

STATE MODERNIZATION PROGRAM

(PR-0081)

EXECUTIVE SUMMARY

BORROWER: Republic of Paraguay

EXECUTING AGENCIES: Supreme Court of Justice, Office of the Attorney General, and the Ministry of Justice and Labor

AMOUNT AND SOURCE:

IDB:	US\$12.0 million (OC) <u>1/</u>
Cofinancing - Spain:	US\$ 7.0 million
Local counterpart funding:	US\$ 4.9 million
Total:	US\$33.9 million

1/ The Intermediate Financing Facility will be used to finance part of the interest on up to US\$10 million of the loan.

FINANCIAL TERMS AND CONDITIONS:

a. IDB/OC:

Amortization period:	25 years
Disbursement period:	5 years
Grace period:	5 years
Interest rate:	variable
Inspection and supervision:	1%
Credit fee:	0.75%

b. Cofinancing - Spain:

Amortization period:	20 years
Disbursement period:	5 years
Grace period:	10 years
Interest rate:	1.5%
Inspection and supervision:	0
Credit fee:	0

OBJECTIVES: The overall objective of the proposed program is to support the country in strengthening the climate of legal certainty and predictability to allow economic and social development and reinforce the rule of law. The specific objectives would be: (i) to increase the predictability, independence, impartiality, transparency, speed, certainty, legality and accessibility of judicial decisions; and (ii) to facilitate the identification of legally competent authorities and instruments reliably, accurately, and promptly.

DESCRIPTION:

To achieve these objectives, the program has been divided into the following subprograms: (i) strengthening of the Judicial Branch; and (ii) modernization of the Registry of Births, Deaths, and Marriages.

The subprogram to strengthen the Judicial Branch will seek to: (i) develop and implement modern systems of administrative and financial organization and administration of justice and legal documents; (ii) develop and implement an information system to support those systems; (iii) develop a pilot project for building infrastructure to enable the Judicial Branch to plan, maintain and provide adequate space for the performance of its functions; and (iv) provide the Judicial Branch with the capacity to properly evaluate performance and to plan and formulate policies.

The subprogram to modernize the Registry of Births, Deaths, and Marriages will entail: (i) the retrieval of information contained in the registries for the period 1970-1995 in all of Paraguay's 17 departments; (ii) development and establishment of a registry management system; (iii) development and implementation of a modern administrative and financial system; (iv) reform and modernization of the legal framework; (v) establishment of the necessary infrastructure to perform its functions; and (vi) design and implementation of a system to reduce the rate of under-registration.

**ENVIRONMENTAL
CLASSIFICATION:**

The Environment Committee, at its meeting of March 28, 1995, classified this as a Category II operation.

BENEFITS:

The program will strengthen key institutions for the consolidation of democracy and a market economy.

As the reliability of a country's judicial system improves, so do the conditions for good governance; and this, in turn, creates a suitable climate for economic activity to develop to its full potential. The subprogram to strengthen the Judicial Branch has been designed with a view to developing mechanisms that will make it possible for the respective functions to be performed more effectively. In particular, procedural delays should be reduced, the predictability and transparency of judicial decisions increased and protection of rights and freedoms enhanced.

The subprogram to modernize the Registry of Births, Deaths, and Marriages will pave the way *inter alia* to exercising voting rights by providing accurate information for the voting list and access to credit

and social security benefits, and allowing citizens to participate fully in society by means of reliable and proper identification.

RISKS:

Modernization of the State, which by its very nature is a dynamic and long-term process, requires that there be a lasting and clear political will, as expressed through specific actions. Since democratic experience is still at an early stage in Paraguay, there may be some risks in this regard. A further risk associated with the program are the institutional shortcomings of the executing agencies. Accordingly, the program's design aims to create sufficient capacity for its execution and supervision. Moreover, the program is backed by a political willingness and resolve on the part of the branches of government involved in the operation, and political support should be maintained as the expected results come to fruition.

The main risk associated with the subprogram to strengthen the Judicial Branch is a lack of coordination between the Supreme Court and the Attorney General's Office. Accordingly, the program includes a component to improve coordination between these institutions. The main risk under the civil registry subprogram would be the possibility of delays in building the infrastructure required for program implementation.

TARGETING OF LOW-INCOME GROUPS:

As defined in paragraph 2.15 of the Eighth Replenishment report (document AB-1704), this project can be classified as "poverty-targeted" to the extent that more complete birth, death, and marriage registries will yield benefits mainly for the poorer population groups, since many of the members of these groups are not covered by the country's official vital statistics. Bearing in mind that current statistics cover 30% of the country's wealthiest families, some 59% of the beneficiaries under this subprogram would be from low-income groups. Assuming also that the benefits of modernizing the judicial system will be distributed equitably over the entire population (of which 40% is considered to be poor), the weighted average of the two components indicates that roughly 51% of all beneficiaries would be from low-income groups.

THE BANK'S COUNTRY STRATEGY:

The Bank's strategy in Paraguay is geared to: (i) conducting social investment projects, particularly ones that provide basic services, in order to help reduce poverty and enhance the quality of life by upgrading the quality and coverage of education, health, housing, water supply and basic sanitation

programs; (ii) supporting the modernization of production, with particular emphasis on the modernization and diversification of agricultural activities, and on improving the pool of skilled labor; and (iii) supporting institutional strengthening and modernization of the State, to foster a climate of legal certainty conducive to social and economic development and consolidation of the rule of law.

**THE BANK'S SECTOR
STRATEGY:**

For the Bank's Eighth Replenishment period, one of the greatest challenges facing the region is the new role of the State and of civil society.

The sweeping structural changes that the region has seen over the last 10 years have led to a reformulation of the role of the State and of various social and economic actors. The next step is now to consolidate the rule of law in order to make sure that stable rules are in place guaranteeing effective operation of markets, consumer protection, maintenance and protection of ownership rights, and citizen involvement.

The frame of reference for the Bank's involvement in programs aimed at modernization of the State (document GN-1883-5) establishes that the Bank may undertake programs aimed at supporting countries in their efforts to build judicial systems that are reliable, independent, effective, predictable, flexible and accessible.

The present program has a direct relationship with the promotion of conditions for good governance that will ensure the political and institutional sustainability of the economic reforms launched in the 1980s. Strengthening the judiciary and modernizing the civil registry will make for greater transparency, control and accountability with regard to the government's actions, and will foster broader participation by society as a whole in these actions.

**SPECIAL
CONTRACTUAL
CONDITIONS:**

The first disbursement of the financing will be subject to establishment of the liaison unit (paragraph 3.3).

The first disbursement for each subprogram will also be subject to the respective executing agency having met the following conditions precedent: (i) setting up and staffing of the executing unit (paragraph 3.13 through 3.15); (ii) presentation of a work plan for the first six months; and (iii) contracting of a specialized agency or firm to assist in program execution (paragraph 3.16 through 3.18).

In addition, with respect to the subprogram to strengthen the Judicial Branch, an agreement must be signed with the Supreme Court and the Attorney General's Office for these institutions to participate in the program (paragraph 3.2).

Similarly, the contract will contain adequate provisions concerning presentation of the semiannual work plans and the operating manual (paragraph 3.22), program monitoring and evaluation (paragraph 3.25 through 3.27), presentation of audited financial statements (paragraph 3.29), and use of Bank procedures for the procurement of goods (paragraph 3.33) and the hiring of consultants (paragraph 3.32).

**PROCUREMENT OF
GOODS AND
SERVICES:**

All goods and services will be procured in accordance with the Bank's policies, rules and procedures, which will be included in the loan contract for the program. As agreed with the country authorities, international competitive bidding will be used to award contracts valued at more than US\$350,000 in the case of goods and US\$1 million in the case of construction works. In the case of consulting services contracts, the threshold will be US\$200,000.

The funding to be provided under the cofinancing arrangements will observe Bank procedures, in addition to those established herein, and may only be used for hiring Spanish firms.

**APPROVAL
PROCEDURE:**

Pursuant to Part III, Section 2(a), of the Regulations of the Board of Executive Directors, this operation must be submitted for consideration by the Committee of the Whole.

I. FRAME OF REFERENCE

A. Background

- 1.1 The strengthening of a democratic state and a market economy requires a transparent, effective and reliable institutional setting that lends the political and economic system predictability, credibility and legitimacy. In 1989, the Paraguayan government launched a process of political, social and economic reform with a view to political and economic modernization of the country.
- 1.2 As a result of the changes implemented in order to open up the economy and increase its efficiency, Paraguay has seen substantial improvements in recent years. Per capita GDP increased for the third consecutive year on the strength of higher domestic demand stimulated by salary adjustments in the public and private sectors and by the inflow of external capital. The 4% rise in the GDP was principally based on excellent results in the agriculture sector as well as growth in industrial production, despite a slowdown in trade and crisis in the financial sector. Net reserves were up on the heels of a sizeable increase in capital inflows.

B. Political and institutional framework

- 1.3 After 35 years of authoritarian rule, Paraguay returned to a democratic system of government which was formally adopted with the enactment of a new Constitution in 1992 that sets out the division of powers. General elections were held in 1993 to choose the government and parliament, and the Supreme Court of Justice, the Electoral Court and the Office of the Attorney General were established in accordance with democratic principles.
- 1.4 Despite the many reforms that have now been instituted, much remains to be done. In particular, the Constitution has only been partially developed. On the one hand, the legislative work required under any constitutional process is vast and, on the other hand, the National Congress has not had the capacity to cope with this task.
- 1.5 The basic reforms introduced by the Constitution were launched in the face of an institutional void, caused by a lack of capacity on the part of existing institutions that has not yet been remedied. In particular, the reorganization of the Supreme Court of Justice and the Attorney General's Office and the creation of an Electoral Court must be accompanied by specific actions to ensure they are effective.
- 1.6 The Bank, together with the OAS, USAID and the European Union, has been working with representatives of the public authorities, the various political factions and the country's social sectors since 1993 to set up this program and to define its scope. The Bank has

financed six short-term missions designed to identify problems and provide guidance for the Paraguayan authorities and the Bank in defining objectives and projects. The equivalent of US\$70,000 from the Spanish Technical Cooperation Fund for Consulting Services (ATN/SI-4941) and US\$100,000 from the Project Preparation Facility (870/OC-PR) were used to prepare specific projects.

- 1.7 Through dialogue with the Paraguayan authorities, several priority areas were identified in which it was felt that the Bank could help most effectively at this initial stage to improve the conditions of governance of Paraguay: (i) developing a new Constitution and setting the legislative agenda; (ii) strengthening the judicial branch; and (iii) modernizing the registry of births, deaths, and marriages.
- 1.8 In December 1995, the Bank approved a technical-cooperation project valued at US\$730,000 equivalent (strengthening of democratic institutions, ATN/SF-5105-PR), with the principal objectives of improving the process of drafting legislation and assisting in developing the Constitution and setting the legislative agenda through support for the National Congress and the President's Office.
- 1.9 In carrying out this technical-cooperation project, the Bank worked closely with the European Union, which currently is executing an operation for ECU 900,000, to finance: (i) equipment to streamline the work of Congress and the voting process; (ii) training for legislators through the Catholic University of Paraguay, and administrative and organizational training for management of the Congress; (iii) the design of administrative procedures for both Houses; (iv) modernization and computerization of committee work; (v) creation of a database and a legislative library; and (vi) information campaigns to narrow the gap between civil society and the legislative branch.

1. Judicial Branch

- 1.10 Until 1989, judges in Paraguay had traditionally been appointed and removed from office by order of the Executive Branch. The Constitution has laid the foundation for a more independent Judicial Branch by allocating 3% of the national budget to the Judicial Branch's budget and setting up a Council of the Judicial Branch.
- 1.11 The Council of the Judicial Branch, consisting of one representative from the Supreme Court of Justice, one representative from the Executive Branch, two representatives from the National Congress, two representatives of the bar association and two representatives from the teaching staff of law schools, has drawn up the slates that were submitted to the Senate in order to replace - with the agreement of the Executive Branch - all nine members of the Supreme Court and the Attorney General.

- 1.12 The Council is in the process of preparing slates for submission to the Supreme Court, whereby all judges and government prosecutors would be replaced. These are historic events that present a unique opportunity for changing the course of political, economic and social history in Paraguay.
- 1.13 The recently obtained independence of the Judicial Branch will not be effective until the chronic institutional shortcomings of the Supreme Court of Justice, the courts and tribunals, and the Public Ministry are corrected.
- 1.14 The average processing time of an ordinary civil suit is over five years, 3.5 years for an action under the labor code, and delays in criminal cases have resulted in more than 95% of the prison population being unsentenced; the courts lack systems of jurisprudence, procedures and technical standards to enable judges to maintain consistency, transparency and predictability in interpreting the laws; many crimes go unpunished because judges and prosecutors cannot properly prosecute the crimes. All this renders decisions on rights unpredictable, vague or uncertain.
- 1.15 To enforce the legal principles recently introduced by the Constitution, the program will provide the new judges, magistrates and government prosecutors with the organizational, technical and managerial tools to perform their constitutional functions. Certainly, having the tools does not in itself ensure the efficient administration of justice. However, lack of these tools will make the administration of justice dependent on the good will of judges and prosecutors without achieving any tangible results.
- 1.16 Parallel to this program, the Paraguayan authorities are pressing ahead with structural reforms, such as the reorganization of court jurisdictions and establishment of levels of jurisdiction; improvement of systems for training judges and prosecutors, 1/ reform of the rules of procedure 2/ and the legal codes, in order to remove from the purview of the courts those functions that are not strictly jurisdictional which now take up much of a judge's time, and prevent new types of crimes from going unpunished.
- 1.17 Reforms of this kind, which, due to their political nature, take time, 3/ must follow their natural course. The Bank is supporting legislative development of these reforms under a program for the strengthening of democratic institutions (ATN/SF-5105-PR).

1/ USAID is currently working in this area with the Supreme Court of Justice and the Attorney General's Office.

2/ Ibid.

3/ For example, the judicial reform movement in the United States began in 1906 and still continues today.

