence, and peer

negotiation and self esteem. These activities will be carried out by a technical team of approximately 20 professionals and social educators who will be in charge of custody, in place of the police. The personnel will be selected on the basis of merit and background and will receive further training during the program to reinforce their technical skills. To ensure individualized attention, each expert will be responsible for up to 10 inmates. Each inmate is expected to receive at least eight hours of rehabilitation a week during a six-month period. Also, financing will be provided for tracer studies to monitor young people in rehabilitation as part of the evaluation of this subcomponent.

- 2.33 This center will have autonomous administrative and technical management (i.e. outside the purview of the DNC). A board of directors will be set up. Its members will be directors/presidents or representatives of DNC, DNP, INACRI, PNEL, the Supreme Court, and the National Institute of Youth (INJU). A representative of civil society will also sit on the board. The board's principal task will be to see to the smooth operation of the CNRJ, coordinating the actions and activities linked to the admission and treatment of inmates. To ensure greater transparency, the board will publish every six months in the country's two largest daily newspapers a report describing the activities carried out during the period in question, the accomplishments, and any difficulties encountered.
- 2.34 Assistance will be lent to establish a Training, Documentation, and Research Center that would be equipped with a multipurpose room and small reference library within the CNRJ. Financing will be provided for the purchase of audiovisual equipment (video monitors, transparency projector), furniture (desks), and additional video material.
- 2.35 The CNRJ will offer such services as a small polyclinic (to minister to the residents and the neighboring community), and a sports/recreation grounds. These services will be provided by officials from the Ministry of Public Health and the Ministry of Education and Culture under agreements with Ministry of the Interior.
- 2.36 The future sustainability of the Center rests primarily on the following assumptions: (i) it will establish the first national program that effectively rehabilitates inmates and produces a demonstration effect for the entire correctional services system to reduce recidivism in the country; (ii) once it is operating, significant demand will be generated by inmates in Uruguay; (iii) from the outset, the wages and salaries of personnel involved in the operation will be covered by the local contribution; and (iv) the problem of recidivism concerns, troubles, and affects society as a whole and therefore there is considerable interest in seeking an effective solution by both the public and the private sectors.

- 2.37 *Civil works and outfitting* (US\$7,704,000). Financing will be provided for the renovation of the building (approximately 16,500 m<sup>2</sup>), upgrading of outside spaces, supply of equipment and materials, and furniture (beds, cupboards, desks).

3. Subprogram C: Community crime prevention initiatives  
(US\$1,316,000)

- 2.38 This subprogram will encourage civil society to become actively involved in preventing crime and violence. Initiatives will target high risk areas in which the incidence of conflict is highest, by supporting the establishment of two Pilot Prevention Centers (PPC), and motivating civil society to take part through financing for specific proposals.
- 2.39 *Pilot Prevention Centers* (US\$598,000). The proceeds of this component will be used to set up two Pilot Prevention Centers reporting to the DNPd that would coordinate locally public and private crime and violence prevention services. The Centers will be in charge of: (i) early detection of prevention intervention measures; (ii) encouraging community participation; and (iii) intervening in critical situations and accordingly switching cases to specialized service providers, particularly NGOs. Accordingly, as a condition precedent to establishing the PPCs, a network of service providers should be set up in the project areas.
- 2.40 Each Center will be staffed with the following personnel: (i) general coordinator, (ii) attorney, (iii) psychologist or expert in a related field, (iv) social worker, who will be selected by competition based on experience and merit. The proceeds of the program will be used to finance the payroll expenses of the personnel listed above, the equipment and supplies, and the community workshops. Financing will also be provided for surveys so that the community served by the project can evaluate PPC services. Should this evaluation show that the impact of the PPCs has been favorable, and that there are program resources still available, financing could be provided for other Centers.
- 2.41 *Fund for local crime prevention activities* (US\$718,000). To promote, develop, and implement local strategies for the prevention of crime and violence, a Fund will be established under the program to back with funds awarded by competition ("matching grants") specific proposals made by the community that are consistent with the objectives of the prevention policies. As part of the State Reform Program, incentives and operational mechanisms will be devised to strengthen the relationship between civil society and the government. The private sector is therefore expected to provide a contribution of around US\$500,000 to the Fund upon completion of the program. This additional financing will be used mainly as competitive-based funds for the neediest communities, in accordance with the Fund's Operating Regulations.



- 2.42 Calls for tenders will be issued to request that bids be submitted by private institutions, legally established as NGOs, civil, business, and religious associations, and neighborhood groups. The Montevideo and Canelones Liaison Committees will be in charge of receiving and analyzing the proposals and making recommendations on their approval to the Coordination Unit.
- 2.43 Based on the guiding principle of primary prevention at the local level, the criteria that will be used to prioritize these projects will include: (i) a high degree of participation by beneficiaries in the design, execution, and evaluation of the proposed project; (ii) availability of counterpart resources (in cash or in kind); (iii) close supervision of the project, including monitoring and an evaluation of its impact, the results of which will be disseminated upon completion of the program; (iv) targeting socially high-risk areas, with priority being accorded to those communities most in need; (v) consistency in the problems identified, justified by concrete data, and the type of response; (vi) measures to preclude any adverse environmental effects; (vii) no overlapping of efforts with other levels of authority; and (viii) activities that are clearly sustainable. Some examples of activities that could be financed include sports clubs, driver education courses, literacy classes and/or training in basic skills, drug abuse, community center, etc.
- 2.44 Prior to acceptance of the proposals, assistance will be provided for town meetings and orientation workshops: (i) to promote the objectives and modus operandi of the Fund, and (ii) to announce the results of the epidemiological mapping as well as best practices at the community level. In addition, technical assistance will be provided to help requesters prepare projects, including their eventual sustainability through training in resource mobilization.

