

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

DOMINICAN REPUBLIC

CIUDAD MUJER

(DR-L1080)

LOAN PROPOSAL

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<p>REQUIRED</p> <ol style="list-style-type: none"> 1. Multiyear Execution Plan (MEP) and Annual Work Plan (AWP) 2. Monitoring and Evaluation Plan 3. Environmental and Social Management Report (ESMR) 4. Procurement Plan <p>OPTIONAL</p> <ol style="list-style-type: none"> 1. Economic Analysis 2. Financial Plan 3. Project Operations Manual, draft 4. General Design of the Ciudad Mujer Program in the Dominican Republic 5. Vertical Logic Matrix 6. Selection Criteria and Demographic Targeting 7. Econometric Analysis of the Ciudad Mujer Logical Framework 8. Gender Disparities in the Dominican Republic, 2018-2020 9. Fiscal and Financial Sustainability Report 10. Public Consultation Report 11. Institutional Capacity Assessment and Proposed Execution Arrangements 12. Bank Support in the Social Sector 13. Specialized Consulting on Violence Prevention 14. Safeguard policy filter (SPF) and safeguard screening form for classification of projects (SSF)

ABBREVIATIONS

CCM	Centro Ciudad Mujer [Ciudad Mujer Center]
CESDEM	Centro de Estudios Sociales y Demográficos [Center for Social and Demographic Studies]
CMPMU	Ciudad Mujer Program Management Unit
CONANI	Consejo Nacional para la Niñez y la Adolescencia [National Council for Children and Adolescents]
ENFT	Encuesta Nacional Fuerza de Trabajo [National Labor Force Survey]
ESMP	Environmental and Social Management Plan
GCPS	Gabinete de Coordinación de Políticas Sociales [Social Policy Coordination Office]
GSD	Greater Santo Domingo
INFOTEP	Instituto Nacional de Formación Técnico Profesional [National Institute of Professional Technical Training]
IPV	Intimate partner violence
MSP	Ministry of Public Health
ONE	Oficina Nacional de Estadística [National Statistics Office]
PROMIPYME	Consejo Nacional de Promoción y Apoyo a la Micro, Pequeña y Mediana Empresa [National Council for Promotion and Support for Micro, Small, and Medium Enterprise]
PROSOLI	Programa Progresando con Solidaridad [Progressing with Solidarity Program]
SENAE	Servicio Nacional de Empleo [National Employment Service]
UPI	Infrastructure Projects Unit
UTP	Technical Unit for Projects
WHO	World Health Organization

PROJECT SUMMARY

DOMINICAN REPUBLIC CIUDAD MUJER (DR-L1080)

Financial Terms and Conditions				
Borrower: Dominican Republic			Flexible Financing Facility ^(a)	
			Amortization period:	25 years
Executing agency: Gabinete de Coordinación de Políticas Sociales [Social Policy Coordination Office] (GCPS)			Disbursement period:	5 years
			Grace period:	5.5 years ^(b)
Source	Amount (US\$)	%	Interest rate:	LIBOR-based
IDB (Ordinary Capital):	20,000,000	100	Credit fee:	(c)
			Inspection and supervision fee:	(c)
Total:	20,000,000	100	Weighted average life (WAL):	15.25 years
			Currency of approval:	U.S. dollars
Project at a Glance				
Project objective/description: The general objective of the project is to improve the living conditions of girls and women aged 10 or older in Greater Santo Domingo and Santiago in terms of economics, sexual and reproductive health, victimization by intimate partner violence (IPV), and risk of adolescent pregnancy by providing integrated services for women and girls at the Ciudad Mujer Centers (CCMs) in the cities of Greater Santo Domingo and Santiago. The specific objectives are to: (i) increase the female employment rate; (ii) reduce the maternal mortality rate and mortality rate due to breast and cervical-uterine cancer; (iii) reduce the rate of (physical and sexual) intimate partner violence (IPV); and (iv) reduce the rate of adolescent pregnancy.				
Special contractual conditions precedent to the first disbursement of the loan: (i) creation of the Ciudad Mujer Program Management Unit (CMPMU) and contracting of at least its coordinator (paragraph 3.3); (ii) signing of a subsidiary contract between the Ministry of Finance and the Social Policy Coordination Office (GCPS) (paragraph 3.4); (iii) signing of the interagency agreement between the executing agency and the State entities that will coordinate and provide the technical and operational support to the Ciudad Mujer Program, defining the scope of staffing and budget obligations (paragraph 3.5); (iv) contracting of the following within the executing agency: (a) a Ciudad Mujer Project technical coordinator in the Project Technical Unit (UTP); and (b) a Ciudad Mujer Project infrastructure technical coordinator in the Infrastructure Projects Unit (UPI) (paragraph 3.6); and (v) approval and entry into force of the program Operations Manual detailing procedures for executing the components of the project, responsibilities and functions of the agencies involved in the operation, and fiduciary management mechanisms, governance agreements for the Ciudad Mujer Program, including the creation of the CMPMU, its functions and organizational structure, as well as the Environmental and Social Management Plans (ESMPs) for the CCMs in Greater Santo Domingo and Santiago (paragraph 3.7).				
Special contractual conditions for execution: Presentation of evidence, to the Bank's satisfaction, of the existence, with respect to each CCM, of ownership title and possession of the land where the respective work will be constructed, free of liens, annotations and/or provisional measures, with the easements necessary for construction and use, as applicable (paragraph 3.8). See also the special contractual conditions in the Environmental and Social Management Report (ESMR) (required link #3).				
Exceptions to Bank policies: None				

Strategic Alignment					
Challenges: ^(d)	SI	<input checked="" type="checkbox"/>	PI	<input type="checkbox"/>	EI <input type="checkbox"/>
Crosscutting issues: ^(e)	GD	<input checked="" type="checkbox"/>	CC	<input checked="" type="checkbox"/>	IC <input checked="" type="checkbox"/>

^(a) Under the terms of the Flexible Financing Facility (document FN-655-1), the Borrower has the option of requesting changes to the amortization schedule, as well as currency and interest rate conversions. The Bank will take operational and risk management considerations into account when reviewing such requests.