- 1.18 It should be understood that these reforms do not need to be completed as a condition precedent to execution of this program. The regulatory power of the Judicial Branch is such that it can already adopt all of the measures proposed in this operation. In addition, the experience of other countries (United States, Spain and Chile) has shown that actions of the kind proposed here speed up the process of legal reform and enrich it by highlighting issues that would otherwise have been ignored, and they have a very positive short-term impact on the quality of justice services delivered and the general perception of the judicial branch.
- 1.19 In any event, the program is flexible enough to adapt to potential structural changes, such as the introduction of oral proceedings in trials or redefinition of areas and levels of jurisdiction.

2. Registry of Births, Deaths, and Marriages

- 1.20 In Paraguay, any reform of the registry system ^{4/} must start with modernization of the Registry of Births, Deaths, and Marriages (REC). In countries like Paraguay with a legal system based on the Napoleonic Code, the Registry of Births, Deaths, and Marriages is the principal legal source of data on individuals. Accordingly, the reliability of the other registers is directly linked to the reliability of the Registry of Births, Deaths, and Marriages.
- 1.21 The REC has two basic functions. One is the registration function, which consists of the registration and filing of birth, death, and marriage certificates; it is also the place where marriages are recorded. The second is the statistical and information function, which consists of gathering and processing vital statistics for use in demographic studies, planning social services, and providing data to other registers and institutions.
- 1.22 These functions are essential for life in society, since they are needed for formal recognition of marriage, care of minors, access to education and other social services, citizen identification, access to credit, and establishment of the voters' list for elections and the exercise of certain rights including the right to inherit.
- 1.23 In Paraguay, the Registry of Births, Deaths, and Marriages is currently part of the Ministry of Justice and Labor. Since it was created by law in 1880, it has changed little, if at all, and virtually all of its original methods, procedures and organization continue to be used. At the same time, society seems to have

^{4/} Registry of Births, Deaths, and Marriages, voting list, civil identification register, records, property, boats, automotive vehicles, aircraft, livestock brands and marks, corporations and associations, trade, industrial property, etc.

placed little store on the importance of the registry and this has led to the present situation of low prestige and credibility.

- 1.24 The current situation is characterized by: (i) an inadequate legal framework; (ii) the organizational structure is rudimentary at the central level, and nonexistent at the peripheral level; (iii) poor staff recruitment, training, and pay levels 5/; (iv) inadequate equipment, a factor that affects file security; (v) manual procedures are used that do not tap modern technology; and (vi) there is a 40% under-registration rate.

C. Institutional cooperation

- 1.25 The Organization of American States (OAS) assisted the Bank during identification of the registry subprogram and focused its efforts on supporting the Bank in the design and preparation of the subprogram to modernize the Registry of Births, Deaths, and Marriages. OAS specialists, together with the Bank, drew up an assessment of the registration system which contributed to the analysis and design of this subprogram.

D. Bank strategy under the Eighth Replenishment

- 1.26 The Eighth Replenishment document recognizes that one of the challenges facing the region is the changing role of the State and the participation of civil society.
- 1.27 The new role of the State and of the various social and economic agents, stemming from the far-reaching structural transformations that have taken place in countries in the region over the past decade, has led to the need to consolidate the rule of law in order to ensure that stable rules of law prevail for proper functioning of the markets, consumer protection, maintenance and strengthening of property rights, and citizen participation.
- 1.28 The frame of reference governing the Bank's involvement in programs aimed at modernization of the State (document GN-1883-5) establishes that the Bank may undertake programs aimed at supporting countries in their efforts to build judicial systems that are reliable, independent, effective, predictable, flexible and accessible. Specifically, actions may be undertaken in the areas of: (i) legislative reform and the protection of basic rights of citizens, (ii) administrative strengthening of the judiciary, (iii) establishment of alternative dispute resolution methods, (iv) legal assistance and education at the community level, (v) training activities that help beneficiaries respond to challenges arising from social and technological change, and the specific problems faced by women, children and other groups that

5/ Eighty percent of the REC's staff earn 80% of the minimum wage.

are the victims of discrimination and abuse, (vi) modernization of physical infrastructure, and (vii) public safety.

- 1.29 This program is directly related to promoting conditions of governance for the political and institutional sustainability of the economic reforms launched during the 1980s. Strengthening the judiciary and modernizing the civil registry will make for greater transparency, control and accountability with regard to the government's actions, and will foster broader participation by society as a whole in these actions. By consolidating the rule of law, these actions will help to create a better environment for economic activity.

II. THE PROGRAM

A. Objective

- 2.1 The overall objective of the program is to support the country in strengthening the climate of legal certainty and predictability to enable economic development and reinforce the rule of law.

B. Description

- 2.2 To achieve the aforesaid objective, the program comprises two subprograms: (i) strengthening of the Judicial Branch; and (ii) modernization of the Registry of Births, Deaths, and Marriages.

C. Subprogram to strengthen the Judicial Branch 6/ (US\$13,450,000)

1. Specific objectives

- 2.3 The specific objectives of this subprogram are: (i) to strengthen the administrative capacity of the Supreme Court of Justice (CSJ) and the Attorney General's Office (FG) to relieve the Ministers responsible for the CSJ, the courts, judges and public prosecutors of nonjurisdictional functions; (ii) to enhance the speed, transparency and capacity to respond to social needs; (iii) to coordinate the definition of judicial policy; (iv) to maximize the State's capacity to guarantee the defense of individual rights and freedoms; (v) to develop a pilot program to modernize the judicial infrastructure; and (vi) to provide the authorities of the Judicial Branch with tools for planning and obtaining information for proper formulation of judicial policy.

2. Description

- 2.4 To achieve the above-mentioned objectives, this subprogram will finance the following three projects (see Annex I):

6/ The Paraguayan judicial branch comprises the Supreme Court of Justice, the law courts, the Ministerio Público [Ministry of the Attorney General and the Public Prosecutor], the Council of the Judicial Branch and the Electoral Board. In this program, the term "Judicial Branch" will be used to refer only to the Supreme Court of Justice, the law courts and the Ministerio Público.

- a. Project for development and implementation of a modern management organization system for the Judicial Branch
(US\$1,485,000)
 - 2.5 The Supreme Court of Justice and the Attorney General's Office lack administrative support in terms of organization, methods, technology and qualified staff to perform their functions.
 - 2.6 A lack of coordination between the Attorney General's Office and the Supreme Court of Justice precludes the possibility of defining common criteria and objectives that would make it possible to effectively attain goals for the justice system, results in duplication of common tasks and cost inefficiency, and limits the State's capacity to guarantee protection of individual rights and freedoms.
 - 2.7 Systematic and empirical information on the actual situation of the justice system in Paraguay 1/ is virtually nonexistent, and this makes it difficult to identify the cause of a problem and offer appropriate solutions.
 - 2.8 To help resolve these problems the following three components will be carried out:
 - (i) Preparation and implementation of a modern administrative management system for the Judicial Branch (US\$990,000)
 - 2.9 This component consist of the following activities: (A) preparation and implementation of a proposal to modernize the existing administrative and financial structure; (B) drafting of regulations, manuals, job descriptions and salary scales; (C) seminars to provide information on the reforms; (D) training of approximately 330 officials; (E) strengthening of the Planning and Development Department; (F) reorganization of the administrative structure of judicial districts; and (G) technical assistance for a practical assessment of the Paraguayan justice system, development of methodologies for gathering data on the judicial system, and an evaluation of the performance of the justice system.
 - (ii) Establishing a career path in the Judicial Branch
(US\$315,000)
 - 2.10 This component comprises the following activities: (A) preparation of a basic plan for a career path for officials in the Judicial
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- 1/ Apart from the Judicial Branch, the justice system includes a range of institutions and actors such as attorneys and their professional associations, the police, correctional services, juvenile courts, etc., whose operation directly affects the efficacy of the administration of justice.

Branch; (B) design of a recruitment, training and promotion center or department for officials; (C) preparation of rules for selection, training, evaluation and promotion; (D) preparation of a plan for implementation of the rules by the center; (E) preparation of an ongoing training program for judicial officials; (F) preparation of a program to train specialist teachers; (G) seminars to provide information on studies and recommendations; and (H) implementation of a new system of positions and salaries.

(iii) Development and execution of a plan for coordination and evaluation (US\$180,000)

- 2.11 This component will consist of the following activities: (i) preparation of a coordination plan for the CSJ and the FG; (ii) seminars to publicize and provide information on the plan; (iii) training for employees in units or departments designated by the CSJ and the FG in accordance with the recommendations continued in the plan pursuant to the principles established therein; and (iv) implementation and supervision of the measures recommended in the plan.

b. Development and implementation of a plan for an information system for the Judicial Branch (US\$7,115,000)

- 2.12 The effectiveness of the previous project will be limited without proper technological support. A well-designed information system, together with an appropriate organizational and administrative system, is essential for obtaining the objectives set for the administration of justice.
- 2.13 Under the project, three types of information systems will be installed: management, documentary and jurisprudential, and administrative. The management system will provide judges and prosecutors with the tools for monitoring trial procedures and following up on case matters. At the same time, policy-making bodies will be able to supervise the performance and work of judges and prosecutors. The documentary and jurisprudential system will provide the judges with the tools to manage legal texts and documents, make sentences more consistent and lay sounder bases for sentencing. Ultimately, the administrative information system will expedite CSJ and FG administrative tasks.
- 2.14 This objective will be achieved through the following two components:
- (i) Preparation of an integrated judicial information processing plan (US\$2,615,000)
- 2.15 This component will include the development of management, documentary and jurisprudential, and administrative computer applications for the CSJ, FG, courts and tribunals and public prosecutors for a total of 1,000 work stations, to include tentative bidding

documents and technical specifications for the procurement of hardware and software (operating system and database), that guarantee free access by potential suppliers from member countries of the Bank.

(ii) Installation of a judicial information system
(US\$4,500,000)

- 2.16 This component will consist of : (i) procurement and installation of the equipment, databases and operating systems for about 1,000 work stations; (ii) installation and adaptation of computer applications in stages; and (iii) training for approximately: (A) 180 judges, 100 prosecutors, 40 secretaries, 500 judicial officers, and 200 public officers in the use of the judicial and document management information system; and (B) 30 heads of department and 200 officials of the Supreme Court of Justice in the use of the administrative information system.

c. Pilot project for building infrastructure (US\$2,600,000)

- 2.17 Paraguay's court houses and offices are located in buildings that were not specifically intended for that purpose. The facilities and equipment are very basic and are not suitable for an integrated computer management system such as the one to be introduced. They are not used efficiently, are in need of maintenance, and are not conceived to accommodate expansion. Consequently, the buildings are an added impediment to accessible and open administration of justice. Of the country's larger jurisdictions, the judicial infrastructure of Villarrica (431,000 inhabitants) is the one in relatively worst condition.
- 2.18 Paraguay's Judicial Branch, working with assistance from the Basque government (Spain) and under the supervision of the Bank technical staff, has drawn up a general plan for judicial infrastructure that comprises the following activities: (i) a study will be prepared to define the needs in terms of judicial facilities; (ii) space requirements of the various judicial bodies will be determined on the basis of a modern model of administration of justice; (iii) standard judicial space requirements by service will be determined and analyzed; (iv) programs will be prepared for the different types of judicial buildings planned; (v) a generic project will be prepared to determine the technical specifications of materials, installations, equipment and furniture in the new buildings; (vi) a maintenance program will be designed for new and old buildings; (vii) a judicial architectural unit will be designed to respond to the needs of the judicial branch; (viii) the pilot plan carried out during program preparation will be validated; (ix) standard bidding forms will be prepared; and (x) the general timetable will be prepared for all of the buildings.
- 2.19 As part of this component, a new courthouse will be built in Villarrica following the general plan for judicial infrastructure

(to be drawn up with assistance from the Basque government) with an eye to validating the plan prior to general implementation.

D. Subprogram to modernize the Registry of Births, Deaths, and Marriages (REC) (US\$17,450,000)

1. Specific objectives

- 2.20 The Registry of Births, Deaths, and Marriages is a service that must be readily accessible to all citizens so that civic acts and documents can be registered and retrieved. A service of this kind must be secure to ensure that original documentation is kept safe and free from alteration, reliable to ensure that the information in the registry is up to date and faithfully reflects the information supplied, complete in that all of the necessary information is recorded, socially-oriented in its fee schedule, effective in its management and efficient in its results.

2. Description

- 2.21 To achieve the aforementioned objectives, this subprogram will finance the following six projects (see Annex I):

a. Retrieval of birth and death registrations for the period 1970-1995, in two stages (US\$5,200,000)

- 2.22 There are approximately 95,000 volumes of information stored in the Central Archives. The local offices, which are thought to have the same amount of documentation as the Central Archives, generate files that increase this number by about 750 volumes per year. Security and storage conditions at both the Central Archives and the local offices have caused significant deterioration in books and information, which is sometimes lost. The existence of duplicate copies, their age and the material used (paper) imposes constraints on the availability, durability and integrity of the information.
- 2.23 The purpose of this project is to retrieve the information and transfer it to a new system in order to increase the reliability and integrity and guarantee the security of the REC's information.
- 2.24 With this in mind, the following activities will be carried out: (i) development and implementation of an information system to record approximately 4,600,000 registrations in accordance with the information systems plan (paragraph 2.28); (ii) classification, transfer and inventory of information from roughly 30,000 volumes; (iii) selection and training of the verification and compilation team (approximately 110 persons); (iv) procurement and installation of computer equipment, databases and operating systems for the compilation; and (v) procurement of the goods and equipment needed for the compilation.

b. Development and implementation of a registry management system (US\$1,500,000)

- 2.25 The registry management system is obsolete: registration is done manually and in duplicate. Written records are not checked for spelling, which means that errors are commonplace. Moreover, copying information by hand introduces an element of uncertainty since the data contained in the two (at different geographic locations) files is often not consistent.
- 2.26 Manual retrieval of information for duplicate birth, marriage and death certificates is costly, tedious and at times unsuccessful. As general information for statistics and studies is compiled manually and information is transferred manually to other administrative areas, the likelihood of error is high and the diversion of resources for such tasks is clearly repetitive.
- 2.27 The objective of this project will be to improve the REC's procedures (reliability, security, integrity, efficacy and efficiency) and guarantee the flexibility and timeliness (availability) of data transfers to institutional users.
- 2.28 To achieve this objective, the project will include the following activities: (i) developing an information systems plan that provides a coherent and consistent definition at the physical, logical and technical specifications of the retrieval processes (paragraph 2.22 through 2.24), registry management, and financial and administrative management; (ii) developing a registry management system and the corresponding data processing applications; (iii) drawing up registry management regulations; (iv) training approximately 35 employees in data processing and 80 officials in registry management; and (v) installing the system in the General Directorate and the Central Archives and at 16 departmental offices, and supervising the system for five years.

c. Development and implementation of an administrative and financial management system (US\$4,900,000)

- 2.29 The administration of the REC's resources fails to meet its present requirements. In particular, the organization is totally centralized and there are no proper administrative rules and policies. Everything must be handled from the General Directorate, located in Asunción, which has insufficient capacity to meet the needs of the local offices (391). The General Directorate is also responsible for serving as a central archive, which unnecessarily impairs its functioning.
- 2.30 The management of financial affairs in the REC is nonexistent. The agency has no budgetary system; there is no cost accounting system; there are no management or accounting control and auditing systems; there are no procedures for purchasing management or logistical support procedures for local offices. Furthermore, fund

administration controls for collection of the registration fee, the REC's principal source of revenue, are lax.