C. Cost and financing

1. Analysis of costs

- 2.45 The overall cost of the program is put at US\$25 million. A breakdown is given in the following tables:

**Table II-2**  
**COST BY SUBPROGRAM, COMPONENT, AND SUBCOMPONENT**  
**(US\$000s)**

Category	IDB	Local	Total	%
<b>Subprogram A: Strengthening of institutional capacity</b>	<b>4,322</b>	<b>2,117</b>	<b>6,439</b>	<b>25.7</b>
1.1 <u>Strengthening of DNPd and other key agencies</u>	<u>3,224</u>	<u>1,114</u>	<u>4,338</u>	<u>17.3</u>
1.1.1 Institutional strengthening	364		364	
1.1.2 Consolidation of information systems	1,089		1,089	
1.1.3 Public awareness campaigns		1,114	1,114	
1.1.4 Coordination Unit (CU)	1,471		1,471	
1.1.5 Project Preparation Facility (PPF)	300		300	
1.2 <u>Preventive policy</u>	<u>0</u>	<u>1,003</u>	<u>1,003</u>	<u>4.0</u>
1.2.1 Restructuring of law enforcement services		915	915	
1.2.2 Joint police-community actions		88	88	
1.3 <u>Prevention of domestic violence and care for victims</u>	<u>1,098</u>	<u>0</u>	<u>1,098</u>	<u>4.4</u>
1.3.1 Sensibility strategy	75		75	
1.3.2 Training and instruction program	70		70	
1.3.3 Care and rehabilitation services	953		953	
<b>Subprogram B: Young people as agents of prevention</b>	<b>9,735</b>	<b>4,422</b>	<b>14,157</b>	<b>56.6</b>
2.1 <u>Young people in high-risk areas</u>	<u>2,535</u>	<u>0</u>	<u>2,535</u>	<u>10.1</u>
2.1.1 Actions in education centers	535		535	
2.1.2 Strengthening of juvenile action programs	2,000		2,000	
2.2 <u>National Juvenile Rehabilitation Center</u>	<u>7,200</u>	<u>4,422</u>	<u>11,622</u>	<u>46.5</u>
2.2.1 Young offender care model		3,918	3,918	
2.2.2 Civil works and equipment	7,200	504	7,704	
<b>Subprogram C: Community violence and crime prevention activities</b>	<b>718</b>	<b>598</b>	<b>1,316</b>	<b>5.3</b>
3.1 <u>Pilot Prevention Centers</u>		<u>598</u>	<u>598</u>	
3.2 <u>Fund for Local Prevention Activities</u>	<u>718</u>		<u>718</u>	
<b>Subtotal</b>	<b>14,775</b>	<b>7,137</b>	<b>21,912</b>	<b>87.6</b>
<b>Administration by the UNDP</b>		<b>163</b>	<b>163</b>	<b>0.7</b>
<b>Financial expenses</b>	<b>1,150</b>	<b>200</b>	<b>1,350</b>	<b>5.4</b>
<b>Inspection and supervision</b>	<b>175</b>		<b>175</b>	<b>0.7</b>
<b>Contingencies</b>	<b>1,400</b>		<b>1,400</b>	<b>5.6</b>
<b>TOTAL</b>	<b>17,500</b>	<b>7,500</b>	<b>25,000</b>	<b>100.0</b>

**Table II-3**  
**COST BY CATEGORY AND SOURCE OF FINANCING**  
**(US\$000s)**

Category	IDB	Local	Total	%
<b>I. ADMINISTRATION</b>	<b>300</b>	<b>163</b>	<b>463</b>	<b>1.9</b>
Administration by UNDP1/ PPF	300	163	463	
<b>II. DIRECT COSTS</b>	<b>14,403</b>	<b>5,323</b>	<b>19,726</b>	<b>78.9</b>
Civil works 2/	7,200	504	7,704	
Supplies and equipment	1,211	247	1,458	
Training 3/	200	843	1,043	
Advertizing campaigns/workshops	68	951	1,019	
Support for best practice programs and local Initiatives 4/	3,672		3,672	
Consulting services	2,052	2,778	4,830	
<b>III. ASSOCIATED COSTS</b>	<b>72</b>	<b>1,814</b>	<b>1,886</b>	<b>7.5</b>
Incremental personnel (CU)	72	29	101	
Compensation		227	227	
Maintenance (works, equipment, vehicles, printing)		1,558	1,558	
<b>IV. INSPECTION AND SUPERVISION</b>	<b>175</b>		<b>175</b>	<b>0.7</b>
<b>V. FINANCIAL EXPENSES</b>	<b>1,150</b>	<b>200</b>	<b>1,350</b>	<b>5.4</b>
<b>VI. CONTINGENCIES</b>	<b>1,400</b>		<b>1,400</b>	<b>5.6</b>
<b>TOTAL</b>	<b>17,500</b>	<b>7,500</b>	<b>25,000</b>	<b>100.0</b>
<b>Percentage</b>	<b>70.0</b>	<b>30.0</b>	<b>100</b>	

1/ Equal to 3.5% of value of consulting services

2/ Includes costs of supervision, engineering projects, maintenance, and VAT (with local resources)

3/ Includes fees, allowances, supplies and visits

4/ Includes mainly wages and salaries

## 2. Financing

2.46 The proposed operation will be financed with an IDB loan of US\$17.5 million, to be drawn on the ordinary capital, representing 70% of the total cost of the program (US\$25 million). The executing agency approached the Bank for resources from the Project Preparation Facility (loan 1080/OC-UR) in the amount of US\$300,000 to be used chiefly for setting up the CU and preparing the technical and administrative documentation for start up of the program.

## 3. Local counterpart contribution

2.47 The local counterpart contribution, amounting to US\$7.5 million, will be taken from the Minister of the Interior's annual budget. The annual flow of counterpart funding will be US\$921,000 (13%) in year one, US\$3,142,000 (42%) in year two, US\$1,995,000 (26%) in year three, and the remaining US\$1,442,000 (19%) in the final year.