^(b) Under the flexible repayment options of the Flexible Financing Facility, changes to the grace period are permitted provided that they do not entail any extension of the original weighted average life of the loan or the last payment date as documented in the loan contract.

^(c) The credit fee and the inspection and supervision fee will be established periodically by the Board of Executive Directors as part of its review of the Bank's lending charges, in accordance with the applicable policies.

^(d) SI (Social Inclusion and Equality); PI (Productivity and Innovation); and EI (Economic Integration).

^(e) GD (Gender Equality and Diversity); CC (Climate Change and Environmental Sustainability); and IC (Institutional Capacity and Rule of Law).

I. PROJECT DESCRIPTION AND RESULTS MONITORING

A. Background, problems addressed, and rationale

- 1.1 **The Dominican Republic faces the challenge of transforming its economic growth into greater social wellbeing.** Between 2006 and 2016, the country experienced one of the highest rates of economic growth in Latin America and the Caribbean and succeeded in reducing poverty by 14 percentage points. Nonetheless, poverty and inequality levels continue to be higher than the regional average, with notable gender gaps between urban and rural areas and among disabled, migrant, or older women. Most employment is concentrated in the informal sector and in activities characterized by very low productivity.¹ In 2015, general poverty affected 32% of the population, and extreme poverty affected 7%.
- 1.2 **Public policy reflects a strong commitment to and progress towards gender equality.** Initiatives and achievements in various sectors promoted by the government of the Dominican Republic in the area of gender equality reflect the commitment to this development goal. The 2016-2020 Government Plan establishes inclusive growth as central to its policies. In 2017, gender-responsive budget execution increased by 62% compared to 2014; the Ministry of Agriculture and the Ministry of Industry, Commerce, and MSMEs accounted for 47% [of allocations to gender equity](#). The 2013-2016 Multiyear National Plan for the Public Sector, the 2007-2017 National Equality and Gender Equity Plan II and the 2030 National Development Strategy include gender equity and equality in plans, programs, and projects for the entire country. The country has experienced [achievements](#) in gender equality.²
- 1.3 **However, Dominican women still face challenges.** According to the *World Economic Forum*, the country ranks 97th out of 144 countries in the Global Gender Parity Index. This low score is due to gaps in health, violence, economic opportunities, and political leadership. If the country wants to maintain current growth levels and improve human development levels, it will need to generate economic opportunities, provide quality services for women, and promote gender equality in the social, political, and economic spheres.
- 1.4 The Dominican Republic is divided into 31 provinces and a National District. The province of Santo Domingo together with the National District make up what is called Greater Santo Domingo, which is home to 46% of the country's female population. Moreover, the largest number of vulnerable women is concentrated here: 38% of poor women,³ 47% of pregnant adolescents, and 62% of women victims of violence.⁴
- 1.5 **General and specific problems to be addressed.** The general problem that the project aims to address is the precarious living conditions of girls and women aged

¹ IDB Technical Note (2017). Gender Inequalities in the Dominican Republic 2018–2020. IDB-TN-1295.

² *Idem* footnote 1.

³ Authors' calculations based on the 2014 National Labor Force Survey (ENFT).

⁴ ENDESA, 2013.

10 or older⁵ in Greater Santo Domingo and the province of Santiago. The following specific problems have been identified in terms of economics, given lower employment; in terms of sexual and reproductive health, due to high rates of maternal mortality, mortality due to breast and cervical-uterine cancer; in terms of their victimization by violence against women (physical or sexual intimate partner violence); and the high rate of adolescent pregnancy.

- 1.6 **Low female employment rate.** With an employment rate of 39.7% in 2015, Dominican women in Greater Santo Domingo and Santiago participate in the labor market at levels below those of men (75%) and other women in Latin America and the Caribbean (45.7%).⁶ Factors explaining this problem include:
- a. **Low access to job placement services.** In 2016, only 5.3% of women between the ages of 15 and 64 received labor intermediation services in Greater Santo Domingo and Santiago.⁷
 - b. **Low access to productive credit.** Only 11% of Dominican women over the age of 15 reported having received a loan to start, run, or expand a business in 2014.⁸ Women living in poverty are less likely to obtain a loan (9%) compared to those with greater purchasing power (19%).
 - c. **High percentage of women without complete basic education.** Although women reach higher average educational levels than men,⁹ nearly 22% of women aged 15 to 64 in Greater Santo Domingo and Santiago have not completed basic education. In addition, this percentage is higher among women living in poverty (36%).
- 1.7 **High maternal mortality rate.** The country has one of the highest maternal mortality rates in the region (90 deaths for every 100,000 live births¹⁰ compared to the average of 60 in Latin America and the Caribbean in 2016).¹¹ Ministry of Public Health (MSP) administrative records for Greater Santo Domingo and Santiago show that in 2014 the maternal mortality rate for these provinces reached 85.1 deaths for every 100,000 live births.¹² The most common causes include: (i) hypertensive disorders during pregnancy (39%); (ii) sepsis (28%); (iii) hemorrhagic shock (17%); and (iv) abortion (3%). These could be detected in early prenatal checkups and prevented by providing family planning consultation and methods. The factors associated with maternal mortality are:

⁵ The Ciudad Mujer Program's target population is girls and women aged 10 or older. However, due to baseline data limitations, problems to be addressed are described using different age ranges for which information is available.

⁶ National Labor Force Survey (ENFT, 2014) for subnational indicators. ECLAC.

⁷ National Employment Service (SENAE), 2016. The data for Greater Santo Domingo correspond to the National District.

⁸ Global Financial Inclusion, World Bank. 2014. National level data.