- 2.31 To remedy these shortcomings, the following activities will be carried out: (i) an administrative and financial management system with its corresponding data processing applications will be designed in accordance with the information systems plan (paragraph 2.28); (ii) organization and procedural regulations and staff regulations will be drafted; (iii) an inventory of jobs and a fee schedule will be drawn up; (iv) seminars will be offered to provide information on the administrative and financial system; (v) training will be provided for approximately 260 persons in administrative management, personnel management, logistics support and information systems management, and 32 officials in economic management; (vi) procurement of information systems equipment, operating systems and databases needed for the registry management and administrative and financial systems; and (vii) implementation of the system in the Central Archives, the General Directorate, and 16 departmental offices, with supervision for five years.

d. Legal modernization - adaptation and modernization of the legal framework (US\$200,000)

- 2.32 The current legal framework needs to be updated to improve the operation of the REC. However, the modernization proposed in this subprogram could be launched and implemented within the present legal framework. The regulatory power of the Ministry of Justice and Labor is sufficient to adapt to the needs of the subprogram.
- 2.33 This project will include the contracting of local and/or international experts to compile and adapt legislation, draft regulations and organize six information seminars.

e. Provision of infrastructure (US\$2,500,000)

- 2.34 Nearly all registration activity is currently centralized in Asunción. With 391 local offices scattered across the country, it is difficult to exercise control over registry management. These local offices are located mainly in private homes that do not meet the requisites for the type of service offered. The limited activity at each of these local offices does not justify investments in building improvement at this time. The General Directorate and Central Archives, on the other hand, share a building which is now overcrowded. The existing infrastructure precludes any changes.
- 2.35 In order to execute the proposed program, a minimum level of infrastructure must be available. Consequently, it is recommended that 16 departmental registries of births, deaths, and marriages be remodeled or built in order to expedite access to information and enhance supervision of the local offices, and that a building be

constructed for the central archives, to lend security to the system.

- 2.36 Existing government-owned buildings will be remodeled. It was confirmed during program preparation that if there are not enough buildings, more could be built at a reasonable cost within a relatively short time frame (six months for departmental offices and one year for the central archives in Asunción). In this case, the borrower would provide the land.
- 2.37 This project will finance the following activities: (i) identification of public sites and buildings for 17 construction or remodeling projects; (ii) preparation of 17 sets of construction or remodeling designs, together with the bidding documents and technical specifications; and (iii) execution of the aforesaid civil works.

f. Campaign to reduce the rate of under-registration and to provide information to the public (US\$1,000,000)

- 2.38 The 40% under-registration rate of births and deaths seriously jeopardizes the reliability of the registry system and severely limits its capacity to provide information that is accurate and complete. Since the causes of under-registration are numerous, information-gathering campaigns must be conducted using means other than the ones traditionally used (the local office) to expand coverage of the registry function (e.g. use of midwives or placement of registry offices in health centers).
- 2.39 Furthermore, people are generally unaware of their rights and of the benefits of registration and the use made of the information kept on file. As a result, there is no incentive to use the registry.
- 2.40 This project will include the following activities: (i) information campaigns for citizens, institutions and persons regarding the REC's actions and institutional users of the REC (e.g. voting list); and (ii) design and implementation of an alternative system for gathering data from hospitals, doctors, midwives, etc.

E. Scale

- 2.41 The serious neglect of the Judicial Branch and especially of the Registry of Births, Deaths, and Marriages over the past century has left these institutions in a critical situation. The cost of the program is directly attributable to the need to rebuild these institutions.
- 2.42 Similar experiences in other countries have shown that the reforms must be implemented across the board to be technically viable and to make the high investment required worthwhile. In other words, the organizational, administrative and management reforms must be

introduced gradually and touch all organizational levels immediately.

1. Subprogram to strengthen the Judicial Branch

- 2.43 This subprogram will focus on the administrative and management structure, information systems and training for employees in eight of the country's nine judicial districts (Asunción, Villarrica, Encarnación, Alto Paraná, Amambay, Concepción, Misiones and Coronel Oviedo), covering a total of 24 appellate courts, 83 trial courts, 28 prosecutor's offices, and 60 administrative areas of the Supreme Court. This area represents 95% of the country's population.
- 2.44 According to calculations made during analysis of the operation, this will mean: (i) training for approximately 520 persons in management organization, 900 in the area of judicial management (180 magistrates, 220 clerks and 500 officers); and (ii) development of information systems applications, procurement of information systems equipment, and development and implementation of information systems applications for approximately 1,000 work stations.

2. Subprogram to modernize the Registry of Births, Deaths, and Marriages

- 2.45 The Registry of Births, Deaths, and Marriages must be virtually rebuilt, a very costly process that will entail complex activities requiring the use of consulting firms until completion of the project.
- 2.46 The retrieval of registrations will be an expensive and complicated process involving the transfer, classification, listing, checking or verification, binding and storage of more than 30,000 volumes of registry information (approximately 4,600,000 certificates over a three-year period). This process also requires the use of optical technology (scanner) and image management in order to ensure reliability in accordance with Paraguayan law and international standards, which require original copies to be reproduced with signatures in order to be considered valid.
- 2.47 The proposed infrastructure improvements are essential for the success of the subprogram, since the proposed activities cannot be performed without them.
- 2.48 In accordance with the data obtained during the preparation phase, the operation will include: (i) modernization of the administrative and organizational structures of the Registry of Births, Deaths, and Marriages; (ii) training of approximately 111 persons in registry management, and approximately 300 in administrative and financial management; (iii) development and implementation of software applications and procurement of the equipment and permits for about 450 work stations; (iv) retrieval of 4,600,000

registrations; (v) construction or remodeling of 17 buildings; and (vi) drafting of a bill, regulations and a legislative digest with subsequent training and information activities.

F. Cost and financing

1. Program costs

- 2.49 The total cost of the operation is estimated at US\$33.9 million equivalent. The Bank will provide the equivalent of US\$22 million (64.9%) from its ordinary capital. Of this financing, up to US\$10 million will be provided through the partial payment of interest with resources from the Intermediate Financing Facility, pursuant to document FN-263-2, as amended.
- 2.50 The Spanish government will finance 20.7% of the program, or US\$7 million, under the agreement between Spain and the Inter-American Development Bank for parallel financing of investment programs and projects and for modification of the Quincentennial Agreement. These funds will be used to help finance both subprograms subject to the applicable rules and procedures for Spanish bilateral financing. The contracting of firms with these resources will conform to Bank procedures and will be limited to Spanish national territory.
- 2.51 The government's contribution of US\$4.9 million equivalent, or 14.4% of the total program cost, will come from the budgets of the Judicial Branch (Supreme Court and Attorney General's Office) and the Executive Branch (Ministry of Justice and Labor), and will be used mainly to cover the cost of program administration and supervision, including interest.
- 2.52 The following table summarizes the program costs by source of financing and subprogram.

Total program cost and source of financing (in US\$000s)					
Program	IDB-OC	IDB-IPP	Local counterpart		Total
			Spain	Govt. of Paraguay	
Subprogram 1: Strengthening of Judicial Branch					
1. Administration and supervision	1,350.0			800.0	2,150.0
2. Development of management organization system	100.0		1,385.0		1,485.0
3. Development and execution of information plan					0
3.1 Development and execution of plan			2,615.0		2,615.0
3.2 Equipment (hardware and database)	1,000.0	3,500.0			4,500.0
4. Judicial infrastructure	2,600.0				2,600.0
Total Subprogram 1	4,600.0	3,500.0	4,000.0	1,350.0	13,450.0
Subprogram 2: Modernization of Registry of Births, Deaths, and Marriages					
1. Administration and supervision	1,350.0			800.0	2,150.0
2. Retrieval of registrations	4,600.0	600.0			5,200.0
3. Development and implementation of registry management system			1,500.0		1,500.0
4. Development and implementation of administrative-financial management system					0
4.1 System development and implementation			1,500.0		1,500.0
4.2 Equipment (hardware and database)		3,400.0			3,400.0
5. Adaptation and modernization of legal framework	200.0				200.0
6. Provision of infrastructure		2,500.0			2,500.0
7. Campaign to reduce under-registration	1,000.0				1,000.0
Total Subprogram 2	7,150.0	6,500.0	3,000.0	800.0	17,450.0
1. Interest				2,400.0	2,400.0
2. Credit fee				350.0	350.0
3. Inspection and supervision	250				250.0
Grand total	12,000.0	10,000.0	7,000.0	4,900.0	33,900.0
%	35.4	29.5	20.7	14.4	100.0

2. Conditions of financing

2.53 The prospective loans will have the following conditions:

Fund	IDB-OC and OC-IFF	Spain
Amount	US\$22 million	US\$7 million
Amortization period	25 years	20 years
Grace period	5 years	10 years
Disbursement period	5 years	5 years
Interest rate	Variable <u>8/</u>	1.5%
Inspection and supervision	1% of loan	0
Credit fee	0.75% of undisbursed balances.	0

2.54 The Spanish cofinancing will be provided in ECUs, for the equivalent of US\$7 million. The interest rate will be fixed throughout the life of the loan.

8/ In the case of the OC-IFF financing, the interest rate could be reduced by up to five percentage points.

III. PROGRAM EXECUTION

A. The borrower and the executing agencies

- 3.1 The borrower will be the Republic of Paraguay. The executing agencies for the strengthening of the Judicial Branch subprogram will be the Supreme Court of Justice and the Office of the Attorney General, acting through their respective executing units. These units will be coordinated by a committee made up of the Chief Justice of the Supreme Court, the Attorney General, and one other Supreme Court Justice. The executing agency of the subprogram for modernization of the Registry of Births, Deaths, and Marriages will be the Ministry of Justice and Labor, acting through an executing unit. These three units must be set up to the Bank's satisfaction as a condition precedent to the first disbursement.
- 3.2 As a further condition precedent to the first disbursement for the Judicial Branch subprogram, the government is to enter into a funds transfer agreement with the authorities of the Supreme Court of Justice and the Attorney General's Office, to the satisfaction of the Bank, establishing that the Supreme Court of Justice and the Attorney General's Office agree to earmark counterpart funds for the subprogram in their annual budgets; and providing for the contracting of a specialized firm or agency that meets the requirements specified in this chapter.
- 3.3 Execution of this program must take into account that the executing agencies of each subprogram come from different branches of government, which means they will make decisions independently, without deferring to a central unit. Compliance with certain conditions precedent will affect only the subprogram concerned; hence failure to comply fully will not interrupt the other subprogram. However, the program design calls for only one contact with the Bank. Accordingly, a Liaison Unit will be created under the Ministry of Finance; the scope of the unit's functions are defined later on in this chapter.

B. The executing agencies

1. The Supreme Court of Justice and the Office of the Attorney General
- 3.4 The Judicial Branch is divided into four financially and administratively independent areas: (i) the Supreme Court of Justice, comprising nine justices, which acts as the country's highest judicial authority and oversees the appellate and trial courts; (ii) the Attorney General's Office, headed by the Attorney General, which protects the interests of society in dealings with the judicial authorities and administers the Office of the Prosecutor General; (iii) the Electoral Court, which has three

magistrates; and (iv) the Council of the Judiciary (see paragraph 1.11). For the purposes of this program, "Judicial Branch" refers to the institutions mentioned in (i) and (ii) above.

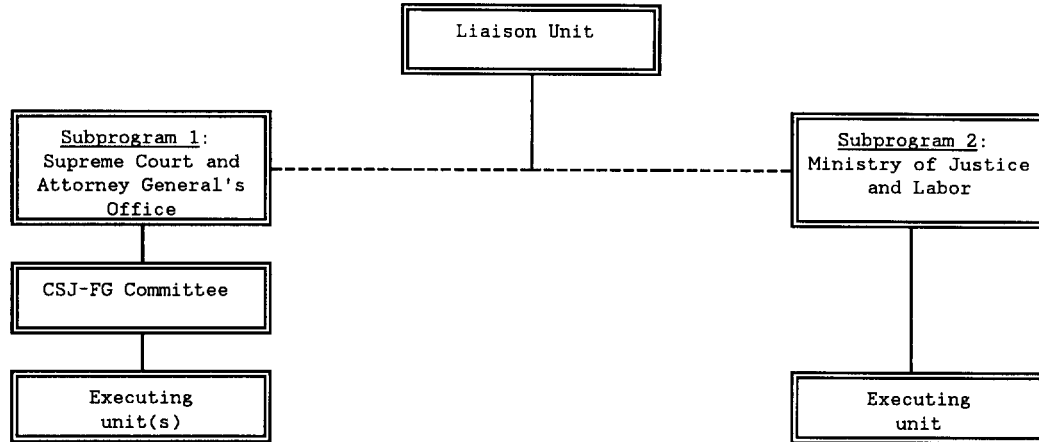
- 3.5 There is a total of 24 appellate courts, each with an average of 4 magistrates, 2 clerks and 6 officers; 83 trial courts, with an average of one judge, 2 clerks and 6 officers; 28 public prosecutor's offices, with an average of 4 prosecutors and 17 officers; and 60 Supreme Court administrative areas, with about 7 officers each.
- 3.6 The Supreme Court and the Attorney General's Office do not currently have the capacity to implement a program of a scope such as the one proposed in this document. Each agency has undertaken to set up a specific unit for execution and supervision of the subprogram and to hire a specialized agency or firm to assist with the activities and train the staff of the executing unit(s).