- 2.48 Although a budgetary appropriation has not been made for this program 11/ legislation is being drafted to seek legislative authorization for borrowing from international agencies for the present program as well as other projects of priority. In carrying out the actions envisaged under the program for reform of the State, particularly the elimination of positions, which will result in savings of approximately US\$1 million in the first year, budgetary resources will be reassigned to the program. Another source of financing will be advertizing air time for the public and private sectors, with an equivalent commercial value of US\$900,000.
- 2.49 In recent years, the financial performance of the Ministry of the Interior, including capital expenditure, amounted to US\$210 million in 1996, having increased over the previous four years. As a proportion of the Ministry's budget, the local counterpart would range from a minimum of 0.4% in year one to a maximum of 1.5% in year two.
- 2.50 The annual incremental recurrent costs upon completion of the program are estimated at approximately US\$2 million. This amount includes expenses entailed for additional staff under social legislation (US\$1.6 million), compensation to inmates for work performed in the CNJR (US\$76,000), maintenance of civil works (US\$180,000) and printing services for the Information Center (US\$2,500), and vehicle maintenance (US\$18,000). By the time the program is completed, these costs will represent less than 1% (0.95%) of the Ministry's budget.

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11/ The financial administration of the Uruguayan government operates on the basis of five-year budgets, with the current one covering 1996-2000. Draft legislation of an Accountability and Budgetary Extension law is submitted to the Legislature each year for approval.

### III. EXECUTION OF THE PROGRAM

#### A. The borrower and executing agency

- 3.1 The borrower will be the Eastern Republic of Uruguay. The program will be executed by the Ministry of the Interior through a Coordination Unit (described below), reporting to the Dirección Nacional de Prevención del Delito [National Department of Crime Prevention] (DNPd).

#### B. Overall institutional structure

- 3.2 The execution of the program has been designed in such a way that it will reinforce the government's multisector strategy as described in Chapter I. The principal institutions active in the sector, including specialized NGOs, will be brought closer together. Should the activities of NGOs be financed with program resources, the executing agency will enter into direct agreements using a model contract approved by the Bank (which will form part of the Operating Regulations described below).
- 3.3 *DNPd.* The DNPd will rely on the support of other institutions in the public and private sectors, such as INACRI, PNEL, the Liaison Committees and NGOs, the Ministry of Education and Culture, Administración Nacional de Educación Pública, the Ministry of Health, and the National Drug Board to carry out its activities. The regulations for the DNPd have not yet been finalized because the restructuring of the Ministry of the Interior is still continuing as part of the reform of the State. Accordingly, the executing agency has been asked to submit the regulations to the Bank within six months of the effective date of the loan contract.
- 3.4 *Coordination Unit.* The Coordination Unit will report directly to the Ministry of the Interior. It will be divided into the following sections: (i) General Coordination, (ii) Budget and Financial Management (iii) Training, Information, and Technical Assistance, (iv) Information Systems, and (v) Monitoring and Institutional Coordination. It will have a total of 19 staff, of whom 11 will be consultants and eight will be officials from the Ministry of the Interior, who have been seconded to the CU. There will also be an international consultant with considerable experience with projects financed by international agencies, who will report periodically to the General Coordinator on the progress of the program.
- 3.5 The consultants will be selected on the basis of merit and experience and will be required to devote their time exclusively to the tasks of guidance, management, and administration. Prior to the first disbursement, the executing agency will be required to demonstrate, to the Bank's satisfaction, that the CU is functioning

with the necessary resources. To this end, the executing agency has US\$300,000 provided under the Project Preparation Facility (loan 1080/OC-UR) approved by the Bank in December 1997.

- 3.6 *Comisión Nacional de Prevención del Delito (CNPD)*. As indicated in Chapter I, given the mandate that the CNPD has received to prepare work plans for crime and violence prevention and to make it a dynamic force, it would be desirable for the CNPD to adopt a resolution incorporating this program as one of its plans. The CNPD will also receive continuous information on the progress of the program and will take part in the annual review, the result of which will be released through the agencies concerned.

C. Executing regulations

- 3.7 The program will be carried out in accordance with the operating, technical, and financial requirements, standards, and procedures set out in: (i) the conditions of the prospective loan contract, and (ii) the Operating Regulations. The coming into force of the Operating Regulations previously agreed on with the Bank will be a condition precedent to the first disbursement.

D. Operating Regulations

- 3.8 The draft Operating Regulations have been prepared jointly with the executing agency. The information contained in these Regulations includes a description of the objectives, targets and costs of the program, the mechanisms for execution and coordination of the program, a list of participating organizations, the eligibility criteria, and the model agreement for the transfer of resources to nongovernmental organizations or other institutions, and an outline of the annual operating plans.

1. Annual operating plan

- 3.9 The annual operating plan is an instrument for planning and programming investment in each year of the program. Specifically, each plan will include: (i) a detailed description of the specific objectives, targets, and activities, and results anticipated during each period; (ii) the terms of reference of the consulting services; (iii) the technical specifications of the equipment, supplies, and other inputs and the engineering designs and technical specifications for the works; (iv) the work schedule for the tasks envisaged for each activity; and (v) the justification for any changes that may be needed to make program execution more efficient.
- 3.10 During program execution, the borrower, through the executing agency, will be required to submit to the Bank within 60 days of the close of each calendar year, the AOP for the following year. Commencing in year two, the AOP will be accompanied by a review of

the quantitative and qualitative results accomplished during the period, with emphasis on the degree of efficiency programmed and achieved under the proposed AOP and the rate of advance of the preceding one with respect to impact and progress targets and indicators indicated in the program logical framework. Based on the AOPs, the Bank and the borrower will perform an annual review together of the rate of advance of the program and its accomplishments, 30 days after submission of each AOP. The executing agency will be required to submit to the Bank for its consideration the AOP for year one as a condition precedent to disbursement of the financing. The draft form of this AOP was discussed with the Bank during the analysis mission and the final version is now being prepared. Also, as a condition precedent to the first disbursement for the National Youth Rehabilitation Center, the executing agency will need to submit, to the Bank's satisfaction, the detailed designs for the civil works.

2. Follow-up and monitoring of the program

- 3.11 The follow up and monitoring of the program will be done by means of a computerized information system, which is being designed to accommodate the different goals set out in the AOPs, record the data relating to the physical and financial advance of the program on an ongoing basis, and describe the results obtained in the indicators set out in the logical framework. The CU Monitoring and Institutional Coordination Department will be in charge of follow-up on the program.

E. Execution period and disbursement period

- 3.12 The program will be carried out in four years and the proceeds of the financing will be disbursed in four and one half years. Each period will be reckoned from the effective date of the loan contract.