⁹ The educational average for women aged 15-64 was 9.7 years of education nationally and 10.6 years in the provinces of Greater Santo Domingo and Santiago. ENFT (2015).

¹⁰ Ministry of Health, 2016.

¹¹ Trends in Maternal Mortality: 1990 to 2015. World Bank, 2015.

¹² Basic Health Indicators in the Dominican Republic 2015. MSP. Provincial rates weighted by the number of women of reproductive age.

- a. **Prenatal checkup coverage is not universal.** In Greater Santo Domingo and Santiago, only 61% of pregnant women get their first prenatal checkup during the first 12 weeks, and coverage is only 50% among poor women.¹³
 - b. **There is a high percentage of unwanted pregnancies.** In Greater Santo Domingo and Santiago, 54.3% of women aged 15 to 49 reported having at least one unwanted pregnancy (because they did not want more children or wanted them later) in the last two years.¹⁴
- 1.8 **High mortality rate due to cervical-uterine and breast cancer.** According to MSP data, cancer is the third leading cause of death among the Dominican population and shows an upward trend. Breast cancer, followed by prostate and cervical-uterine cancer, are the cancers with the highest incidence. According to Globocan,¹⁵ in 2012 the mortality rate due to breast and cervical-uterine cancer was 26.8 for every 100,000 women in the Dominican Republic, above the average for Latin America and the Caribbean (22 for every 100,000 women). The factors associated with mortality due to breast and cervical-uterine cancer include the lack of early detection and adequate treatment services.¹⁶ In 2013, 59% of new cancer cases occurred in women and of these 57% corresponded to cervical-uterine or breast cancer.¹⁷ The country does not have a national registry that would enable it to understand causes, calculate regional rates, and monitor those affected.¹⁸
- 1.9 Primary prevention and early detection¹⁹ is a scarce resource directed to the population served in cancer treatment centers.²⁰ In Greater Santo Domingo and Santiago, 75.2% of women aged 30 to 64 had a cervical cancer detection examination in the last two years. Among women aged 40 to 64, 57.3% had a mammogram in the last two years.²¹
- 1.10 **High prevalence of physical or sexual intimate partner violence (IPV).** The percentage of women who are victims of physical or sexual IPV during their lifetime, although below the average for Latin America and the Caribbean (30%),²² increased from 17.2% in 2007 to 20.4% in 2013.²³ In Greater Santo Domingo and Santiago, 17.8% of women aged 15 to 49 report having experienced IPV in the last 12 months. The prevalence of IPV in Greater Santo Domingo (19.5%) exceeds that in Santiago (13.7%). The principal factors associated with IPV include:

¹³ *Idem* footnote 4.

¹⁴ *Idem* footnote 4.

¹⁵ Estimated Cancer Incidence, Mortality and Prevalence Worldwide, 2012.

¹⁶ World Health Organization (WHO), [Cancer country profiles](#), 2014.

¹⁷ [Indicadores Básicos de Salud](#), MPS, 2015.

¹⁸ Dr. Heriberto Pieter Oncology Institute and Regional Oncology Hospital of Cibao. *Diagnóstico Institucional sobre la Oferta de Servicios para el Manejo de Cáncer en la República Dominicana: Estudio Piloto* (2011). Plenitud Foundation.

¹⁹ According to the WHO, the probability of survival increases, morbidity decreases, and treatment is less expensive with an early diagnosis of cancer.

²⁰ *Idem* footnote 19.

²¹ *Idem* footnote 4.

²² [WHO \(2013\)](#).

²³ *Idem* footnote 4.

- a. The prevalence of IPV²⁴ is related to the low percentage of women who seek institutional help, which allows the violence to continue over time. In Greater Santo Domingo and Santiago, only 24% of women aged 15 to 49 sought institutional help from the police or prosecutors' offices²⁵ for IPV during the last 12 months.
 - b. The high percentage of women who report controlling behaviors on the part of their partner. In Greater Santo Domingo and Santiago, 26% of women aged 15 to 49 had a partner who showed at least three controlling behaviors.²⁶
 - c. High levels of economic vulnerability among women who are victims of IPV. In Greater Santo Domingo and Santiago, 21% of women in the bottom quintile experienced physical or sexual violence compared to 12% among women in the top quintile.²⁷
- 1.11 **High rate of adolescent pregnancy in women aged 15 to 19.** The country ranks second in terms of the adolescent fertility rate (106 births for every 1,000 women aged 15 to 19 compared to the average for Latin America and the Caribbean of 72).²⁸ In 2013, in Greater Santo Domingo and Santiago, approximately 20% of women aged 15 to 19 had already had children or had been pregnant.²⁹ These percentages varied between 8% (aged 15) and 26% (aged 19). The rate of adolescent pregnancy is related to:
- a. **The high percentage of adolescents who report unwanted pregnancies.** In Greater Santo Domingo and Santiago, 62.4% of adolescents who had been pregnant did not want children or wanted them later. There is also a low rate of access to contraceptive methods and counseling, which is 27% among adolescents.³⁰
 - b. **The high percentage of adolescent women with low educational levels.** At the national level, an adolescent's risk of getting pregnant is five times higher in women with a primary education than among women with higher education.³¹ In Greater Santo Domingo and Santiago, 14.4% of adolescent women had not completed basic education.³²
- 1.12 **Ciudad Mujer Program.** The Ciudad Mujer Program [City of Women], which is a top priority for the government of the Dominican Republic, will strengthen the

²⁴ According to the document Understanding and addressing violence against women (WHO, 2012), IPV is one of the most common forms of violence against women and includes physical, sexual, emotional abuse and controlling behavior by the partner.

²⁵ *Idem* footnote 4.

²⁶ *Idem* footnote 4.

²⁷ *Idem* footnote 4.

²⁸ *Embarazo en adolescentes y salud sexual*. IDB Technical Note, 2015.

²⁹ Center for Social and Demographic Studies (CESDEM), 2014.