2. The Ministry of Justice and Labor

- 3.7 The Registry of Births, Deaths, and Marriages comes under the Ministry of Justice and Labor. This ministry consists of: an Undersecretariat of Justice, an Undersecretariat of Labor, a General Directorate of Correctional Services, and the National Professional Promotion Department. The General Directorate of the Registry of Births, Deaths, and Marriages, which reports to the Undersecretariat of Justice, is responsible for supervision of the Registry of Births, Deaths, and Marriages.
- 3.8 The General Directorate, with a total staff of 96, performs the functions of control and central archiving. In addition, there are 391 local offices across Paraguay with approximately 500 employees, of whom only 47% work for the Ministry of Justice; 42% come under the Judicial Branch (justices of the peace) and the remaining 11% serve in an *ad honorem* capacity.
- 3.9 The institutional analysis conducted indicates that the General Directorate does not currently have sufficient capacity to execute a program such as this one. However, the Ministry of Justice, in preparation for the subprogram, has been strengthening its execution capacity by training employees, and streamlining management structures, including the appointment of a new Director General of Registries. It has undertaken to set up a specific unit for execution and supervision of the subprogram and to hire a specialized agency or firm to support, under its guidance, the execution activities and train the executing unit. Contracting this specialized firm or agency will be a condition precedent to the first disbursement for this subprogram.

C. Implementational structure

3.10 The institutional structure of the program will be as follows:



1. Liaison Unit

3.11 The Liaison Unit will be attached to the Ministry of Finance and will serve as a contact with the Bank, channeling disbursement requests, preparing reports and financial statements, and contracting external auditing services. The Liaison Unit is to be established as a condition precedent to the first disbursement.

3.12 The executing agencies will meet with the Liaison Unit every six months to assess program progress. Bank representatives will attend these meetings.

2. Executing units

3.13 Two executing units for the Judicial Branch strengthening subprogram and one executing unit for the registry modernization subprogram will be set up to administer, monitor and evaluate each subprogram. The executing units for the Judicial Branch subprogram will be attached to the committee for that subprogram's execution. The executing unit for the subprogram to modernize the Registry of Births, Deaths, and Marriages will come under the Ministry of Justice and Labor.

3.14 As of project startup, the executing units must have, as a minimum, one coordinator who is an expert in project execution, one procurement and contracts expert, one accountant, and legal and secretarial support. The composition of the executing units may vary during program execution depending on the requirements of each subprogram and the extent to which it can be integrated into the permanent structure of each executing agency. Changes in the

composition of the executing units will be decided at the semiannual meetings (see paragraph 3.12).

- 3.15 The creation of these units will be a condition precedent to the first disbursement of the resources for each subprogram, so that if one unit fails to comply in any way, the other subprogram will not be jeopardized.

3. Specialized firms or agencies

- 3.16 Each executing agency must hire a specialized firm or agency to support each executing unit in carrying out its respective subprograms.
- 3.17 Each specialized firm or agency will support the executing agencies with: (i) development of the bidding procedures; (ii) procurement of goods and services; (iii) contracting of consulting services; (iv) accounting management of the subprograms; and (v) training in project execution and supervision for the executing units. This support will last for two years. From the third year of execution, the executing agencies, through their respective execution units, will assume all the aforementioned activities.
- 3.18 Contracting the specialized firms or agencies will be a condition precedent to the first disbursement for each subprogram.

4. Operating procedures

- 3.19 The general procedures for disbursements and procurement will follow the Bank's procedures.
- 3.20 The specialized firms or agencies will submit draft versions (to be prepared under the guidance of each executing agency) of all bidding documents, selection procedures, terms of reference, public notices and contracts to each executing unit for approval. After the respective documents have been approved by each executing agency, they will be submitted to the Bank for its nonobjection as appropriate.
- 3.21 The specialized firm or agency will process the relevant documentation and present its report or recommendation to the respective executing agency, which will then decide on the awarding of contracts. The executing units will monitor compliance with contractual conditions and the respective payments.
- 3.22 Within three months of the first disbursement, the specialized firm or agency will design a detailed manual of operating procedures, that will include a guide for supervision and evaluation and the corresponding standard forms and documents, such as instructions to bidders, bidding conditions, calls for bids, different model contracts containing general conditions, assessment methodologies, all in accordance with Bank rules and applicable local legislation.

D. Training

- 3.23 The specialized agency will provide the respective executing units with training in accounting, bids and contracts, and project execution, supervision and evaluation. In addition to drafting the operations manual referred to in the preceding paragraph, the specialized agency will also provide on-the-job training to the executing unit's staff and will hold workshops on specific topics.
- 3.24 Firms that are hired to perform specific activities (e.g., develop and implement management organization systems, develop the information management plan) are to provide training for the officials who will be using such systems. During the analysis phase, the firm will hold workshops with various officials and contact persons in order to detect any problems and identify appropriate solutions. Once the draft version of a specific proposal is ready, the firm will hold a workshop to present the proposal and will take the participants' input into account when preparing the final recommendations. Lastly, the firm will also provide officials with on-the-job training in their respective areas, making sure that they are fully trained in the use of the systems implemented under the program.

E. Evaluation and control

1. Inspection and supervision

- 3.25 Each executing agency will be responsible for monitoring its own subprogram. To this end, the specialized agencies or firms will train the staff of the executing units in project supervision, and these in turn will incorporate guidelines for supervision in the procedures manual, which will contain the progress indicators listed in Annex I and the evaluation methodology developed using program resources (see paragraph 2.9(G)).
- 3.26 The Liaison Unit will supervise the program on the basis of the semiannual meetings (see paragraph 3.12) held with the executing agencies, the annual execution plans drawn up by each executing unit, and the progress reports drafted with the support of the specialized agency or firm.
- 3.27 In addition, it is recommended that the Bank conduct mid-term evaluations at the end of the second and third year to assess the results obtained and, if need be, take measures to rectify any shortcomings identified.

2. Auditing and control

- 3.28 Replenishment of the funds after the first advance will be subject to a statement of account justifying expenses incurred for each subprogram, which will be reviewed by the Liaison Unit prior to submission to the Bank. Using a uniform chart of accounts, each

executing agency will keep the accounts for its subprogram. The Liaison Unit will be responsible for consolidation of the financial statements.

- 3.29 Throughout the program until the final report is completed, and within 120 days of the close of each fiscal year, the borrower, through the Liaison Unit, will present the financial statements of the program, audited by a firm of independent auditors deemed acceptable by the Bank. The Liaison Unit will hire this auditing firm with the agreement of the executing agencies.

3. Ex post evaluation

- 3.30 In view of the unique nature of the operation, the Bank's specialized units should carry out the evaluation using the indicators contained in Annex III, and the methodology developed for that purpose (see paragraph 2.9(G)).

F. Procurement of goods and services

- 3.31 Since the works under the Judicial Branch strengthening subprogram total US\$2.5 million, prequalification will be necessary. Works under the registry modernization subprogram, however, are neither complex nor numerous, thus precluding the need for prequalification of participating firms. All construction or remodeling of civil works will be bid on separately or in packages.
- 3.32 Consulting services will be hired in accordance with Bank procedures. Those exceeding US\$200,000 equivalent will be contracted through international calls for proposals.
- 3.33 The procurement of goods in amounts greater than US\$350,000 equivalent will be conducted through international bidding. For construction works, this limit will be US\$1 million. In cases in which services are being cofinanced, Bank procedures will apply but only Spanish firms or enterprises will be allowed to participate. For contracts in amounts of less than those stated above in which Bank resources are used, the bidding will conform to procedures that ensure free competition and guarantee the quality of the products.
- 3.34 All funds provided under the cofinancing arrangement will be used in accordance with Bank procedures and with the stipulations of the present proposal, bearing in mind that they may be used only to hire firms of Spanish nationality.

G. Advance of funds

- 3.35 To ensure that the subprograms are self-sustaining, two special accounts will be opened in the Central Bank of Paraguay, in which the Bank will deposit 10% of the amount allocated for each subprogram, once the general and special contractual conditions

have been met. To replenish the advance, all outlays from the previous advance must be justified.

H. Periods of execution and disbursement schedule

3.36 The program will last five years. The disbursement schedule by component is shown below:

Disbursement schedule (in US\$000s)						
	Year 1	Year 2	Year 3	Year 4	Year 5	Total
IDB	6,380	5,500	3,960	3,960	2,200	22,000
Local	1,421	1,225	882	882	490	4,900
Spain	2,030	1,750	1,260	1,260	700	7,000
Total	9,831	8,475	6,102	6,102	3,390	33,900
%	29.0	25.0	18.0	18.0	10.0	100.0

IV. PROGRAM BENEFITS, RISKS AND FEASIBILITY

A. Benefits

- 4.1 The State modernization program will strengthen institutions that are instrumental to the consolidation of democracy and the market economy. Legal certainty is essential for good governance and an appropriate climate in which economic activity can develop to its full potential. These objectives are also consistent with the Bank's mission and the strategies for modernization of the State and the strengthening of civil society.
- 4.2 The subprogram to strengthen the Judicial Branch has been designed with a view to developing mechanisms and systems that allow users to perform their traditional functions more efficiently. In particular, the aim is to reduce procedural delays, enhance the predictability and transparency of judicial decisions and improve the protection of civil rights and freedoms.
- 4.3 Modernization of the Registry of Births, Deaths, and Marriages will make it easier for ordinary citizens to exercise the right to vote through the establishment of a voting list containing reliable and accurate information. This will strengthen democracy in the country and participation by citizens in public affairs. Furthermore, the improved service of the Registry of Births, Deaths, and Marriages will also facilitate access to social security benefits and credit, enable more citizens to enter into contracts and, ultimately, to participate fully as members of society, through reliable citizen identification.
- 4.4 The modernization of the Registry of Births, Deaths, and Marriages is a *sine qua non* for reforming registry offices in other areas such as real estate, automotive vehicles, brand names and livestock, all of which are economically important.
- 4.5 Successful execution of the program will reduce the transaction costs incurred by individuals as a result of the need to adapt to a constantly changing or uncertain environment, and will assist government actions to consolidate democracy in the country.

B. Risks

1. Risks that affect the program as a whole

- 4.6 The modernization of the State is a dynamic and long-term process that calls for a clear-cut political willingness in the form of specific actions. As Paraguay's experience with democracy has been brief, the program engenders a certain amount of risk.

- 4.7 Resistance to change that could potentially develop can be kept in check as long as the country's authorities and citizens remain committed to the present process of reform. In this regard, the laws approved and actions adopted in recent years, starting with the constitutional reform, prove that there is clearly an inclination to embrace democracy on the part of the authorities and the Paraguayan people.
- 4.8 In order to alleviate the inadequate execution capacity, the program will strengthen the capacity of each of the participating institutions, so that they are able to execute the program and take on and continue with the tasks emanating from the program upon completion.

2. Specific risks of the subprograms

- 4.9 **Judicial Branch.** There is a risk that the CSJ and the FG will not act together in coordinating specific activities of the subprogram and in establishing common objectives and policies. To mitigate these risks, a committee of representatives from the institutions concerned will be set up to execute the subprogram. The respective executing units will report to this committee. To alleviate the potential lack of coordination in defining common goals and policies, the subprogram includes a specific component that will establish formal structures to coordinate efforts between the CSJ and the FG and to provide training.
- 4.10 **Registry of Births, Deaths, and Marriages.** The risk here would be delays in construction of the necessary infrastructure for the program. This potential risk can be minimized by compelling the Ministry of Justice and Labor to demonstrate that it has hired architects to draw up the blueprints of the civil works, within four months of the date of the first disbursement. Similarly, the project team recommends that the Bank monitor this component closely to ensure the success of the subprogram.
- 4.11 At the end of year two and prior to the mid-term meeting, the Ministry of Justice and Labor must present evidence that all the works needed for execution of the subprogram have been completed and fully equipped.

C. Program sustainability and feasibility

- 4.12 To guarantee the necessary continuity and sustainability of the program, the executing agencies must present evidence that the job descriptions and wage scales to be funded under the program have been prepared and are gradually being instituted. The objective of these scales and inventories is to ensure a wage policy that will keep and attract qualified staff and to establish the functions of each position. To that end, the executing agencies must have

implemented 80% of the job descriptions and wage scales by the end of year three, and 100% by the end of year four.

- 4.13 In particular, approximately 1,800 employees are being trained to perform their functions competently and to continue with the reforms introduced under the program.
- 4.14 The financial costs of restructuring the career paths of employees in the agencies involved will be borne by each agency out of its budget. Also, the restructuring and reallocation of administrative functions, together with the installation of computerized management systems, will lead to savings in recurrent expenses through higher administrative efficiency and will reduce the rate of increase in personnel.
- 4.15 The program will have the necessary measures to guarantee technology transfer. The contracts between the executing agencies and consulting firms must stipulate that the firms grant corporate licenses for the information systems or a sufficient number of licenses to allow future growth of the executing agencies. The firms must also transfer the data processing "source codes" and train the executing agencies in their proper use. All the technology adopted must be compatible with the principal data base systems available in the market and be transferable from one principal operating system to another.
- 4.16 The program includes, for the CSJ and the FG as well as the REC, the development of modern planning and budgeting systems that will undoubtedly enhance the management of resources and projected financing requirements, and efficient policies for the sector.
- 4.17 **Judicial Branch.** The technical aspects of the subprogram have been designed with technical assistance from the experts and officials who helped to implement the successful reform of the Basque country justice administration system (Spain), with the support of the Government of Spain, through a technical-cooperation project CT/FONDOS (ATN/SI-4941-PR). Thanks to the Bank having established this contact, on December 5, 1995, the representatives of the CSJ and the FG of Paraguay signed a cooperation agreement with the Basque government to support program execution and its future sustainability. Under that same agreement, the Basque government has lent technical assistance to Paraguay's judicial branch to help it prepare a general plan for judicial infrastructure, initially slated for funding under the present program.
- 4.18 In terms of financial considerations, the Judicial Branch is guaranteed at least 3% of the national budget under the Constitution. The Judicial Branch's budget increased by 34% from 1993 to 1994 and 126% from 1995 to 1996, to approximately US\$78.4 million equivalent. More efficient administration will result in increased revenue from judicial fees. Assuming that the annual civil case

load increases by 30%, the annual revenue from judicial fees would rise by approximately US\$3.3 million, whereas recurrent expenses would only increase by about US\$1 million as a result of wage increases (approximately US\$700,000) and maintenance of the new investment (approximately US\$300,000). Based on these forecasts, the financing for the Judicial Branch strengthening subprogram would be paid back in roughly six years.