F. Preparedness of the program

- 3.13 As mentioned in paragraph 3.10, the draft plan of operation for year one is now ready, timely start up of the program is being facilitated with the support of loan 1080/OC-UR. The specific objectives of the PPF are: (i) to establish the CU, (ii) to design and implement the system for follow up and evaluation of the program, (iii) to design the information systems, (iv) to draw up the terms of reference for all of the training activities envisioned under the program, (v) to prepare the project plans for the renovations on the old Musto hospital building and the technical conditions for the calls for tenders, (vi) to design the care model for the CNRJ inmates, and (vii) to prepare the activities for implementation of the Care and Rehabilitation Network for Victims of Family Violence. It is expected that the general conditions precedent to disbursement will be fulfilled by

April 1998, and special contractual conditions for the first disbursement of the CNRJ component by July 1998.

G. Recognition of expenses

- 3.14 The executing agency has incurred expenses in connection with the start up of certain investments planned for the program. These expenses include fees for the technical personnel in charge of preparing the program as well as pieces of equipment, furniture, and computers to supplement those being financed with funds from the PPF. In view of the fact that the executing agency has agreed to follow the Bank's standard procurement procedures in purchasing these items, it is felt that such expenses, which would amount to approximately US\$150,000, could be recognized as chargeable to the local counterpart funding.

H. Procurement of goods, works, and consulting services

1. Goods and works

- 3.15 The procurement for goods and construction works will be done in accordance with the Bank's standard procedures. International competitive bidding will be used for procurement valued at more than US\$250,000 in the case of goods and US\$2 million in the case of construction works, as shown in Table III-3.
- 3.16 Bidding in amounts below these thresholds will be done in accordance with local legislation, which establishes the following modalities and amounts. The procurement of goods in amounts below US\$50,000 will be supervised by the Bank through ex post spot checks.

Table III-1  
PROCUREMENT OF GOODS AND WORKS PURSUANT TO LOCAL LEGISLATION  
(US\$000s)

MODALITY	GOODS AND WORKS
Direct purchase	Up to 4.15
Limited bidding (by invitation to at least six firms)	from 4.16 to 83.0
Competitive bidding	over 83.0 to 249,999.99

2. Consulting services

- 3.17 Consultants will be hired by the CU in accordance with the IDB tender procedures for the recruitment of consulting services. With a view to expediting the process, however, it is recommended that the requirement that the Bank be consulted in advance and that it approve the final report be retained in the case of consulting



services only, for amounts over US\$50,000 in the case of individual consultants and over US\$100,000 in the case of consulting firms. For contracts below these amounts, the Bank will perform an ex post spot check. The generic terms of reference for the individual consultants and consulting firms will need to be approved by the Bank prior to recruitment. Consulting services will cost the equivalent of US\$4,830,000.

Table III-2  
CONSULTING SERVICES

Type of consultant	Local		International	
	months	US\$000	months	US\$000
Individual	2,864	3,849	25	315
Firm	n/a	266	n/a	400
<b>TOTAL</b>	<b>2,864</b>	<b>4,115</b>	<b>25</b>	<b>715</b>

3.18 The borrower has requested that, as an exception, that authorization be granted for direct contracting to be used to hire the United Nations Development Programme (UNDP) to administer the hiring of consulting services for the operation. As an institution, the UNDP enjoys a decided comparative advantage for the following reasons: (i) its long track record in providing effective administrative and technical support ensures quality control in the process of hiring consultants and in the work they perform as well as in the bidding process and the awarding of contracts for goods; (ii) it has extensive experience in identifying, hiring, coordinating, and monitoring individual specialists; (iii) it possesses considerable expertise and experience with IDB tender procedures for the procurement of goods and services as well as the local standards, thereby permitting easier administration and fulfillment of contractual conditions, program execution, and the disbursement of funds.

3.19 This exception conforms to the criteria contained in section GS-403 of the Procurement Manual. In all cases, the procurement procedures employed by the UNDP will conform to the Bank's policy guidelines.

### 3. Timetable and procurement plan

3.20 Presented below is a tentative timetable for procurement, together with the modalities that would be used for the main items to be procured under the program.

**Table III-3  
TIMETABLE AND PROCUREMENT PLAN**

Main Items of procurement	Financing in US\$000 and % of total		Modality: ICB or other 1/	Prequalification yes/no	Estimated date of publication of the SPN quarter/year
	IDB	Local			
<b>1. Works</b>					
a. Renovation of former Musto hospital building	7,200 (93%)	504 (7%)	ICB	yes	II/1998
<b>2. Equipment</b>					
a. Outfitting of CNRJ (beds, cupboards, desks)	531 (100%)		ICB	yes	II/1999
b. Computer equipment (PCs, printers, server)	482.9 (98%)	9.8 (2%)	ICB	yes	III/1998, I and II/1999 I/2000
c. Audiovisual equipment, photocopiers	15 (58%)	11 (42%)	DP	no	III/1998, I and II/1999 I/2000
d. Office furniture	16 (68%)	7.5 (32%)	LA	yes	III/1998, I and II/1999 I/2000
<b>3. Consulting services</b>					
a. Individual	1,535.35 (33%)	2,579.05 (67%)	ICB/LCB/LA /DP	no	II, III, IV/1998; II, III/1999; I/2000
b. Firm	516.95 (70%)	198 (30%)	ICB/LCB/LA	yes	II, III, IV/1998; II, III/1999; I/2000

- 1/ ICB International competitive bidding  
LCB Local competitive bidding  
DP Direct purchase  
LB Limited bidding

# **I. Disbursements**

- 3.21 Disbursements will be made in accordance with the Bank's standards, with the ex post review procedures for supporting documentation pursuant to OA-350 being adopted. For the first three disbursements in respect of the various items of procurement made under the program (i.e. goods and services), the Bank's Country Office will perform an ex ante evaluation. In the case of contributions to civil society organizations, established under appropriate agreements approved by the Bank, the latter may make disbursements upon submission by the executing agency of invoices in which the expenses incurred during the period in question are segregated by group and by disbursement as specified in the corresponding agreements. Such invoices should be submitted by the civil society organizations to the executing agency, to which the latter will be required to add its concurrence in forwarding them to the Bank subject to verification and review. This will provide a mechanism to speed up the disbursement process.
- 3.22 The executing agency will make every effort to ensure that the information contained in the Breakdown of Payments is duly justified in the supporting documentation requested by the Bank. The executing agency will be required to keep in its possession originals and/or copies of the contracts, orders, invoices,

receipts, payment stubs, supplier certificates, certificates of origin or any other documentation confirming the information supplied in the Breakdown of Payments. This documentation should be properly identified and filed and be available for review by authorized officials of the Bank and external auditors. This documentation should be kept in an active file, in a place of the executing agency's choosing, for at least five years from the date of the final disbursement of the IDB loan.