³⁰ The 27% figure refers to the unmet need for family planning among adolescents compared to 11% among adult women. Data on Social and Reproductive Health in the Dominican Republic, UNFPA (2015).

³¹ *Idem* footnote 4.

³² ENFT, 2015.

country's commitment to gender equality policies through the provision of quality, integrated, coordinated, and targeted services for vulnerable women at a single location. The first Ciudad Mujer Centers (CCMs) will be located in Greater Santo Domingo and Santiago. The activities, based on empirical evidence of their effectiveness, seek to address issues described above by increasing the female employment rate, preventing violence against women, reducing maternal mortality and mortality due to breast and cervical-uterine cancer, and reducing adolescent pregnancy.

- 1.13 Ciudad Mujer services will be grouped in six modules: (i) the Economic Autonomy Module; (ii) the Sexual and Reproductive Health Module; (iii) the Module Addressing Violence against Women; (iv) the Adolescent Service Module; (v) the [Collective Education Module](#); and (vi) the [Espacios de Esperanza \[Spaces of Hope\] Childcare Module](#). Ciudad Mujer has been adapted [to integrate existing services in the country](#).
- 1.14 **Digital Ciudad Mujer.** In 2017, the Dominican government launched the national initiative “*República Digital*” to reduce the digital gap through education, make government more transparent, and provide services to the population. In line with these efforts, and with the Bank’s digital transformation initiative, a nonreimbursable technical cooperation operation is being processed for approval to provide support for the implementation of the Ciudad Mujer project (DR-T1176), the objectives of which will include development of the “Digital Ciudad Mujer” model. This model will establish the parameters, components, and elements that should be considered in the design of the infrastructure, management, and provision of services of Ciudad Mujer to ensure that it integrates the appropriate technologies and digital elements, enabling the provision of more efficient, more impactful, and more inclusive services. Loan proceeds (Component 5) will be used to finance engineering designs to ensure the connectivity of the CCMs.
- 1.15 **Benefits of Ciudad Mujer.** The Ciudad Mujer model was originally created by the Ministry of Social Inclusion of the Government of El Salvador and supported by the IDB through the Ciudad Mujer (2525/OC-ES) and Ciudad Mujer Phase II (3592/OC-ES) projects to provide essential services to women under a single roof with quality, warmth, and a focus on gender and human rights. The short-term impact evaluation of Ciudad Mujer in El Salvador,³³ one year into its operations, found that there were benefits to the integrated services model compared to the provision of services on a separate basis. In general terms, it found that on average women who went to the CCMs used public services 43% more than those who did not, and that the services provided at the CCMs increased women’s satisfaction levels with their lives in general (9% higher satisfaction rate than among those who did not go to the CCMs). Ciudad Mujer also helps improve public management, since having institutions in a single facility fosters interagency coordination, thereby enhancing the quality and effectiveness of services.
- 1.16 **Challenges of Ciudad Mujer and lessons learned in other Bank-financed Ciudad Mujer operations.** The Ciudad Mujer project in El Salvador (2525/OC-ES) and the Ciudad Mujer project in Honduras (3771/BL-HO) yielded the following

³³ Bustelo et. al. *Evaluación de Impacto del Proyecto CM en El Salvador* (2016).

- important lessons for the Ciudad Mujer operation in the Dominican Republic: (i) establish partnerships with the private sector and develop job training tailored to local demand (Component 1 (iv)); (ii) consider measures to increase the demand for services addressing violence against women (Component 3 (i)); (iii) improve processes for tracking women with cancer (Component 2 (iii)); (iv) improve training and self-care for personnel (Component 5 (ii) (h)); (v) develop a territorial management and communication strategy for the program (Component 5 (ii) (d) and (e)); and (vi) improve energy efficiency and increase the security and accessibility of the CCMs (Component 5 (i) (a)). These aspects will be addressed in the Dominican Republic.
- 1.17 **Bank support in the sector.** The Ciudad Mujer Program will coordinate with IDB-financed health, social protection, and labor markets operations in the Dominican Republic to incorporate newly developed products and lessons learned ([optional link #12](#)). Coordination will be arranged on aspects related to improving quality in the delivery of maternal-child health services by the Program for Strengthening Results-based Management in the Dominican Republic's Health Sector (2973/OC-DR) and the Program to Support the Strengthening of Health Sector Management (3207/OC-DR); on aspects of adolescent services with Support for the Social Protection Program – Phase Three (2623/OC-DR); on aspects of maternal mortality with the programs on Support for Consolidation of the Social Protection System (2733/OC-DR) and Support for the “*Progresando con Solidaridad*” Program (2972/OC-DR); and on aspects of employment opportunities with the Program to Support the National Employment System (2546/OC-DR) and the operation “Quisqueya Believes in You...” NEO in the Dominican Republic (ATN/ME-14172-DR).
- 1.18 **Rationale for the intervention.** The strategy proposed for increasing the female employment rate, reducing maternal mortality due to breast and cervical-uterine cancer, and reducing the prevalence of intimate partner violence and adolescent pregnancy in Greater Santo Domingo and Santiago takes a crosscutting and coordinated approach to the factors that contribute to these problems, gradually strengthening and adapting the promising Ciudad Mujer model, with a response targeting two provinces and highly vulnerable women.
- 1.19 Within the first five years of operation of two CCMs,³⁴ the project is expected to serve 252,532 women aged 15 to 64 in the target provinces, which represents 17.4% of the female population in that age group in those areas. The municipios within the provinces were selected based on the following criteria: (i) female population; (ii) gender inequality; (iii) accessibility; (iv) presence of health centers; (v) academic facilities and community technology centers; (vi) low-cost public housing initiatives; (vii) social supply networks; and (viii) availability and legal clearance of land measuring over 8,000 square meters ([optional link #6](#)).
- 1.20 **Strategic alignment of the project.** The project is consistent with the Update to the Institutional Strategy 2010-2020 (document AB-3008) and is strategically aligned with the development challenge of social inclusion and equality in that it