- 4.19 **Registry of Births, Deaths, and Marriages.** The technical aspects of the subprogram have been designed with the technical assistance of an expert in registers seconded from the OAS with vast experience in the field of public registers in the region, and who was responsible for successful modernization of the Spanish public registers.
- 4.20 The REC currently collects about US\$300,000 in fees, while recurrent expenses amount to approximately US\$900,000. Implementation of this program is expected to give the REC additional receipts of US\$1.2 million while recurrent expenses would only increase by about US\$130,000 as a result of wage increases.
- 4.21 Likewise, improvement in REC operations will mean substantial savings in public outlays insofar as fraud against the State will be reduced. A recently published study maintains that the State incurs losses of over US\$50 million as a result of fraudulent payments (subsidies and social security benefits) to individuals who present false documentation. Assuming that the implementation of a new registry system could bring about a 10% drop in fraudulent payments, the financing for this subcomponent could be paid back in four years.

D. Environmental impact

- 4.22 The program was classified by the Environment Committee in Category II since neither direct nor indirect environmental impacts are expected. However, during the course of the program environmental measures will be adopted that are consistent with current regulations for the construction of the infrastructure planned. In addition, the strengthening of the Ministerio Público will lead to better protection of indigenous communities and of the environment, since this agency is responsible for protection of those interests under the Constitution.

LOGICAL FRAMEWORKS

Subprogram to strengthen the Judicial Branch

Project: *Development and implementation of a modern management organization system for the Judicial Branch.*

Subproject: *Administrative management system and establishment of a career path in the Judicial Branch.*

Executing agency: *Supreme Court of Justice and the Office of the Attorney General.*

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	RISKS
<p>GOAL: <i>To strengthen the administrative capacity of the CSJ and the Public Ministry to relieve the Ministers, magistrates, judges and public prosecutors of nonjurisdictional functions; enhance the speed, transparency and capacity to respond to social needs; and enable the CSJ and the FG to govern the Judicial Branch in suitable fashion.</i></p>	<ul style="list-style-type: none"> * 70% reduction in the time it takes to process files. * Enhancement of judicial productivity by 75%. * Compiling of judicial statistics (i.e. productivity, academic or socially-oriented information) that are reliable and 100% complete. * Provision of immediate access for the public and professionals to information on the status of proceedings. * Preparation and publication of an annual budget and plan of activities for the Judicial Branch. * 80% acceptance of the Judicial Branch by society at large. * 100% reduction in procedural delays. * 100% control of compliance with <i>habeas corpus</i>. * Reduction of preventive detention rates from 96% to 20% of those awaiting trial. 	<ul style="list-style-type: none"> * Official statistics on the Judicial Branch. * Survey of professionals concerning access to information. * Survey of public opinion concerning acceptance of the Judicial Branch. * Results of the studies. * Project performance reports. 	<ul style="list-style-type: none"> * Close coordination with the Office of the Attorney General.

<p>PURPOSE: Development and execution of a modern management organization system for the Judicial Branch.</p>	<ul style="list-style-type: none"> * 50% reduction in the time it takes to process files. * Enhancement of judicial productivity by 55%. * Compiling of judicial statistics (i.e. productivity, academic or socially-oriented information) that are 90% complete and reliable. * Provision of immediate access for the public and professionals to information on the status of proceedings. * Preparation and publication of an annual budget and plan of activities for the Judicial Branch. * 65% acceptance of the Judicial Branch by society at large. * 80% reduction in procedural delays. * 75% control of compliance with <u>habeas corpus</u>. * Reduction of preventive detention rates from 96% to 40% of those awaiting trial. 	<ul style="list-style-type: none"> • Official statistics on the Judicial Branch. • Survey of professionals concerning access to information. * Survey of public opinion concerning acceptance of the Judicial Branch. * Results of the studies. * Reports submitted by the specialized firm and the executing unit. 	<ul style="list-style-type: none"> * Close coordination with the Office of the Attorney General.
<p>COMPONENTS: 1. <u>Preparation of the management organization plan for the Judicial Branch.</u> 2. <u>Implementation of the management organization plan for the Judicial Branch.</u> 3. <u>Establishment of a career path for officials in the Judicial Branch.</u></p>	<ul style="list-style-type: none"> * Management organization plan for the Judicial Branch prepared in 24 months (1st through 8th quarters). * Management organization plan for the Judicial Branch implemented within 36 months (11th through 20th quarters). * Plan for professional development of justice officials completed within 9 months (5th through 7th quarters). 	<ul style="list-style-type: none"> * Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (manuals, plans, reports, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Supreme Court approving the necessary actions, and evaluation of the seminars held under the program. 	

<p>ACTIVITIES: Contracting of an international firm or consortium to execute the three components of this project. Specifically, the firm will carry out the following activities:</p> <p>1. <u>Preparation of the management organization plan for the Judicial Branch.</u> (24 months, from the 1st to the 8th quarters).</p> <p>1.1 Identification and assessment of the current organizational structure.</p> <p>1.1.1 Assessment of the management needs for carrying out jurisdictional activities, government action and administration of the CSJ and the FG, in three months (1st quarter).</p> <p>1.1.2 Assessment of the management needs for carrying out jurisdictional activities of districts, in three months (1st quarter).</p> <p>1.1.3 Report on administrative/financial management, in three months (2nd quarter).</p> <p>1.1.4 Report on human resources, in three months (2nd quarter).</p> <p>1.1.5 Report on the inspection and disciplinary system, in three months (2nd quarter).</p> <p>1.1.6 Project for creation of the Planning and Development Department, in six months (1st and 2nd quarters).</p>	<p>(SEE DETAILED BUDGET)</p>	<p>* Receipts and invoices. * Budget performance. * Audit report.</p>	
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<p>1.2 Preparation and proposal of reforms to existing structure, in three months (3rd quarter).</p> <p>1.3 Drafting of regulations for development of the structure defined, in three months (4th quarter).</p> <p>1.4 Provision of material and human resources for the Planning and Development Department, in three months (5th quarter).</p> <p>1.5 Drafting of the manual of operations, in three months (6th quarter).</p> <p>1.6 Preparation and organization of the job descriptions and salary scales, in three months (7th quarter).</p> <p>1.7 Conducting 10 information seminars with 20 participants each, over 21 months (2nd to 8th quarter).</p> <p><u>2. Implementation of the management organization plan for the Judicial Branch.</u> (30 months, from the 11th to the 20th quarter).</p> <p>2.1 Reorganization of the administrative/ financial management of the CSJ and the FG, in six months (11th and 12th quarters).</p> <p>2.2 Reorganization of the administrative structure in three pilot districts, in nine months (from the 13th through the 15th quarter).</p> <p>2.3 Reorganization of the administrative structure in the remaining districts, in fifteen months (from the 16th through the 20th quarter).</p>	(SEE DETAILED BUDGET)	<p>* Receipts and invoices.</p> <p>* Budget performance.</p> <p>* Audit report.</p>	
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<p><u>3. Establishment of a career path for officials in the Judicial Branch.</u> (9 months, from the 6th through the 8th quarter).</p> <p>3.1 Preparation of a basic plan for a career path for officials in the Judicial Branch, in three months (6th quarter).</p> <p>3.2 Design of a recruitment, training and promotion center or department for officials, in three months (6th quarter).</p> <p>3.3 Preparation of rules for selection, training, evaluation and promotion, in three months (7th quarter).</p> <p>3.4 Preparation of a plan for implementation of the rules by the center, in three months (8th quarter)</p> <p>3.5 Preparation of an on-going training program for judicial officials, in three months (8th quarter).</p> <p>3.6 Preparation of a program to train specialists teachers, in three months (8th quarter)</p> <p>3.7 Conducting five information seminars with 20 participants each, over 9 months (from the 6th through the 9th quarter).</p>	<p>(SEE DETAILED BUDGET)</p>	<p>* Receipts and invoices. * Budget performance. * Audit report.</p>	
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Project: Development and implementation of a modern management organization system for the Judicial Branch.

Subproject: Development and execution of a plan for coordination between the Judicial Branch and the Public Ministry for carrying out the subprogram.

Executing agency: Supreme Court of Justice and the Office of the Attorney General.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
GOAL: Facilitate coordination between the Judicial Branch and the Public Ministry in order to (i) help define common criteria and objectives that will make it possible to effectively attain the goals set for the justice system; (ii) eliminate duplication of common tasks and cost inefficiency, optimizing the utilization of resources; (iii) strengthen the State's capacity to guarantee protection of individual rights and freedoms; and (iv) help ensure efficient execution of the subprogram.	<ul style="list-style-type: none"> * 100% coordination of the systems for selection and training of judicial officials. * 100% integration of judicial and crime statistics. * Joint preparation and publication of annual reports and plans. * 100% control of compliance with due process of law. * 100% of judicial buildings shared by the two organizations. 	<ul style="list-style-type: none"> * Official statistics of the Judicial Branch and the Public Ministry. * Annual reports and plans. * Survey of professionals concerning the coordination between the Public Ministry and the Judicial Branch. * Survey of public opinion concerning the acceptance of the Public Ministry and the Judicial Branch. * Results of studies financed by the TC. * Project performance report.
PURPOSE: Development and execution of a plan for coordination and evaluation of the subprogram.	<ul style="list-style-type: none"> * 80% coordination of the systems for selection and training of judicial officials. * 80% integration of judicial and crime statistics. * Joint preparation and publication of annual reports and plans. * State modernization program, Stage I satisfactorily executed. * 50% of judicial buildings shared by the two organizations. 	<ul style="list-style-type: none"> * Official statistics of the Judicial Branch and the Public Ministry. * Annual reports and plans. * Survey of professionals concerning the coordination between the Public Ministry and the Judicial Branch. * Survey of public opinion concerning the acceptance of the Public Ministry and the Judicial Branch. * Results of studies financed by the TC. * Reports submitted by the executing unit.
COMPONENTS: 1. <u>Preparation of the plan for coordination, control and supervision of the administration of justice.</u> 2. <u>Implementation of the plan for coordination, control and supervision of the administration of justice.</u>	<ul style="list-style-type: none"> * Preparation of the plan for coordination, control and supervision, in six months (2nd and 3rd quarters). * Creation of the Senior Coordinating Committee. * Training for employees in units or departments designated by the CSJ and the FG in accordance with the recommendations contained in the PGCAJ pursuant to the principles established therein. 	<ul style="list-style-type: none"> * Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (plans, reports, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Supreme Court and the Attorney General's Office approving the necessary actions, and evaluation of the seminars held under the program.

<p>ACTIVITIES:</p> <p>A. Contracting of an international firm or consortium to execute this project. Specifically, the firm will carry out the following activities:</p> <p>1.1 Preparation of the plan for coordination, control and supervision of the administration of justice, in six months (2nd and 3rd quarters).</p> <p>1.2 Conducting of two information seminars with 20 participants each, over three months (3rd quarter).</p> <p>B. Creation of the Senior Coordinating Committee, in one week (beginning of the 4th quarter).</p> <p>C. Training of the officials who will assist the Coordinating Committee, in one month (4th quarter).</p> <p>D. Carrying out of coordination activities over 48 months (from the 5th to the 20th quarter).</p>	<p>(SEE DETAILED BUDGET)</p>	<p>* Receipts and invoices. * Budget performance. * Audit report.</p>
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Project: Development and implementation of a modern management organization system for the Judicial Branch.

Subproject: Preparation of a plan for developing a methodology to study and evaluate the justice system.

Executing agency: Supreme Court of Justice and the Office of the Attorney General.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	RISKS
GOAL: To supply the Paraguayan authorities with information on the current status of the justice system, along with the tools for obtaining and managing such information, as a means of ensuring that judicial policy is duly informed.	<ul style="list-style-type: none"> * Gathering and processing of 100% reliable and complete statistics on the Judicial Branch and the justice system. * 100% of the required capacity for proper processing of this data. * 100% of the regulations and laws governing the justice system adapted using local resources (consultants, universities, personnel). * Publication of semiannual empirical studies on the performance of the justice system. 	<ul style="list-style-type: none"> * Official statistics on the Judicial Branch and the Public Ministry. * Opinion poll. * Results of studies. * Project performance evaluation. 	
PURPOSE: Preparation of a plan for developing a methodology to study and evaluate the Paraguayan justice system.	<ul style="list-style-type: none"> * Gathering and processing of 100% reliable and complete statistics on the Judicial Branch, and 50% reliable and complete statistics on the justice system. * 60% of the required capacity for proper processing of this data. * 60% of the regulations and laws governing the justice system adapted using local resources (consultants, universities, personnel). * Publication of semiannual empirical studies on the performance of the justice system. 	<ul style="list-style-type: none"> * Official statistics on the Judicial Branch and the Public Ministry. * Survey of opinions concerning access to information. * Results of studies. * Reports submitted by the executing unit and the specialized agency. 	
COMPONENTS: 1. <u>Performance of an empirical study on the current status of Paraguay's justice system.</u> 2. <u>Development of a methodology for gathering other relevant data, in addition to judicial and crime statistics.</u> 3. <u>Development of a system for evaluating the performance of the justice system, including the degree of success achieved in this subprogram.</u> 4. <u>Implementation of the methodologies that have been developed.</u>	<ul style="list-style-type: none"> * Empirical study of the current status of Paraguay's justice system, to be carried out in four months (6th month). * Methodology developed in four months (6th month). * System for evaluating the performance of the justice system developed in four months (6th month). * Three university instructors in quantitative research methods hired for six months (12th month). * Strengthening of quantitative research methods used in the planning departments of the CSJ and the FG in one year (from the 13th through the 24th month). 	<ul style="list-style-type: none"> * Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (diagnostic study, methodologies, certificates of attendance at training courses, contracts, etc.), copies of the regulatory provisions of the Supreme Court and the Attorney General's Office approving the necessary actions, and evaluation of the training programs carried out. 	<ul style="list-style-type: none"> * Close cooperation between the CSJ and the FG.