J. Accounting and audits

- 3.23 The CU will keep records showing the expenses incurred under the program in accordance with the Chart of Accounts approved by the Bank. Budget performance and accounting records of the resources received and expenses will be controlled by the CU's Budget and Financial Management Department. Effective from the fiscal year corresponding to year one of the program and for four years thereafter, the annual financial statements of the program shall be submitted within four months of the close of each fiscal year, together with a report of the independent external auditors. Each report will include an opinion on all aspects of program management.

K. Land and easements

- 3.24 Prior to the bidding on the civil works, the CU shall demonstrate that it is in legal possession of the land and holds all easements and rights of way thereto, permitting construction, rehabilitation, and/or expansion of the works and any other works and that before the winning bid is selected, the necessary consultants have been hired to supervise these works. Such evidence shall be kept in the executing agency's records for review by the Bank.

L. Supervision

- 3.25 The Country Office in Uruguay will be responsible for supervision on behalf of the Bank. As the Country Office has a specialist assigned to the program as a member of the project team, the Bank is expected to be able to monitor the program smoothly without any problem.

M. Ex post evaluation

- 3.26 An ex post evaluation of the program has not been imposed as a contractual condition. Nevertheless, given its innovative nature, the Bank will perform an ex post evaluation of the program. Accordingly, the executing agency will be required to submit each year the information relating to the indicators described in the logical framework for at least five years after the date of the final disbursement. The methodology used to construct these indicators should be set out in the AOP.

#### IV. VIABILITY, RISKS, AND BENEFITS

- 4.1 The overall feasibility of the program depends on the political willingness of the government authorities to address these problems and on their conviction that these problems should be accorded priority—two key requisites for the success of a program of this kind. As noted in Chapter I, the State has stressed the importance of actions to prevent crime and violence as a determinant of Uruguay's future socioeconomic development, and therefore has initiated a process to create a strong culture of prevention before violence rises to epidemic proportions as in other urban centers around the world.
- 4.2 Recognizing the need to bring civil society into the process, and mindful of the importance of building a consensus amongst the different parties concerned, the Ministry of the Interior has involved key agents in the sector in the preparation of the program. Two workshops in October 1997 were attended by 150 representatives of different organizations in the public and private sectors. The participants divided into four working groups in the areas of domestic violence, preventive policing, consolidation of information systems, and youth as agents of prevention, which included the topic of establishing the National Juvenile Rehabilitation Center. The specific objectives by topic, the activities needed to achieve these objectives, and the indicators for monitoring their progress were discussed and agreed on at each session. The workshop generated constructive dialogue and broadened participation in the program design to include government and nongovernmental organizations. This experience also sparked greater interagency coordination.
- 4.3 Another equally important factor that concerns the feasibility of the program is the high priority that Uruguayan society places on citizen safety. The program recognizes this priority and pushes for greater understanding and a more active role in crime and violence prevention in Uruguay, by encouraging participation by the community and the private sector.
- A. Technical viability
- 4.4 The technical viability is reinforced by the design itself of the program, in which specialists recognized as leading experts in their fields, worked closely with local experts, applying their expertise and experience to the particular problems affecting the country. Already identified are the necessary inputs that would make it possible to deliver quality services for crime and violence prevention and for care of victims and rehabilitation of offenders. Moreover, in light of its pioneering nature, the different elements of this program all possess a strong evaluation component in order

to learn from this experience and to assess its potential for use in other countries in the region.

- 4.5 Empirical studies show that it is more effective to apply a coordinated, multidisciplinary strategy for violence prevention that involves public health officials, educators, law enforcement officials and the justice system, psychologists, and sociologists. This strategy is further enhanced by the involvement of other representatives of civil society, NGOs, and religious and youth organizations. This is precisely the strategy that has been applied throughout the program design and it will be bolstered during its implementation.

B. Institutional viability

- 4.6 The institutional viability of the program has been examined in terms of execution as well as the sustainability of the institutional changes that will be introduced. One of the most crucial reforms in the institutional framework will be arrived at through extensive private-sector participation in crime and violence prevention. The present program will not only benefit the private sector directly through greater citizen security it will also raise its day-to-day involvement in the process.
- 4.7 The institutional viability of the program is rooted in the strengthening of the DNPDP as a coordinating agency for crime and violence prevention programs and any multisector support that this agency may receive through the CNPD. That the experts to be hired will work together with the staff of the DNPDP enables the program to raise the installed institutional capacity on a permanent basis. Furthermore, the continuity from the design stage to execution has been ensured since the technical personnel who prepared the project will also be in charge of its implementation.
- 4.8 Another key factor, mentioned earlier, will be the institutional strengthening of the various agencies in charge of some of the activities envisaged under the program (i.e. INACRI, the Liaison Committees, PNEL, NGOs, etc.). As part of the program, training services will be provided to improve the skills and capabilities of a broad range of social actors such as teachers, policemen, judges, health professionals, community leaders, psychologists, social workers, etc. In addition, information systems as well as systems for follow up and evaluation of clearly defined impact and performance indicators will be put in place, to make the DNPDP a stronger institution.
- 4.9 The size of the Coordination Unit and its technical level as well as its reporting status with respect to the DNPDP will ensure that it has the capacity and competence to perform its functions satisfactorily. Also, interagency coordination will be provided through a department set up specifically for this purpose within

the CU as well as the dynamic workings of the CNPD through implementation of the program.