³⁴ In the short term, construction of more than two CCMs is not anticipated (paragraphs 2.9 and 2.10, and [optional link #9](#)).

increases access to and quality of inclusive services in health, education, and labor markets as measured by the results indicators: (i) economically active women who receive job counseling and training services; (ii) women who receive their first prenatal checkup provided by a health professional during the first 12 weeks of pregnancy; and (iii) women completing remedial education courses. The project is also aligned with the following crosscutting areas: (i) gender equality and diversity by proactively promoting women's empowerment in all activities and indicators; (ii) institutional capacity and the rule of law by improving women's access to the criminal justice system as measured by the following indicators: (a) women who receive support in cases of violence against women; and (b) women with safety plans developed; and (iii) climate change and environmental sustainability by contributing to the IDB Group goals of increasing financing for projects related to climate change. The project will also contribute to the Corporate Results Framework 2016-2019 (document GN 2727-6) through the maternal mortality rate indicator. The operation is aligned with the IDB Group country strategy with the Dominican Republic for 2017-2020 (document GN-2908), with respect to the priority area of improved quality and coverage of basic services. The project is consistent with the priority of social inclusion with identity defined in the Strategy on Social Policy for Equity and Productivity (document GN-2588-4) and with the dimension of promoting gender equality and the empowerment of women and girls of the Gender and Diversity Sector Framework Document (document GN-2800-8). It is also included in the 2018 Operational Program Report (document GN-2915).

- 1.21 **Climate change target.** An estimated 1.65% of the operation's resources are invested in climate change mitigation activities, in accordance with the [joint methodology of the multilateral development banks for estimating climate finance](#). These resources contribute to the IDB Group target of increasing financing for projects related to climate change to 30% of all approvals by the end of 2020.

B. Objectives, components, and cost

- 1.22 **Objectives.** The general objective of the project is to improve the living conditions of girls and women aged 10 or older in Greater Santo Domingo and Santiago in terms of economics, sexual and reproductive health, victimization by intimate partner violence, and risk of adolescent pregnancy by providing integrated services for women and girls at the Ciudad Mujer Centers (CCMs) in the cities of Greater Santo Domingo and Santiago. The specific objectives are to: (i) increase the female employment rate; (ii) reduce the maternal mortality rate and mortality rate due to breast and cervical-uterine cancer; (iii) reduce the rate of (physical and sexual) intimate partner violence; and (iv) reduce the rate of adolescent pregnancy. The project has five components:
- 1.23 **Component 1. Comprehensive employment and income-generation services for women (US\$562,000).**³⁵ Financing will be provided for: (i) activities to expand the array of job counseling and training services for a successful job search,

³⁵ Job counseling for women and the actions of institutions that make up the Economic Autonomy Module are described in the [Protocol for the Economic Autonomy Module](#).

including:³⁶ (a) consulting services to redesign the labor intermediation system and its integration with the Ciudad Mujer management system, in coordination with the Ministry of Labor; (b) consulting services to adapt courses that provide guidance on job search techniques, life skills, and vocational technical training (classroom-based and on-line); and (c) consulting services to identify productive and labor supply and demand; (ii) activities to expand access to services for the productive development of women's ventures through:³⁷ (a) consulting services to adapt productive credit and financial services; (b) consulting services to adapt courses on bringing companies into the formal sector, microentrepreneurship training, and financial education; (c) consulting services for methodological adaptation of business-related technical assistance services; and (d) production of educational materials; (iii) activities that will contribute to improving the educational levels of adult and young women through consulting assignments to adapt remedial education courses (literacy, basic, and intermediate);³⁸ and (iv) activities to promote partnerships with the private sector, including: (a) consulting services to prepare the inventory of partner companies and establish agreements with the private sector to revise/adjust course offerings at the CCMs; and (b) specialized consulting services on labor markets in order to carry out technical activities related to this component.

- 1.24 **Component 2. Comprehensive sexual and reproductive health care for women (US\$1,117,000).** Financing will be provided for: (i) activities to strengthen the supply of preventive counseling and planning methods to reduce at-risk and unwanted pregnancies,³⁹ through: (a) CCM staff training on preconception, family planning, prenatal, and postnatal checkups; and (b) consulting services for the design and production of educational materials on sexual and reproductive health; (ii) activities to expand and strengthen primary prevention and early detection programs for breast and cervical-uterine cancer,⁴⁰ including the purchase of: (a) medical equipment (digital equipment and instruments for mammograms, ultrasound and Pap smears, colposcopies); (b) specialized consulting services in

³⁶ The analysis of Ibarán and Shady (2009) finds that vocational training programs implemented in Chile and Peru managed to increase women's inclusion in formal sector jobs by 15%, compared to those who did not participate in such programs. "Evaluating the Impact of Job Training Programs in Latin America: Evidence from IDB-funded Operations".

³⁷ The evaluation of impact in Uganda on increasing access to credit for poor women entrepreneurs finds that the intervention increases by 50% the hours that women work outside the home. Blattman, C, et.al. (2011). Employment Generation in Rural Africa: Mid-term Results from an Experimental Evaluation of the Youth Opportunities Program in Northern Uganda.

³⁸ An evaluation of the impact of an accelerated (basic and intermediate) education program for adults in Brazil concludes that the percentage of over-age students is reduced by 34.4%, over five years. Heloisa Luck and Marta Parente (2007). Using Accelerated Learning to Correct Student Flows: The case of Paraná.

³⁹ An experimental evaluation of the Matlab FPMCH program in Bangladesh shows that greater access to family planning services reduced (unwanted) fertility by about 17%. Joshi and Schultz (2013). Family planning and women's and children's health: long-term consequences of an outreach program in Matlab.