<p>ACTIVITIES:</p> <p><i>A. Contracting of an international consulting firm or consortium to carry out the following activities:</i></p> <p><i>1. Carry out an empirical study of the current status of Paraguay's justice system, in four months (6th month).</i></p> <p><i>2. Develop a methodology for gathering statistics on the justice system, in four months (6th month).</i></p> <p><i>3. Develop a system for evaluating the performance of the justice system, in four months (6th month).</i></p> <p><i>B. Training of three university instructors in quantitative research methods (with local counterpart funding), in six months (12th month).</i></p> <p><i>C. Strengthening of quantitative research methods used in the planning departments of the CSJ and the FG (with local counterpart funding), in one year (from the 13th through the 24th month).</i></p>	<p>(SEE DETAILED BUDGET)</p>	<p>* Receipts and invoices. * Budget performance. * Audit report.</p>	
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Project: Computerization of the Judicial Branch.

Executing agency: Supreme Court of Justice and the Office of the Attorney General.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	RISKS
<p>GOAL: Strengthening the technological capacity of the Supreme Court and the Attorney General's Office in order to: (i) enable the CSJ and FG to supervise the performance of judges and prosecutors; (ii) provide accurate data for proper management of the Judicial Branch and the Public Ministry; (iii) enhance the transparency of decisions by judges and prosecutors, aiding with external and internal controls; (iv) simplify management (standardizing procedures and documents) and speed up the processing of files; and (v) improve the security and consistency of decisions taken by judges and prosecutors.</p>	<ul style="list-style-type: none"> * 100% relative reduction in losses due to clerical errors. * 100% improvement in the laying of jurisprudential bases for sentencing. * Introduction of a system for promoting judges and prosecutors on the basis of productivity and quality in the performance of their duties. * 70% reduction in the time it takes to process files. * 75% increase in judicial productivity. * Compiling of judicial statistics (i.e. productivity, academic or socially-oriented information) that are 100% complete and reliable. * Provision of immediate access for the public and professionals to information on the status of proceedings. * Preparation and publication of an annual budget and plan of activities for the Judicial Branch. 	<ul style="list-style-type: none"> * Official statistics on the Judicial Branch and the Public Ministry. * Survey concerning access to information. * Results of the studies. * Project performance reports. 	<ul style="list-style-type: none"> * Coordination between the Supreme Court and the Attorney General's Office.
<p>PURPOSE: Development and implementation of a plan for an information system for the Judicial Branch</p>	<ul style="list-style-type: none"> * 80% relative reduction in losses due to clerical errors. * 60% improvement in the laying of jurisprudential bases for sentencing. * Introduction of a system for promoting judges and prosecutors on the basis of productivity and quality in the performance of their duties. * 50% reduction in the time it takes to process files. * 55% increase in judicial productivity. * Compiling of judicial statistics (i.e. productivity, academic or socially-oriented information) that are 100% complete and reliable. * Provision of immediate access for the public and professionals to information on the status of proceedings. * Preparation and publication of an annual budget and plan of activities for the Judicial Branch. 	<ul style="list-style-type: none"> * Official statistics on the Judicial Branch and the Public Ministry. * Survey concerning access to information. * Results of the studies. * Reports submitted by the executing unit and the specialized agency. 	<ul style="list-style-type: none"> * Coordination between the Supreme Court and the Attorney General's Office.

<p>COMPONENTS:</p> <p>1. <u>Preparation of a plan for a judicial (management and documentary) information system for the jurisdictional functions of the Judicial Branch and the Public Ministry.</u></p> <p>2. <u>Preparation of a plan for a management information system for the administrative activities of the Supreme Court.</u></p> <p>3. <u>Installation of the proposed judicial information system (hardware and software) on a trial basis in the 11 criminal courts of Asunción.</u></p> <p>4. <u>Installation of the proposed judicial information system (hardware and software) in the remaining judicial bodies of Paraguay.</u></p> <p>5. <u>Installation of the document management service.</u></p> <p>6. <u>Installation of the proposed management information system (hardware and software) in the Supreme Court of Paraguay.</u></p> <p>7. <u>Instruction and ongoing training for users of the information system.</u></p>	<p>* The plan for a judicial (management and documentary) information system prepared in 6 months (1st and 2nd quarters).</p> <p>* The plan for a management information system for the administrative activities of the Supreme Court prepared in 18 months (from the 1st through the 6th quarter).</p> <p>* The proposed judicial information system (hardware and software) installed in the 11 criminal courts of Asunción in 12 months (from the 3rd through the 6th quarter). This includes the training of users.</p> <p>* The proposed judicial information system (hardware and software) installed in the remaining judicial bodies of Paraguay in 48 months (from the 5th through the 30th quarter). This includes the training of users.</p> <p>* The document management service installed in nine months (from the 7th through the 12th quarter). This includes the training of users.</p> <p>* The proposed management information system (hardware and software) installed in the Supreme Court of Paraguay in 42 months (from the 7th through the 30th quarter). This includes the training of users.</p>	<p>* Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (proposals, plans, reports, certificates of acceptance and installation, tender calls, award resolutions, contracts, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Supreme Court and of the Attorney General's Office approving the necessary actions, and evaluation of the seminars held under the program.</p>	
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<p>ACTIVITIES:</p> <p>A. Contracting of an international consulting firm or consortium to carry out the following activities:</p> <p>1. <u>Preparation of a plan for a judicial (management and documentary) information system for the jurisdictional functions of the Judicial Branch and the Public Ministry.</u></p> <p>1.1 Identification and study of the current status of information systems in the first month.</p> <p>1.2 Preparation of proposal for an integrated information system, including bid documents for the procurement of hardware and software (operating system and database), in four months (from the 3rd through 6th month).</p> <p>2. <u>Preparation of a plan for a management information system for the administrative activities of the Supreme Court.</u></p> <p>2.1 Identification and study of the current information system in the first month.</p> <p>2.2 Preparation of proposal for an integrated information system, including bid documents for the procurement of hardware and software (operating system and database), in 16 months (from the 3rd through 18th month).</p> <p>3. <u>Installation of the proposed judicial information system on a trial basis in the 11 criminal courts of Asunción.</u></p> <p>3.1 Carrying out of bidding competitions for the procurement of hardware and software, in four months (from the 7th through 10th month).</p> <p>3.2 Installation of the equipment and systems in two months (10th and 11th months).</p> <p>3.3 Adaptation of the computer systems in one month (12th month).</p>	<p>(SEE DETAILED BUDGET)</p>	<p>* Receipts and invoices.</p> <p>* Budget performance.</p> <p>* External audit report.</p>	
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<p><u>4. Installation of the proposed judicial information system in the remaining judicial bodies of Paraguay.</u> 4.1 Installation of the equipment and systems in two phases (rest of capital and remaining parts of the country), in 23 months (from the 18th through 40th month). 4.2 Adaptation of computer systems in 11 months (from the 18th through 28th month). 4.3 Implementation and training of users in 41 months (from the 20th through 60th month). This includes the preparation of buildings.</p> <p><u>5. Installation of the document management service.</u> 5.1 Installation of the equipment and systems in two months (22nd and 23rd months). 5.2 Adaptation of computer systems in six months (from the 24th through 29th month). 5.3 Implementation and training of users in six months (from the 30th through 35th month). This includes the preparation of buildings.</p> <p><u>6. Installation of the proposed management information system in the Supreme Court of Paraguay.</u> 6.1 Installation of the equipment and systems in two months (22nd and 23rd months). 6.2 Adaptation of computer systems in six months (from the 24th through 29th month). 6.3 Implementation and training of users in six months (from the 30th through 35th month). This includes the preparation of buildings.</p> <p><u>7. Instruction and ongoing training for users of the information system.</u> (Included in the above activities).</p>	<p>(SEE DETAILED BUDGET)</p>	<p>* Receipts and invoices. * Budget performance. * External audit report.</p>	
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<p><i>B. Procurement and installation of computer equipment by means of international competitive bidding. The delivery and installation of this equipment will take place in three stages (10th, 18th and 22nd months).</i></p> <p><i>C. Procurement and installation of operating systems and databases by means of international competitive bidding. The delivery and installation of same will take place in three stages (10th, 18th and 22nd months).</i></p>	<p><i>(SEE DETAILED BUDGET)</i></p>	<ul style="list-style-type: none"><i>* Receipts and invoices.</i><i>* Budget performance.</i><i>• External audit report.</i>	
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Project: Development of a general building plan for the Judicial Branch.
Executing agency: Supreme Court of Justice and the Office of the Attorney General.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	RISKS
GOAL: Equip the Judicial Branch and the Public Ministry with an architectural plan that will provide adequate physical space in which to carry out judicial activities, and strengthen the accessibility, security and transparency of judicial functions.	<ul style="list-style-type: none"> * 80% satisfaction rating by users concerning the design and functions of judicial buildings. * Elimination of 100% of architectural barriers in the new buildings. * 100% security for files and sentencing records. * New building provided with adequate maintenance. * 60% improvement in the maintenance of existing buildings. 	<ul style="list-style-type: none"> * Official statistics on the Judicial Branch and the Public Ministry. * Opinion poll. * Results of the studies. * Project performance reports. 	<ul style="list-style-type: none"> * Close coordination between the CSJ and the FG.
PURPOSE: Development and execution of a general building plan for the Judicial Branch.	<ul style="list-style-type: none"> * 80% satisfaction rating by users concerning the design and functions of judicial buildings. * Elimination of 100% of architectural barriers in the new buildings. * 80% security for files and sentencing records. * New building provided with adequate maintenance. * 50% improvement in the maintenance of existing buildings. 	<ul style="list-style-type: none"> * Official statistics on the Judicial Branch and the Public Ministry. * Survey concerning access to information. * Results of the studies. * Reports submitted by the executing unit and the specialized agency. 	<ul style="list-style-type: none"> * Close coordination between the CSJ and the FG.
COMPONENTS: 1. <u>Construction of a courthouse in Villarrica.</u>	<ul style="list-style-type: none"> * Construction of courthouse in Villarrica completed in 18 months. 	<ul style="list-style-type: none"> * Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (proposals, plans, reports, certificates of acceptance and installation, tender calls, award resolutions, contracts, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Supreme Court and of the Attorney General's Office approving the necessary actions, and evaluation of the seminars held under the program. 	
ACTIVITIES: A. Contracting of an international architectural firm to build the courthouse at Villarrica. B. Contracting of qualified supervisory personnel to oversee the civil works on the courthouse at Villarrica. C. Contracting of a firm to supply furnishing for the courthouse at Villarrica.	(SEE DETAILED BUDGET)	<ul style="list-style-type: none"> * Receipts and invoices. * Budget performance. * External audit report. 	

LOGICAL FRAMEWORKS

Subprogram to modernize the Registry of Births, Deaths, and Marriages (REC)

Project: Retrieval of birth registrations in three departments during the period 1970-1995 (Phase I).
Executing agency: Ministry of Justice and Labor.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
<p>GOAL: Enhance the reliability and integrity, and guarantee the security, of information currently held in the REC.</p>	<ul style="list-style-type: none"> * Ensure the cross-referencing (integrity) of 300,000 marginal entries to three million registrations in ten years. * Effect 100% improvement in reliability of three million registrations in ten years by the successive addition of information from interested parties or by cross-referencing with other institutional users. * Provide 100% guarantee for security and durability of three million registrations in ten years. * Issue reliable information on 775,000 qualified voters in 18 years. 	<ul style="list-style-type: none"> * Computer-generated listing of the number of marginal entries cross-referenced to the registrations retrieved. * Computer-generated listing of corrections made by the REC itself. * Consultation of the database. * The documents themselves. * Project performance reports.
<p>PURPOSE: Retrieval of birth registrations in three departments during the period 1970-1995 (Phase I).</p>	<ul style="list-style-type: none"> * Production of reliable vital statistics for the designated period and departments, in two years. * Issue information on 540,000 qualified voters in two years. * Determination of the cost for retrieval of a birth registration in two years. * Determination of the average amount of time required for retrieval of a registration in two years. 	<ul style="list-style-type: none"> * Reports submitted by the executing unit.