- 4.10 Lastly, the use of annual operating plans will allow the executing agency and the Bank to be in a position to perform necessary adjustments as the program is implemented, permitting its objectives to be performed and fulfilled more easily.

C. Socioeconomic viability

- 4.11 The economic analysis of a program of this nature poses new challenges in view of its complexity and the interaction of the different activities it involves. The fact that the benefits will redound to a very broad and heterogeneous segment of the population, over varying periods of time, and given the numerous underlying causes of these problems, it is hard to assess them using a methodology. However, it is recognized that the main benefit of a program of this kind is the reduction in the likelihood of becoming a victim of violence and/or crime for the general population, thereby improving their well being.
- 4.12 As mentioned in chapter I, there is a body of literature and empirical research pointing to the fact that prevention is the most cost effective treatment of violence. Accordingly, by focusing primarily on preventive measures, the program will generate cost savings in the medium and long run. For instance, considering only its impact on reducing the rate of recidivism, the following benefits will ensue: (i) cost savings derived from incarceration; (ii) a potential revenue from present inmates in the event that their successful reintegration into society enables them to become a member of the economically active population; (iii) economic value of crimes not committed; (iv) the cost savings from minors before the courts and held in police custody; and (v) the potential income generated by the work of CNRJ inmates while in residence. Considering these partial benefits from savings in costs that can be easily quantified, estimated at approximately US\$3.5 million a year, the internal rate of return would be 15.73%, assuming that 55% of the inmates are rehabilitated.
- 4.13 Other areas in which savings will accrue are the judicial system, the health system and law enforcement services. Perhaps the most important benefit has to do with the development of the child since a child growing up in a home where violence is rife is far more likely to drop out of school, have trouble integrating into society, and to engage in violent behavior as an adult, thereby creating a vicious circle in which the violence is perpetuated. As a result, although the economic costs are substantial in terms of productivity, the social costs are greater still.

**D. Analysis of the beneficiaries**

- 4.14 Violence affects all members of society. Consequently, insofar as violence and crime can be prevented, all of the residents - men, women, and children - of Montevideo and Canelones, or 55% of the Uruguayan population, will benefit directly and indirectly from the program.
- 4.15 *Distributive impact.* A program for the prevention of crime and violence calls for the successful completion of very specific activities that are intended to address directly the root causes of criminal and violent behavior, which are not necessarily poverty. According to recent studies, poverty in itself is not a determining factor in criminal behavior. Moreover, there is evidence to suggest that "the differences in the incidence of violence between different groups is attributable more to economic inequality than to the absolute level of material deprivation". <sup>12/</sup> However, actions aimed at reducing violence generally reduce the level of poverty as well.
- 4.16 Although the program is not geared specifically to poverty reduction, and therefore cannot be classified as poverty-targeted in accordance with paragraph 2.15 of the Eighth Replenishment document (AB-1704), many of the preventive activities it entails will help to reduce the levels of social exclusion and poverty. For instance, training in basic skills, in preparation for the working world, and in nonviolent dispute settlement techniques will contribute to the integration into society of the young person at risk as well as the offender who generally come from low-income homes. Hence, the program activities to prevent domestic violence and to assist its victims will benefit poor women proportionately since they are more likely to suffer from severe domestic violence than middle- and upper-class women.
- 4.17 Insofar as the program will have a favorable impact in terms of improving the quality of life of the population, it can be classified as contributing to social equity as specified in paragraph 2.13 of the Eighth Replenishment document.
- 4.18 *Gender consideration.* The problems of family violence and violence in general have a gender dimension that has been widely considered under the present program. Violent relations within the home are related to a structured hierarchy, in which power is exercised through violence for different reasons, but mainly because the aggressor as a child learned the use of violence as a response to situations of conflict. Since the family space is assumed to be one that provides protection, violence of this kind is physically harmful, having serious psychological effects on the victim and usually on the other members of the family.

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<sup>12/</sup> Reason to Hope, p.11

- 4.19 Violence of this kind affects each member of the family in a different way depending on gender. These gender considerations will be considered in the preventive programs being planned under the program, such as the development of learning materials and strategies for the curriculum in formal education, in the advertizing campaign. The program will strengthen the capacity of service providers to offer better care to female victims of domestic violence. There are also a series of factors that affect the quality of service provided by law enforcement, judicial, and medical officials, relating to gender stereotypes and discrimination. These factors will be identified and mitigated by means of training events and activities to sensitize personnel in these areas.

E. Environmental impact

- 4.20 This operation was considered by the Committee on Environment and Social Impact (CESI) at a meeting on September 26, 1997, and it was decided it would not be necessary to prepare either an Environment and Social Impact Report (ESIR) or an Environmental Impact Assessment (EIA). Although this operation is not expected to have adverse environmental effects, the Committee recommended that the Project Team verify the following aspects of upgrading the old Musto hospital building: (i) whether the water was fit for consumption; (ii) sewer system and waste water network; (iii) regular collection and proper disposal of garbage; (iv) integrity of the water supply and waste water system so that it does not come in contact with the soil; (v) removal of contaminants such as asbestos and lead-based paints; and (vi) physical stability of the building. During preparation of the project proposal, these aspects were examined and it was concluded that the works would not occasion any substantial negative effects. Nevertheless, the Operating Regulations of the program included environmental guidelines to be fulfilled by all of the milestones mentioned by the CESI, which would not only be applied to the building restoration but also to all of the activities envisioned under the program.
- 4.21 The neighborhood community was consulted on the establishment of the Center. The Minister of the Interior and the National Coordinator for the "citizen safety program: crime and violence prevention" and other representatives of the Uruguayan government met with neighbors and other groups affected by the project in June 1997. These groups included the Chamber of Commerce, the Parent Teachers Association, and the Local Community Council. The alternatives to using the Musto hospital building were discussed at length at the meeting. The community indicated that it favored converting the Hospital into the National Juvenile Rehabilitation Center, or half-way house, to care for young offenders (from 18 to 29 years of age) considered to be less dangerous. As part of the agreement with the community, the authorities agreed to approve the inclusion of a basic multipurpose clinic to serve the inmate



population as well as the community in the project to upgrade the former hospital building.