⁴⁰ According to the short-term impact evaluation of Ciudad Mujer in El Salvador, the use of cytology/Pap test services increased by 36% among women who went to the CCMs relative to the comparison group (80% versus 59%). The use of mammography services increased from 18% in women in the control group to 47% in the treatment group, representing a relative increase of 161% (Bustelo et. al., 2016).

biomedicine to advise on the purchase and installation of equipment at the CCMs; and (c) consulting services for the design and implementation of educational campaigns and materials on prevention and health promotion with emphasis on breast and cervical-uterine cancer; and (iii) activities to strengthen mechanisms for external coordination with the health system, including: (a) referral/counter-referral system for the health services; and (b) consulting services for the design of a mechanism for external follow-up of women in whom cancer is detected at the CCMs.

- 1.25 **Component 3. Comprehensive services for violence against women prevention and care (US\$631,000).** Financing will be provided for: (i) activities to improve the effectiveness of the institutional response and increase the number of women victims of intimate partner violence⁴¹ who seek assistance through financing for: (a) training for service providers in the Module Addressing Violence against Women; (b) consulting services for the design and implementation of an interagency protocol for comprehensive assistance in cases involving violence against women with external agencies; (c) referral/counter-referral system for cases of violence against women; (d) system for monitoring protective orders for female survivors of violence; and (e) consulting services for design of a methodology for safety plans for female survivors of violence; and (ii) activities to change patterns and behaviors that facilitate the perpetration of violence⁴² by financing: (a) consulting services for the design, piloting, and production of collective education programs for adult men and women to prevent violence against women; and (b) specialized consulting services ([optional link #13](#)) on violence prevention.
- 1.26 **Component 4. Comprehensive services for young adolescent women (US\$435,340).** Financing will be provided for: (i) consulting services for the design of nontraditional communication campaigns and methodologies for changing behaviors and conduct to prevent early and unwanted pregnancies;⁴³ (ii) activities to strengthen the supply of integrated services on sexual and reproductive health and planning methods to reduce at-risk and unwanted pregnancies,⁴⁴ including: (a) training for staff on providing friendly service to young women; (b) consulting

⁴¹ Evaluation of the Ciudad Mujer Program in El Salvador shows that women who went to the CCMs used 10% more sexual and reproductive health, economic empowerment, and support for intimate partner violence services compared to 7% in the control group, which represents an increase of 43% (Bustelo et. al., 2016).

⁴² A cluster randomized trial (CRT) evaluation of SASA! in eight communities in Uganda found less acceptance of intimate partner violence (*Adjusted Risk Ratio-ARR=0.54*) and less physical (*ARR=0.48*) and sexual (*ARR=0.76*) abuse in the context of couple relations for the 12 months prior to the survey. Watts, Charlotte et al. (2015). The SASA! Study A cluster randomized trial to assess the impact of a violence and HIV prevention programme in Kampala, Uganda.

⁴³ The technical cooperation operation DR-T1176 will finance a methodological proposal and a plan of work for the Behavioral Insights Team to develop campaigns based on behavioral science to change conduct with respect to adolescent pregnancy and violence against women.

⁴⁴ A systematic review of four experimental impact evaluations of interventions to prevent adolescent pregnancy finds that the combination of education and promotion of the use of contraceptive methods reduced adolescent pregnancy by 34%. Oranganje, et. al. (2016). Interventions for preventing unintended pregnancies among adolescents.

services for the design of psychological care interventions;⁴⁵ and (c) purchase of equipment and materials to offer comprehensive counseling services on sexual and reproductive health;⁴⁶ and (iii) activities to improve adolescent girls' cognitive and social/emotional skills through:⁴⁷ (a) consulting services to adapt a life skills course; (b) consulting services to adapt remedial education courses in the Economic Autonomy Module (literacy, basic, and intermediate); and (c) consulting services to adapt technical/vocational training courses (classroom-based and on-line), and social/emotional skills courses for young girls and adolescents.

- 1.27 **Component 5. Construction and equipping of CCMs and institutional strengthening (US\$15,513,107).** Financing will be provided for: (i) activities to expand the supply of employment, sexual and reproductive health, treatment and prevention of intimate partner violence and adolescent pregnancy services, including: (a) consulting services for the design of engineering works for two CCMs;⁴⁸ (b) works, equipment, and fixtures for two CCMs; and (c) specialized consulting services on the subject of the environment and infrastructure to monitor the construction of CCMs; (ii) activities to strengthen the institutional capacity of the executing agency, through: (a) staff training for opening the CCMs; (b) consulting services for the design of continuing education for staff; (c) a system for monitoring services provided at the CCMs;⁴⁹ (d) consulting services for the design and implementation of the communication strategy; (e) training for staff on the territorial coordination strategy;⁵⁰ (f) consulting services for the design of a protocol for handling cases of violence against children in the Childcare Module and referral system; (g) consulting services for the design and piloting of pedagogical methodologies for the Childcare Module; and (h) consulting services for the design of the self-care program⁵¹ for CCM staff; and (iii) activities to adapt services for disabled, older, and immigrant women through specialized consulting services to develop a comprehensive care strategy and revise the existing protocols.
- 1.28 The Dominican government will use its own resources to finance the allocation of land for the two CCMs in Greater Santo Domingo and Santiago to be inaugurated in early 2020 and 2021, respectively. The Infrastructure Projects Unit (UPI) of the Social Policy Coordination Office (GCPS) will have technical responsibility, for which engineering designs and works will be contracted and supervised for the two

⁴⁵ The national mental health standard for the comprehensive care of adolescents will be implemented in the CCMs.

⁴⁶ The National Comprehensive Healthcare Program for Adolescents (PRONAISA) will be implemented in the CCMs.

⁴⁷ An experimental evaluation of the Youth and Employment Program in the Dominican Republic found that training in soft skills reduced the probability of adolescent pregnancy by 20%. Novella and Ripani (2016). Are you (not) expecting? The unforeseen benefits of Job Training on Teenage Pregnancy.