<p>COMPONENTS:</p> <p>1. <u>Compilation of information.</u></p> <p>2. <u>Installation of computer equipment.</u></p> <p>3. <u>Development of the information system.</u></p> <p>4. <u>Selection and training of the compilation team.</u></p> <p>5. <u>Selection and training of the verification and quality control team.</u></p> <p>6. <u>Carrying out of the transfer and inventory of information.</u></p> <p>7. <u>Selection, contracting and training of the inventory team.</u></p> <p>8. <u>Contracting and creation of the training and supervision team.</u></p> <p>9. <u>Provision of infrastructure.</u></p>	<p>* Compilation of information in final form (1,540,000 registrations verified and transcribed in 12 months).</p> <p>* Computer equipment installed with 35 work stations in three months.</p> <p>* Information system developed in six months.</p> <p>* Compilation team selected and given training (72 individuals trained by the training team in two months).</p> <p>* Verification and quality control team selected and given training (42 individuals trained by the training team in two months).</p> <p>* Final transfer and inventory of information (7,700 books in three months).</p> <p>* Inventory team selected, contracted and given training (17 individuals trained by the training team in one month).</p> <p>* Training and supervision team created and contracted (four operations manuals completed in two months).</p> <p>* Infrastructure available (Building leased in two months).</p>	<p>* Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (manuals, plans, reports, proof of completion of training, inventories, leases, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Ministry of Justice and Labor approving the necessary actions, and evaluation of the seminars held under the program.</p>
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<p>ACTIVITIES:</p> <p><i>A. Infrastructure. Lease of building for 18 months (1st quarter) and provision of infrastructure and furnishings in 90 days (2nd quarter).</i></p> <p><i>B. Contracting of a company to carry out the following during the first quarter:</i></p> <ol style="list-style-type: none"> <i>1. Prepare the work manuals.</i> <i>2. Put together a training team.</i> <i>3. Develop a computer system consistent with the compilation of registrations.</i> <i>4. Train and supervise the company's operators (some 17 individuals for three months, for the first phase) who will make data transfers and compile the inventory.</i> <i>5. Select the verification team with help from the specialized agency. Also, be responsible for training this team (42 individuals, over two months).</i> <i>6. Select the compilation team with help from the specialized agency. Also, be responsible for training this team (72 individuals, over two months). Provide supervision and carry out verification and compilation activities for both phases.</i> <p><i>C. Procurement of the computer equipment, in three months.</i></p>	<p>(SEE DETAILED BUDGET)</p>	<ul style="list-style-type: none"> <i>* Receipts and invoices.</i> <i>* Budget performance.</i> <i>* External audit report.</i>
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Project: Retrieval of birth registrations in thirteen departments during the period 1970-1995 (Phase II).
Executing agency: Ministry of Justice and Labor.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
GOAL: Enhance the reliability and integrity, and guarantee the security, of information currently held in the REC.	<ul style="list-style-type: none"> * Ensure the cross-referencing (integrity) of 300,000 marginal entries to three million registrations in ten years. * Effect 100% improvement in reliability of three million registrations in ten years by the successive addition of information from interested parties or by cross-referencing with other institutional users. * Provide 100% guarantee for security and durability of three million registrations in ten years. * Issue reliable information on 775,000 qualified voters in 18 years. 	<ul style="list-style-type: none"> * Computer-generated listing of the number of marginal entries cross-referenced to the registrations retrieved. * Computer-generated listing of corrections made by the REC itself. * Consultation of the database. * The documents themselves. * Project performance reports.
PURPOSE: Retrieve birth registrations in 13 departments and marriage registrations in 16 departments during the period 1970-1994 (Phase II).	<ul style="list-style-type: none"> * Production of reliable vital statistics for the designated period and departments, in five years. * Issue information on 1,225,000 qualified voters in two years. 	<ul style="list-style-type: none"> * Reports submitted by the executing unit and the specialized agency.
COMPONENTS: 1. <u>Compilation of information.</u> 2. <u>Carrying out of the transfer and inventory of information.</u> 3. <u>Ongoing training and supervision of inventory teams (12 months, from the 8th through 11th quarter) and transfer, compilation and verification of data.</u> 4. <u>Maintenance of infrastructure (equipment).</u> 5. <u>Procurement of supplies.</u>	<ul style="list-style-type: none"> * Retrieval of 1,700,000 birth registrations in three years. * Retrieval of 600,000 marriage registrations in three years. * Final transfer and inventory of information (29,100 books in 12 months) * Verification of information in 4,600,000 registrations in three years. * Infrastructure (equipment) maintained and supplies purchased for three years. 	<ul style="list-style-type: none"> * Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (copies of summaries of databases, inventory maintenance reports, leases and maintenance agreements etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Ministry of Justice and Labor approving the necessary actions, and evaluation of the seminars held under the program.

<p>ACTIVITIES:</p> <p><i>A. Continuation of the contract with the company hired for Phase I, to carry out the following tasks:</i></p> <ol style="list-style-type: none"><i>1. Retrieve 1,700,000 birth registrations in three years.</i><i>2. Retrieve 600,000 marriage registrations in three years.</i><i>3. Inventory and transfer information from 29,100 books in 12 months.</i><i>4. Verify the information in 4,600,000 registrations in three years.</i> <p><i>B. Continuation of the contract with the company that supplied the equipment to provide maintenance services.</i></p> <p><i>C. Procurement of supplies for three years.</i></p>	<p><i>(SEE DETAILED BUDGET)</i></p>	<p><i>* Receipts and invoices.</i></p> <p><i>* Budget performance.</i></p> <p><i>* External audit report.</i></p>
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Project: Development and implementation of a registry management system (Phases I and II).
Executing agency: Ministry of Justice and Labor.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
GOAL: Improve the REC's procedures (reliability, security, integrity, efficacy and efficiency) and guarantee the flexibility and timeliness (availability) of data transfers to institutional users.	<ul style="list-style-type: none"> * Reduce the under-registration rate to 20% in ten years. * Reduce the rate of extra-jurisdictional registrations by 50% in ten years. * Guarantee 100% security and durability for 1,180,000 registrations. * Reduce the time it takes to issue a certificate from seven days to three minutes, for 1,180,000 registrations. * Issue reliable information on 775,000 qualified voters in 18 years. 	<ul style="list-style-type: none"> * Computer-generated listing of the number of marginal entries cross-referenced to the registrations retrieved. * Computer-generated listing of corrections made by the REC itself. * Consultation of the database. * The documents themselves. * Project performance reports.
PURPOSE: Retrieval of birth registrations in three departments, in the period 1970-1994 (Phase I).	<ul style="list-style-type: none"> * Reduce the under-registration rate to 35% in five years. * Reduce the rate of extra-jurisdictional registrations by 20% in five years. * Guarantee 100% security and durability for 3,000,000 registrations in ten years. * Reduce the time it takes to issue a certificate from seven days to three minutes, for 3,000,000 registrations. * Issue reliable information on 540,000 qualified voters in five years. * Produce reliable vital statistics at the national level in three years. 	<ul style="list-style-type: none"> * Reports submitted by the executing unit and the specialized agency.
COMPONENTS: 1. <u>Development of a registry management system.</u> 2. <u>Implementing the registry system in two phases.</u>	<ul style="list-style-type: none"> * 111 individuals given training: 31 in three months (Phase I), 80 in nine months (Phase II). * 100% of work station positions filled in three months. * Proposed registry management regulations ready in six months. * Information system ready in six months. * Information systems plan ready in six months. * Effective implementation of the system in two years. 	<ul style="list-style-type: none"> * Quarterly reports submitted by the executing unit which must be accompanied by the respective documents (manuals, regulations, plans, reports, proof of completion of training, inventories, leases, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Ministry of Justice and Labor approving the necessary actions, and evaluation of the seminars held under the program.

<p>ACTIVITIES:</p> <p><i>A. Contracting of an international company to carry out the following tasks:</i></p> <ol style="list-style-type: none"> <i>1. Develop a registry management system.</i> <i>2. Develop a computer system for use in managing the REC which is consistent with the system developed in the information compilation projects.</i> <i>3. Draw up registry management regulations.</i> <i>4. Provide training for selected personnel, install the system in the Central Archives, at the central office and at 17 departmental offices, and supervise the system for a period of five years.</i> <p><i>B. Selection of 111 officials (in two phases) by the Ministry of Justice and Labor, with the assistance of the firm referred to under (A) above and the specialized agency.</i></p>	<p>(SEE DETAILED BUDGET)</p>	<p><i>* Receipts and invoices.</i></p> <p><i>* Budget performance.</i></p> <p><i>* External audit report.</i></p>
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Project: Development and implementation of an administrative and financial management system.
Subproject: Implementation of an administrative management system (Phases I and II).
Executing agency: Ministry of Justice and Labor.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
GOAL: Rationalize the administration and level of management in order to improve the efficiency and efficacy of the REC's administrative structures.	<ul style="list-style-type: none"> * 100% of procurements to be handled through computerized administrative files in seven years. * 100% of inventoriable material covered by maintenance contract to be computerized in seven years. • 100% of personnel entered in the computerized personnel management system in seven years. * 100% of personnel being contracted on a nondiscriminatory basis according to skill levels and merit, in ten years. 	<ul style="list-style-type: none"> * Computer-generated listing. * Consultation of the database. * The documents themselves. * Project performance reports.
PURPOSE: Implementation of an administrative management system (Phases I and II).	<ul style="list-style-type: none"> * 50% of procurements to be handled through computerized administrative files in five years. * 50% of inventoriable material covered by maintenance contract to be computerized in five years. * 50% of personnel entered in the computerized personnel management system in seven years. • 30% of personnel being contracted on a nondiscriminatory basis according to skill levels and merit, in five years 	<ul style="list-style-type: none"> * Computer-generated listings. * Reports submitted by the executing unit and the specialized agency.
COMPONENTS: 1. <u>Development and implementation of an organizational system in two phases.</u> 2. <u>Holding of seminars to provide information and familiarize personnel with the new system.</u>	<ul style="list-style-type: none"> • Publication of two sets of regulations (organization and procedures, and personnel), in two years. * An organizational chart indicating positions and duties, in two years. * Job descriptions, in two years. * Proposed staff regulations, in six months. * Six seminars with 120 participants, in two months. 	<ul style="list-style-type: none"> • Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (manuals, regulations, plans, reports, proof of completion of training, inventories, organizational charts, job descriptions, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Ministry of Justice and Labor approving the necessary actions, and evaluation of the seminars held under the program.

<p>ACTIVITIES:</p> <p><i>A. Contracting of an international company to carry out the following tasks:</i></p> <ol style="list-style-type: none"> <i>1. Develop a system of organization based on districts, functions and operations.</i> <i>2. Develop an administrative management information system.</i> <i>3. Draft organization and procedural regulations in eight months.</i> <i>4. Draft the staff regulations.</i> <i>5. Draw up an organizational chart indicating positions and duties.</i> <i>6. Draw up job descriptions.</i> <i>7. Hold six seminars to provide information on the administrative system.</i> <i>8. Provide training for selected personnel, install the system in the Central Archives, at the central office and at 18 departmental offices, and supervise the system.</i> <p><i>B. Gradual introduction by the Ministry of Justice and Labor of the new job descriptions, beginning in the second year.</i></p> <p><i>C. Procurement of the necessary computer equipment, operating systems and databases during the 12th quarter.</i></p>	<p>(SEE DETAILED BUDGET)</p>	<p><i>* Receipts and invoices.</i></p> <p><i>* Budget performance.</i></p> <p><i>* External audit report.</i></p>
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Project: *Development and implementation of an administrative and financial management system.*
Subprogram: *Implementation of a financial management system (Phases I and II).*
Executing agency: *Ministry of Justice and Labor.*

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
GOAL: Rationalize the administration and level of management in order to improve the efficiency and efficacy of the REC's economic structures and guarantee the sustainability of its reforms.	<ul style="list-style-type: none"> * Collection of US\$1,500,000 in revenues in the seventh year. * 100% of income and expenditures budgeted in seven years. * 100% of financial activities accounted for in seven years. * 100% of officials paid according to proper salary scale. 	<ul style="list-style-type: none"> * Computer-generated listing. * Consultation of the database. * The documents themselves. * Project performance reports.
PURPOSE: Implementation of an economic management system (Phases I and II).	<ul style="list-style-type: none"> * Collection of US\$1,125,000 in revenues in the fifth year. * Collection of US\$400,000 in revenues beginning in the second year. * 80% of income and expenditures budgeted in seven years. * 80% of financial activities accounted for in seven years. * 30% of officials paid according to proper salary scale. * Preparation of annual income and expenditures budget. * Preparation of annual budget summaries. 	<ul style="list-style-type: none"> * Computer-generated listings. * Reports submitted by the executing unit.
COMPONENTS: 1. <u>Development and implementation of an economic management system in two phases.</u>	<ul style="list-style-type: none"> * Publication of the economic management regulations in two years. * Entry into force of a more equitable rate schedule in two years. * Economic management project completed in six months. * Information system finalized in six months. * Thirty-two individuals to receive training in two months. * 100% of job positions filled in three months. * Effective implementation of the information system in 30 months. 	<ul style="list-style-type: none"> * Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (manuals, regulations, plans, reports, proof of completion of training, inventories, organizational charts, job descriptions, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Ministry of Justice and Labor approving the necessary actions, and evaluation of the seminars held under the program.

<p>ACTIVITIES:</p> <p><i>A. Contracting of an international company to carry out the following tasks during the 2nd quarter:</i></p> <ol style="list-style-type: none"> <i>1. Develop an economic management system.</i> <i>2. Develop an economic management information system.</i> <i>3. Draft economic management regulations.</i> <i>4. Draw up the rate schedule.</i> <i>5. Provide training for selected personnel, install the system in the Central Archives, at the central office and at 17 departmental offices, and supervise the system.</i> <p><i>B. Gradual introduction by the Ministry of Justice and Labor of the new rate schedule and the new salary scale for at least 30% of staff, beginning in the second year.</i></p>	<p>(SEE DETAILED BUDGET)</p>	<ul style="list-style-type: none"> <i>* Receipts and invoices.</i> <i>* Budget performance.</i> <i>* External audit report.</i>
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Project: Legal modernization — adaptation and modernization of the legal framework (Phases I and II).
Executing agency: Ministry of Justice and Labor.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
GOAL: Provision of a new legal framework to consolidate the gains in modernization brought about under the subprogram.	<ul style="list-style-type: none"> * 70% reduction in procedural disputes. * 70% reduction in cases relating to the vital statistics of individuals, in seven years. * 70% increase in the degree of satisfaction reported by judicial institutions, in seven years. 	<ul style="list-style-type: none"> * Statistics on the Judicial Branch. * Statistics from the Civil Registry. * Survey of opinions. * Project performance reports.
PURPOSE: Adaptation and modernization of the legal framework.	<ul style="list-style-type: none"> * Existence of a law guaranteeing proper use of the information contained in the REC. * 60% reduction in procedural disputes. * 60% reduction in cases relating to the vital statistics of individuals, in seven years. * 60% increase in the degree of satisfaction reported by judicial institutions, in seven years. 	<ul style="list-style-type: none"> * Statistics on the Judicial Branch. * Statistics from the Civil Registry. * Survey of opinions. * Reports submitted by the executing unit and the specialized firm.
COMPONENTS: <u>1. Compiling of legal provisions governing registries.</u> <u>2. Adaptation of pertinent legislation.</u> <u>3. Preparation of a draft law.</u> <u>4. Drawing up of development regulations.</u> <u>5. Holding of seminars to provide information on the new framework.</u>	<ul style="list-style-type: none"> * Compilation of legal provisions carried out in one month. * Adaptation of pertinent legislation carried out in one month. * Draft law drawn up in two months. * Adaptation of the regulations completed in six months. * Six seminars held with attendance by 120 individuals, over a period of three months. 	<ul style="list-style-type: none"> * Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (projects, regulations, reports, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Ministry of Justice and Labor approving the necessary actions, and evaluation of the seminars held under the program.