- 4.22 A second meeting that was attended by the Uruguayan authorities, the Project Team, and representatives of the neighborhood community was held in December 1997 to provide information on the preparedness of the program and particularly the Center. Approval and interest were expressed regarding the Center and the activities that were to be carried out in and around the Center. Being a closely-knit community with a willingness to contribute to the development of the Center assuming that benefits such as medical and dental care, a training center, sports activities, and green spaces for the public would redound to the entire community, the chances of young people being successfully reintegrated into society would be increased.

F. Risks associated with the operation

- 4.23 *Limited experience of the DNPd.* As mentioned earlier, the DNPd, which would be in charge of providing continuity in support of the program, is a relatively new department within the Ministry of the Interior, handling a nontraditional area in which it has not had any experience with development projects of this scope. To meet this challenge, the program will: (i) provide technical strengthening for the DNPd's administrative capacities and coordination to supplement the training in procurement and management for projects financed under the Project Preparation Facility; and (ii) have a sound system of monitoring and follow up for the operation, including the use of annual operating plans.
- 4.24 *Efficient workings of the CNRJ in the future.* Given the concern that now exists in Uruguayan society over the incidence of recidivism, the judicial authorities have been reluctant to authorize the temporary release of inmates, even in the case of those who are fully eligible for this privilege. This concern could translate into underutilization of the Center in the short term. This risk will be minimized through the future campaign to sensitize public officials at all levels to the program as a whole, with information on its effects, objectives, and expected results. Fully implementing the program will contribute to a growing perception of greater safety amongst the population. At the same time, having a program that functions within the CNRJ that may contribute to more effective reintegration by the target group will have a favorable demonstration effect that would motivate actors in the administrative, judicial, and law enforcement systems to make full use of the program.

## LOGICAL FRAMEWORK AND PERFORMANCE INDICATORS FOR THE PROGRAM

and performance indicators were identified to permit the Bank and the borrower to monitor the advancement more easily. These indicators will be measured against objectives and discussed in annual reviews as a guide in preparing subsequent annual operating plans (AOPs).

Table 1: LOGICAL FRAMEWORK

OBJECTIVES/COMPONENTS OF THE PROGRAM	VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<b>SUBPROGRAM A: BUILDING UP OF INSTITUTIONAL CAPACITIES</b>			
<b>1: Strengthening of the DNPd and other key organizations</b>			
Institutional capacity to design and implement crime and violence prevention policies	<p>Number of technical personnel of CU assigned to the DNPd</p> <p>Annual operating plans (AOPs) submitted by the DNPd to the CNPD</p> <p>Number of NGO initiatives discussed</p> <p>CNPd functioning in accordance with a set of bylaws</p> <p>Information Center functioning</p> <p>Greater percentage of the population more knowledgeable about the magnitude of the actual situation of crime and violence</p> <p>More individual responsibility in crime and violence prevention at the social level</p> <p>Professional/administrative ratio at the DNPd raised</p> <p>Number of new DNPd initiatives</p> <p>Number of trained personnel in project management and supervision</p>	<p>Monitoring and Evaluation Section of the Coordination Unit (DSE/CU)</p> <p>(DSE/CU)</p> <p>(DSE/CU)</p> <p>(DSE/CU)</p> <p>Quarterly reports received by CNPD</p> <p>Public opinion surveys (every year)</p> <p>Public opinion surveys (every year)</p> <p>DNPd</p> <p>DNPd (year 4)</p> <p>(DSE/CU)</p>	
<b>2: Preventive policing</b>			
Improved police activities aimed at crime and violence prevention	<p>Sociocognitive attitude of the police conducive to crime and violence prevention</p> <p>Greater proportion of the target population feels the police are doing a good job</p> <p>Two community police pilot projects set in motion</p>	<p>Pre and post training tests</p> <p>National Police College and Departmental schools in Montevideo and Canelones</p> <p>Public opinion surveys (every year) and survey in year 4 in communities receiving community police training</p> <p>CU, Liaison Committees</p>	Public better informed of the responsibilities of the police

ACTIVITIES/COMPONENTS OF THE PROGRAM	VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<b>3: Domestic violence prevention and care</b>			
Provision of shelter and better care and support for victims of domestic violence	Number of cases reported and attended up by 30%  Number of complaints looked into rises	Information Center (DSE/CU)  Police records (Office of Women), criminal courts, centers for victims (DSE/CU)	Greater sensitization and better care translates in more demand for services
<b>SUBPROGRAM B: YOUNG PEOPLE AS AGENTS OF PREVENTION</b>			
<b>1: Young people in high-risk areas</b>			
Reduction in criminal activities and violence by young people	Percentage of target student population with attitude less conducive to violence Percentage of target student population with specific skills in violence prevention Reduction in number of young people and children referred to INAME for offenses	Pre and post training surveys of students  Statistics of Information Center of DNPJ, INAME, ITF	Socioeconomic conditions remain stable
<b>2: National Juvenile Rehabilitation Center</b>			
Provision of shelter for attending young offenders at the center	Rate of recidivism amongst young offenders at CNRJ down by 10%	INACRI, ITF, technical equipment for CNRJ	Socioeconomic conditions remain stable
<b>SUBPROGRAM C: PREVENTION INITIATIVES AT COMMUNITY LEVEL</b>			
<b>1: Prevention Pilot Centers</b>			
Provision of seminars and support for community violence prevention	Number of PPC visits and type of care/response offered by PPCs Number of community events Perception of the usefulness of Centers	Records of PPC cases attended and inspection by DSE/CU DSE/CU Community surveys in areas with PPCs, DSE/CU	Good relationship and acceptance by community
<b>2: Fund for Local Preventive Activities</b>			
Community participation in crime-and-violence-oriented activities	Number of crime and violence prevention initiatives proposed by the community Quantity of private resources raised	Liaison Committees, DSE/CU  Liaison Committees, DSE/CU	Mechanism to facilitate participation of private sector in State activities in a prompt manner