⁴⁸ The designs for both CCMs will incorporate, depending on their feasibility, climate change mitigation elements related to the application of energy efficiency technologies exceeding current national standards and the use of renewable energies.

⁴⁹ Includes the Ciudad Mujer Management System ([required link #2](#)) and the [integration of the various systems](#).

⁵⁰ Methodology for relating CCM services with other services existing in the area in coordination with public and private actors.

⁵¹ Practices enabling service providers to maintain and recover their overall health (e.g., physical exercises, group-sharing spaces, recreational activities, and ongoing training).

CCMs to be financed with project funds.⁵² Tenders have been issued for the purchase of land in Greater Santo Domingo and engineering design work for the two CCMs.

- 1.29 **Project management and other considerations. (US\$1,741,553).** Financing will be provided for: (i) project monitoring and evaluation, including: (a) design and execution of project baseline and completion surveys; (b) technical assistance for impact evaluation; and (c) final evaluation of processes; (ii) auditing services; and (iii) the costs of the UTP, to include the contracting of: (a) a projects and program administration manager; (b) a procurement analyst; (c) a projects administration assistant; (d) a planning and monitoring and evaluation specialist; (e) a contracts analyst; and (f) a financial analyst.

C. Key results indicators

- 1.30 **Results.** The program will be evaluated based on the change produced in women's living conditions in Greater Santo Domingo and Santiago, measured on the basis of indicators such as the: (i) female employment rate; (ii) maternal mortality rate; (iii) mortality rate due to breast and cervical-uterine cancer; (iv) the percentage of women who have suffered physical or sexual violence at some point during the last 12 months at the hands of their spouse/companion; and (v) the percentage of adolescents with children or pregnant for the first time.
- 1.31 **Cost-benefit evaluation.** The economic analysis estimated the annual benefits, considering the following assumptions: an increase of 10% in the female employed population, a 70% reduction in mortality due to cervical-uterine cancer, a 19% reduction in mortality due to breast cancer, a 50% reduction in the rate of violence against women; and a 30% reduction in the adolescent pregnancy rate. It is assumed that one CCM will begin to operate in 2020 and the second CCM will begin to operate in 2021. The full effect will apply starting in 2021 until reaching the time horizon of 20 years. The analysis shows the social return on the project, with a cost-benefit ratio of 1.14 for every dollar invested, and an internal rate of return of 16%, using a discount rate of 12%. The sensitivity analysis explores two additional scenarios ([optional link #1](#)). The project generates value-added in two of the three scenarios proposed.

II. FINANCING STRUCTURE AND MAIN RISKS

A. Financing instruments

- 2.1 **Cost structure of the project.** The project will be financed through a specific investment loan. The disbursement period is five years.⁵³ The loan amount of US\$20 million is charged to the Bank's Ordinary Capital.

⁵² The UPI will deliver the preliminary engineering design work for the CCM in Greater Santo Domingo and Santiago in August 2018.

⁵³ According to the programming ([required link #1](#)), a disbursement period of five years will facilitate timely and effective execution of the activities necessary to achieve the project objectives.

Table 1. Project costs (US\$)

Components/Activities	IDB	%
Component 1. Comprehensive employment and income-generation services for women	562,000	2.8%
Component 2. Comprehensive sexual and reproductive health care for women	1,117,000	5.6%
Component 3. Comprehensive services for prevention and treatment of violence against women	631,000	3.2%
Component 4. Comprehensive services for young adolescent women	435,340	2.2%
Component 5. Construction and equipping of CCMs and institutional strengthening	15,513,107	77.6%
Project management	780,000	3.9%
Audits	200,000	1.0%
Evaluations	700,000	3.5%
Contingencies	61,553	0.3%
Total	20,000,000	100%

2.2 Table 2 shows the operation's estimated disbursement schedule:

Table 2. Disbursement schedule (US\$)

Source	Year 1	Year 2	Year 3	Year 4	Year 5	Total
IDB	545,048	11,373,468	6,374,588	1,132,246	574,650	20,000,000
% of loan total	2.7	56.9	31.9	5.7	2.9	100

B. Environmental and social risks

- 2.3 In accordance with the Environment and Safeguards Compliance Policy (Operational Policy OP-703), this program is classified as a category "B" operation. The anticipated negative impacts will be temporary and localized, and there are measures for avoiding and/or mitigating them. The Environmental and Social Analysis (ESA) done for the CCM in Greater Santo Domingo indicates that the construction phase will produce impacts typical of medium-size civil works (noise, dust, waste, debris, traffic congestion, disturbances to neighbors, risks related to health and occupational safety); while the operational phase will produce hospital waste, pollutants, and wastewater. The Environmental and Social Management Plan (ESMP) for the works identifies prevention and/or mitigation measures for all these impacts. Meanwhile, no physical resettlement or economic displacement of the population is anticipated.
- 2.4 Insofar as the exact location of the CCM in Santiago is unknown, an ESMP has been developed that includes social/environmental criteria to be considered in the valuation of lands presented for bidding: risk of affecting critical natural habitat or cultural heritage, presence of occupants who live on or obtain income from the property, compatibility with the uses of the surroundings, accessibility, exposure to natural threats, presence of contaminating waste, and other criteria. The specific

ESMP to be developed, once the exact location of the CCM is determined, will be subject to consultation with the population and approved by the Bank prior to tendering the works.

- 2.5 According to the Disaster Risk Management Policy (Operational Policy OP-704), the operation is classified as “medium” risk due to the country’s vulnerability to earthquakes and hurricanes. To mitigate this risk, soil and geotechnical studies will be done during the pre-construction phase, and the design of the CCMs will incorporate the mitigation or adaptation work necessary to comply with the Dominican Republic’s seismic standard and resist the impacts of hurricanes and storms.
- 2.6 The ESMP includes a consultation plan and a complaints and claims mechanism. Consultations with the population potentially affected and other interested parties were held on 7 and 8 December 2017 in Greater Santo Domingo and Santiago, respectively, in accordance with Directive B.6 of Operational Policy OP-703. Leaders from community associations, representatives of women’s associations, churches, institutions belonging to the Ciudad Mujer Program, residents, and local companies were invited to attend. There were 86 participants in Greater Santo Domingo and 65 in Santiago, primarily women. Their key concerns related to the creation of local employment, actions targeting men, and the location of the CCM in Santiago ([optional link #10](#)).