<p>ACTIVITIES:</p> <p><u>A. Compilation.</u> Contracting of one international consultant and one local consultant, for two months each.</p> <p><u>B. Adaptation of legislation.</u> Contracting of one local consultant and one international expert on registries, for a period of one month.</p> <p><u>C. Draft law.</u> Contracting of a preparatory committee (up to two months), and one international consultant (one month).</p> <p><u>D. Project to adapt the regulations.</u> Contracting of an editorial committee (five local components) for a period of six months.</p> <p><u>E. Seminars.</u> The holding of six information seminars.</p>	<p>(SEE DETAILED BUDGET)</p>	<p>* Receipts and invoices. * Budget performance. * External audit report.</p>
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Project: Provision of infrastructure.
Ejecuting agency: Ministry of Justice and Labor.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
GOAL: Concentrate management while decentralizing information in order to achieve greater efficacy and efficiency.	<ul style="list-style-type: none"> * Reduction of 50% in requests for certificates from the Central Archives in ten years. * 25% increase in the quality of information received from the local offices under the supervision of the departmental offices, in ten years. 	<ul style="list-style-type: none"> * Statistics on the Judicial Branch. * Statistics from the Civil Registry. * Survey of opinions. * Project performance reports.
PURPOSE: Design and provide registry facilities adapted to the new management framework of the REC.	<ul style="list-style-type: none"> * Reduction of 25% in requests for certificates from the Central Archives in ten years. * 10% increase in the quality of information received from the local offices under the supervision of the departmental offices, in ten years. 	<ul style="list-style-type: none"> * Statistics on the Judicial Branch. * Statistics from the Civil Registry. * Survey of opinions. * Reports submitted by the executing unit and the specialized firm.
COMPONENTS: 1. <u>Identification of buildings and sites.</u> 2. <u>Preparation of construction or remodelling designs, provision of furnishings and logistical support services.</u> 3. <u>Construction of a building for the Central Archives in Asunción and for 17 departmental offices.</u>	<ul style="list-style-type: none"> * Provision of 18 buildings specially designed for registry purposes, in two years. 	<ul style="list-style-type: none"> * Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (projects, regulations, reports, final acceptance of works, title deeds, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Ministry of Justice and Labor approving the necessary actions, and evaluation of the seminars held under the program.

<p>ACTIVITIES:</p> <p><i>A. Contracting of a company to carry out the following activities:</i></p> <p><i>1. Identification of public sites and buildings for 18 construction or remodelling projects (registry facilities), in four months.</i></p> <p><i>2. Preparation of 18 sets of construction or remodelling designs in four months.</i></p> <p><i>B. Contracting of one (or 18) construction company/companies to carry out the 18 projects referred to above, in one year.</i></p> <p><i>C. Taking the legal steps necessary for procurement of the 18 properties or sites by the Ministry of Justice and Labor, with the assistance of the specialized agency.</i></p>	<p><i>(SEE DETAILED BUDGET)</i></p>	<p><i>* Receipts and invoices.</i></p> <p><i>* Budget performance.</i></p> <p><i>* External audit report.</i></p>
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Project: Campaign to reduce the rate of under-registration and to provide information to the public.
Executing agency: Ministry of Justice and Labor.

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
GOAL: Raise public awareness concerning the importance of the REC and the increased security of its information.	* Reduction of the rate of under-registration from 40% to 20%.	* Statistics on the Judicial Branch. * Statistics from the Civil Registry. * Survey of opinions. * Project performance reports.
PURPOSE: Design of a public information campaign and reduction in the rate of under-registration.	* Reduction of the rate of under-registration from 40% to 30%.	* Statistics on the Judicial Branch. * Statistics from the Civil Registry. * Survey of opinions. * Reports submitted by the executing unit and the specialized firm.
COMPONENTS: 1. <u>Design and implementation of information campaigns for citizens, institutions and persons regarding the REC's actions and institutional users of the REC.</u> 2. <u>Design and implementation of an alternative system for gathering data from hospitals, doctors, midwives, etc.</u>	* Development of an alternative system for gathering data (i.e. from hospitals and schools), in six months. * Information campaign on television, in 18 months. * Information campaign on radio, in 18 months. * Information campaign in the print media, in 18 months. * Direct advertising campaign, in 18 months. * Design and production of printed material for use in television, radio, press and direct advertising campaigns, in four months.	* Quarterly reports submitted by the executing unit and the specialized agency which must be accompanied by the respective documents (projects, campaigns, commercial advertising, manuals, pamphlets, etc.), copies of the corresponding Official Gazettes, copies of the regulatory provisions of the Ministry of Justice and Labor approving the necessary actions, and evaluation of the seminars held under the program.

<p>ACTIVITIES:</p> <p><i>A. Contracting of a company to carry out the following activities:</i></p> <p><i>1. Design of information campaigns for citizens, institutions and persons regarding the REC's actions and institutional users of the REC.</i></p> <p><i>2. Design of an alternative system for gathering data from hospitals, doctors, midwives, etc.</i></p> <p><i>B. Contracting of a company or companies to carry out the various campaigns designed under the above headings.</i></p> <p><i>C. Application by the ministry of the recommended alternative system for gathering data, under agreements or other suitable instruments.</i></p>	<p><i>(SEE DETAILED BUDGET)</i></p>	<p><i>* Receipts and invoices.</i></p> <p><i>* Budget performance.</i></p> <p><i>* External audit report.</i></p>
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TENTATIVE PROCUREMENT PLAN

	FINANCING	METHOD	PREQUALIFICATION	DATE
Subprogram: Strengthening of Judicial Branch				
Specialized agency (US\$900,000)	IDB (100%)	ILB	yes	PC
Management organization system (US\$1,385,000)	COF (100%)	LLB (Sp)	yes	I quarter
Development and implementation of data processing plan (US\$2,615,000)	COF (100%)	LCB (Sp)	yes	I quarter
Equipment (hardware and database) (US\$4,500,000)	IDB (100%)	ICB	yes	II half year
Development of statistical methodologies and evaluation (US\$100,000)	IDB (100%)	IC	no	I half year
Procurement of furniture (US\$75,000)	IDB (100%)	CB	no	IV half year
Judicial infrastructure (civil works) (US\$2,475,000)	IDB (100%)	ICB	yes	I quarter
Subprogram: Modernization of the Registry of Births, Deaths, and Marriages				
Specialized agency (US\$1,350,000)	IDB (100%)	ILB	yes	PC
Registry administration and management system (US\$1,500,000)	COF (100%)	LCB (Sp)	yes	I quarter
Administrative and financial administration system (US\$1,500,000)	COF (100%)	LCB (Sp)	yes	I quarter
Retrieval of registrations (US\$5,200,000)	IDB (100%)	ICB	yes	I quarter
Equipment (hardware and database) (US\$3,400,000)	IDB (100%)	ICB	yes	I and II half year
Campaign to reduce under-registrations (US\$1,000,000)	IDB (100%)	ILB	yes	I half year
Procurement of furniture (US\$315,000)	IDB (100%)	CB	no	IV half year
Infrastructure (US\$2,185,000)	IDB (100%)	ICB	no	I half year

PC: prior condition; COF: cofinancing; ILB: international limited bidding; LLB (Sp): local limited bidding (Spain only); ICB: international competitive bidding; LCB (Sp): local competitive bidding (Spain only); IC: international contracting; LLB: local limited bidding; LCB: local competitive bidding; CB: competitive bidding.

PROGRAM EVALUATION INDICATORS

SUBPROGRAM: STRENGTHENING OF THE JUDICIAL BRANCH AND MINISTERIO PÚBLICO		
RESULTS	AFTER FIVE YEARS	AFTER TEN YEARS
INDEPENDENCE	<ul style="list-style-type: none"> - Introduction of a system to promote judges and prosecutors that takes into account productivity and quality of professional performance. - 60% capacity for processing judicial information adequately. - 60% of regulations and laws in the area of justice studied with local resources (consultants, universities, officials). 	<ul style="list-style-type: none"> - Introduction of a system to promote judges and prosecutors that takes into account productivity and quality of professional performance. - 100% capacity for processing judicial information adequately. - 100% of regulations and laws relating to justice studied with local resources (consultants, universities, officials).
TRANSPARENCY	<ul style="list-style-type: none"> - 60% increase in the use of legal justification in sentencing. - Immediate access by public and professionals to information on the status of proceedings. - 100% availability of reliable and complete judicial statistics. - Preparation and publication of annual budgets and plans. - Publication of annual empirical studies on the performance of justice. 	<ul style="list-style-type: none"> - 100% increase in the use of legal justification in sentencing. - Immediate access by public and professionals to information on the status of proceedings. - 100% availability of reliable and complete judicial statistics. - Preparation and publication of annual budgets and plans. - Publication of empirical studies every six months on the performance of justice.
PROXIMITY (in space and time)	<ul style="list-style-type: none"> - 50% reduction in the time taken to process cases. - 55% increase in judicial productivity. - 30% of judicial buildings with conditions of access consistent with plan. - 20 justice of the peace courts constructed (with local funding). - 30% of old buildings being properly upgraded. - All new buildings properly maintained. 	<ul style="list-style-type: none"> - 70% reduction in time taken to process cases. - 75% increase in judicial productivity. - 80% of judicial buildings with conditions of access consistent with plan. - 60 justice of the peace courts constructed (with local funding) - 60% of old buildings properly maintained. - All new buildings properly maintained.
SECURITY (consistency)	<ul style="list-style-type: none"> - Relative reduction of 80% in resources due to official errors. - 60% increase in the use of legal justification in sentencing. - Reliable and complete judicial statistics fully available. 	<ul style="list-style-type: none"> - Relative reduction of 100% in resources due to official errors. - 100% increase in the use of legal justification in sentencing. - Reliable and complete judicial statistics fully available.
PROCEDURAL GUARANTEES	<ul style="list-style-type: none"> - 80% control of procedural delays. - 75% compliance with habeas corpus. - Reduction in pretrial detentions from 96% to 20%. - 60% compliance with procedural guarantees. 	<ul style="list-style-type: none"> - 100% control of procedural delays. - Full compliance with habeas corpus. - Reduction in pretrial detentions from 96% to 20%. - 90% compliance with procedural guarantees.
LEGAL CERTAINTY	<ul style="list-style-type: none"> - 65% public acceptance of Judicial Branch and Ministerio Público. - 60% of justice regulations and laws studied and analyzed. 	<ul style="list-style-type: none"> - 80% public acceptance of Judicial Branch and Ministerio Público. - All regulations and laws investigated and analyzed.
EFFICIENCY	<ul style="list-style-type: none"> - 55% increase in judicial productivity. 	<ul style="list-style-type: none"> - 75% increase in judicial productivity.

SUBPROGRAM: MODERNIZATION OF REGISTRY OFFICE		
RESULTS	AFTER FIVE YEARS	AFTER TEN YEARS
ACCESSIBILITY	<ul style="list-style-type: none"> - Shorten time for issuance of certificates for 1,175,000 registrations from seven days to three minutes. - Possibility of accessing reliable vital statistics in 3 departmental offices. - 25% fewer requests for certificates from the Central Archives. 	<ul style="list-style-type: none"> - Shorten time for issuance of certificates for 3,000,000 registrations from seven days to three minutes. - Possibility of accessing reliable vital statistics in 17 departmental offices. - 50% fewer requests for certificates from the Central Archives.
SECURITY	<ul style="list-style-type: none"> - 100% guarantee of security and permanence of 1,180,000 registrations. - 30% of personnel paid and hired on basis of capacity, equal opportunity and merit. - Existence of a law that guarantees proper use of data contained in the REC. - 50% drop in disputes over substance form. - 50% drop in actions on individual status. - 50% increase in satisfaction of legal institutions. 	<ul style="list-style-type: none"> - Full guarantee of security and permanence of 3 million registrations. - All employees paid and hired on basis of capacity, equal opportunity and merit. - Ensure correspondence (integrity) of 300,000 low-income citizens with 3 million registrations. - 70% drop in disputes over form. - 70% drop in actions on individual status. - 70% increase in satisfaction of legal institutions.
RELIABILITY	<ul style="list-style-type: none"> - Production of reliable vital statistics, for the entire nation, in three years. - Issue reliable data on 540,000 citizens with voting rights. - Possibility of accessing reliable registry data in 3 departmental offices. 	<ul style="list-style-type: none"> - 100% increase in reliability of 3 million registrations. - Possibility of accessing reliable vital statistics in 17 departmental offices and 150 local offices. - Issue reliable data on 775,000 citizens who are eligible to vote over 18 years. - 25% increase in quality of data compiled in the local offices under supervision of the departmental offices.
INTEGRITY	<ul style="list-style-type: none"> - 35% drop in under-registration over five years. - 20% decrease in late registrations. 	<ul style="list-style-type: none"> - 20% drop in under-registrations over 10 years. - 50% reduction in late registrations.
FLUENCY	<ul style="list-style-type: none"> - Production of reliable vital statistics for the period (1970-1995) in 16 departments. 	<ul style="list-style-type: none"> - Production of reliable vital statistics for the period (1970-2006) for 16 departments.
TRANSPARENCY	<ul style="list-style-type: none"> - 50% of procurement by administrative means computerized in five years. 	<ul style="list-style-type: none"> - All procurement by administrative means computerized in seven years.
SUSTAINABILITY	<ul style="list-style-type: none"> - Revenue of US\$1,125,000. - Revenue of US\$400,000 from year two. - 80% of expenditures and income budgeted. - 80% of financial transactions recorded. - 30% of employees duly paid. - Preparation of annual budget of expenditures and income. - Preparation of annual accounting summaries. 	<ul style="list-style-type: none"> - Revenue of US\$1,500,000 in year seven. - All expenditures and income budgeted in seven years. - All financial transactions recorded in seven years. - All employees properly paid. - Preparation of annual budget of expenditures and income. - Preparation of annual accounting summaries.

PROPOSED RESOLUTION

PARAGUAY. LOAN /OC-PR TO THE REPUBLIC OF PARAGUAY
(State Modernization Program)

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 Republic of Paraguay, as Borrower, for the purpose of granting it a financing to cooperate in the execution of a State Modernization Program. Such financing will be for the amount of up to twenty two million dollars of the United States of America (US\$22.000.000), or its equivalent in other currencies, except that of the Republic of Paraguay, which are part 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.

PROPOSED RESOLUTION

PARAGUAY. LOAN No. ____/OC-PR.
(State Modernization Program)

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 as administrator of the Intermediate Financing Facility Account, hereinafter referred to as the "account", to enter into such contract or contracts as may be necessary with Paraguay, as Borrower, and to adopt other pertinent measures to use the resources of the account to pay a part of the interest due by the Borrower on outstanding balances of the sum of US\$10,000,000, out of the resources of the loan for up to US\$22,000,000, authorized by Resolution DE- / , in accordance with the provisions set forth in Document FN-263-2, as amended, approved by the Board of Executive Directors on December 21, 1983.