Table 2: MONITORING OF PROGRAM PERFORMANCE INDICATORS

COMPONENT	ACTIVITY	TOTAL UNITS	Year 1	Year 2	Year 3	Year 4
SUBPROGRAM A: BUILDING UP INSTITUTIONAL CAPACITY						
T 1: STRENGTHENING OF DIRECCIÓN NACIONAL DE PREVENCIÓN DEL DELITO (DNPd) AND OTHER KEY INSTITUTIONS						
Institutional strengthening	Procurement and delivery of equipment, furniture, and supplies to DNPd, INACRI, and PNEI	14 PCs, 5 printers, furniture	100% (PCs, printers)	100% (furniture)		
	Consultants hired by PNEI for shelter	9 professionals	100%			
	Member of Liaison Committees trained	1 workshop	100%			
	NGO trained to raise resources outside the country	20 NGOs (2 per NGOs)	100%			
	Strategy submitted to CNPD	1 Strategy				
Improvement of information systems	Procurement and delivery of equipment, furniture, and supplies	148 PCs, 3 PC servers, 1 mini-server, 72 modems, 3 notebooks, 2 printers	48%	25%	25%	
	Technical consultants hired	4 professionals	100%			
	Staff training in data analysis	6 professionals	50%	50%		
	Learning exchange with Information Center, Cali, Colombia	1 visit (3 experts from Center)	100%			
	Annual publication of key statistics on criminal activity and violence	4 publications	25% (1)	25% (1)	25% (1)	
Involvement of the public	Publicity campaigns carried out	9 campaigns	33% (3)	33% (3)	33% (3)	
	Orientation seminars and dissemination of information on successful experiences	6 workshops	33% (2)	33% (2)	33% (2)	
	Evaluation of campaigns to heighten public awareness	8 surveys	25% (2)	25% (2)	25% (2)	

COMPONENT	ACTIVITY	TOTAL UNITS	Year 1	Year 2	Year 3	Year 4
<b>UNIT 2: PREVENTIVE POLICING</b>						
Orientation of law enforcement agencies	Procurement and delivery of equipment for courses	Audiovisual equipment, photocopiers, PC with printer		100%		
	Preventive policing courses offered	1,400 trained police		33% (485)	33% (485)	
	Preparation of a proposal for the institutional restructuring of the police	1 proposal			100%	
Police-community	Sharing of experiences with successful examples of community police	1 visit				
	Evaluation of how experiences with community police can be applied	2 surveys				
<b>UNIT 3: DOMESTIC VIOLENCE PREVENTION AND ASSISTANCE</b>						
Education strategy	10 workshops offered in sensitization	300 participants	50% (150)	50% (150)		
Training and instruction	The following training and instruction events held:					
	First level (10 seminars)	500 participants	10% (50)	60% (300)	30% (150)	
	Second level (6 seminars)	180 participants	16% (30)	66% (120)	16% (30)	
	Third level (1 instructional course)	20 qualified trainers		100%		
Rehabilitation	Support for nine successful domestic violence care programs	16,240 beneficiaries	30% (4,910)	33% (5,410)	33% (5,920)	
<b>SUBPROGRAM B: YOUNG PEOPLE AS AGENTS OF PREVENTION</b>						
<b>UNIT 1: YOUNG PEOPLE IN HIGH-RISK AREAS</b>						
Education	A course held to prepare the trainers	20 participants		100%		
	25 courses offered to teachers in primary, secondary, and technical schools	1,000 teachers			100%	
	The course in violence prevention added to the curriculum in 500 schools	100,000 students			50% (50,000)	(50,000)
Monitoring of action plans for juveniles	Support for six successful juvenile action programs to prevent juvenile delinquency	4,490 participants	46% (2,065)	45% (2,021)	9% (404)	

COMPONENT	ACTIVITY	TOTAL UNITS	Year 1	Year 2	Year 3	Y
<b>T 2: NATIONAL JUVENILE REHABILITATION CENTER</b>						
Offender care	Establishment of Centro Nacional de Rehabilitación Juvenil [National Juvenile Rehabilitation Center] (CNRJ)	1 Board	100%			
	Establishment of the Administration of CNRJ	4 professionals	100%			
	Formation of the Technical Team	20 professionals		100%		
	Establishment of the Training, Documentation, and Research Center within CNRJ, including procurement and delivery of audiovisual equipment, furniture, supplies, and training manuals	1 librarian, audiovisual equipment 1 PC with printer, 20 handbooks		100%		
	Training for 40 trainers, 20 of whom are in the CNRJ Project Team	40 participants		100%		
	Care/rehabilitation - young offenders	450 young people			200	
Works and outfitting	Detailed designs completed	1 project				
	International competitive bidding/awarding of contracts	1 contract	100%			
	Construction work performed	1 work		100%		
	Purchase and delivery of supplies/furniture			100%		
<b>SUBPROGRAM C: PREVENTION INITIATIVES AT THE COMMUNITY LEVEL</b>						
Prevention Centers	Hiring of staff to work at Pilot Prevention Centers (PPCs)	8 professionals		100%		
	Events organized to disseminate information on and promote the activities of the PPCs	15 workshops		33% (5)	33% (2)	
	Procurement and delivery of PPC equipment	2 PCs with printer, furniture, materials		100% 33% (2)		
	Evaluation of community on the usefulness of the PPCs.	6 surveys			33% (2)	
Local Prevention	Events to promote and disseminate information on the Fund	10 workshops	100%			
	Proposals made by communities	16 proposals	25% (4)	25% (4)	25% (4)	

PROPOSED RESOLUTION

URUGUAY. LOAN /OC-UR TO THE REPUBLICA ORIENTAL DEL URUGUAY  
PROGRAM FOR CITIZEN SAFETY

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such contract or contracts as may be necessary with the República Oriental del Uruguay, as Borrower, for the purpose of granting it a financing to cooperate in the execution of a Program for Citizen Safety. Such financing shall be for the amount of up to seventeen million five hundred thousand dollars of the United States of America (US\$17,500,000), from the Single Currency Facility of the Ordinary Capital resources of the Bank, and will be subject to the "Special Contractual Conditions" and the "Terms and Financial Conditions" of the Executive Summary of the Loan Proposal.