C. Fiduciary risks

- 2.7 The capacity of the GCPS was analyzed, with the conclusion that although general fiduciary risk is low, risk related to delay in financial management is rated as medium. Thus, the fiduciary capacities of the GCPS need to be strengthened by contracting fiduciary personnel (procurement analyst, financial analyst) assigned to the project during the first quarter of its execution, so as to minimize potential delays in procurement and in the production of accounting and financial reports.

D. Other project risks

- 2.8 Table 3 shows other risks with their respective mitigation measures:

Table 3. Other risks

Type of risk	Identified risk	Risk classification	Mitigating activities
Public management and governance	(i) The assignment and availability of staff by the various institutions providing services is not consistent with what is needed for Ciudad Mujer.	High	Interagency coordination agreements will be signed establishing the responsibility of the entities in this area, a recruitment and selection policy will be implemented consistent with the manual for the Ciudad Mujer Program, and the budget necessary for their contracting will be assured.
	(ii) Failures of coordination among the institutions participating in Ciudad Mujer affect the effectiveness and efficiency of the CCM and the quality of services.	High	Interagency coordination agreements will be signed, Ciudad Mujer Program governance bodies will be put into operation, and an internal communication strategy will be implemented on the responsibilities, roles, and services of each institution.
	(iii) The executing agency does not have an area exclusively dedicated to program execution, nor the staff necessary to ensure the institutional sustainability of the program.	High	The Ciudad Mujer Program Management Unit (CMPMU) will be created and staff will be assigned and contracted for that unit, ensuring the budget necessary for their contracting.
	(iv) Delays in the construction of the CCM in Santiago due to failure to acquire the land because there are no offers, the land does not meet the technical or environmental/social specifications, there is no budget to acquire it, or there are delays in legalizing the land.	High	National resources available for the purchase and for conducting tests on the selected land will be identified and confirmed, the mechanism for internal coordination among the various areas of the GCPS will be continued to monitor the land acquisition and legalization process, and the necessary studies will be conducted on the land and the corresponding acquisition process with national funds.
	(v) Delays in processing approval of the project in the Congress.	High	There will be strategic communication with male and female representatives in the legislative chambers.
	(vi) The sustainability of the Ciudad Mujer Program could be affected by a change in government.	High	A communication strategy will be developed to gain the acceptance of the Ciudad Mujer population and publicize the services and results.
	(vii) The quality of services is not sustained over the long term due to staff attrition, or failure to comply with protocols of care.	Medium	A program of self-care, quality, and performance systems, and a continuing education plan for staff will be implemented.
	(viii) Lack of an adequate system for monitoring women referred to services outside Ciudad Mujer could affect the achievement of results and case resolution.	Medium	Monitoring methodologies in the various modules and referral and counter-referral systems in the CCM's area of influence will be designed and implemented.

Type of risk	Identified risk	Risk classification	Mitigating activities
Macroeconomic and fiscal sustainability	(ix) Budgetary appropriations required to operate the project and program effectively are not sufficient.	High	The interagency coordination agreements will establish the entities' responsibility in this area and an annual meeting will be held on budgetary appropriation with all institutions providing services under the coordination of Ciudad Mujer.

- 2.9 **Financial sustainability.** The budget for investments in gender equality is part of the allocation to the social protection sector, so that the likelihood that the executing agency will not have the budget to execute programmed activities is low. Since 2016, the Dominican government has gradually incorporated into the GCPS budget the funds necessary to maintain the services associated with operation of the Ciudad Mujer Program. The participating entities will be responsible for current expenses (maintenance and staff) for operating the CCMs. For 2018, the budget bill allocates approximately US\$3.5 million to the GCPS.
- 2.10 The participating institutions will reassign some of their personnel to operation of the CCMs. They will also contribute current expenses to run the CCMs. To ensure the budgetary allocations required for the entities to effectively operate the program, the framework interagency coordination agreement will establish the responsibility of each agency in this area, and an annual coordination meeting will be held on the subject under the coordination of the Ciudad Mujer Program. There is no short-term provision for constructing more than the two CCMs supported by this project. An analysis has been developed with scalability scenarios and their impact on fiscal and financial sustainability ([optional link #9](#)).

III. IMPLEMENTATION AND MANAGEMENT PLAN

A. Summary of implementation arrangements

- 3.1 Strategic coordination will be the responsibility of the project's executing agency, the Social Policy Coordination Office (GCPS), which will be the entity providing the basic guidelines and coordinating with the other organizations involved and will guarantee the operational alignment of the various entities during project execution. The executing agency will act through its Technical Directorate, which will have three supporting units: (i) the Ciudad Mujer Program Management Unit (CMPMU), which will be created prior to the start of Ciudad Mujer project execution, to carry out the interagency coordination of the Ciudad Mujer Program, the technical coordination of the project, and the satisfactory receipt of goods, works, and services; (ii) the Technical Unit for Projects (UTP), which will be responsible for the fiduciary management of the Ciudad Mujer project inasmuch as it has fiduciary staff with experience and knowledge of the Bank's fiduciary policies and procedures;⁵⁴ and (iii) the Infrastructure Projects Unit (UPI), which is responsible for the direction and supervision of GCPS infrastructure works.

⁵⁴ The UTP has executed operations 2426/OC-DR, 2623/OC-DR, 2733/OC-DR and 2972/OC-DR, in addition to other multilateral organizations, for an amount exceeding US\$600 million.

The UPI and the UTP will be responsible for executing the project's infrastructure works.

- 3.2 Ciudad Mujer is a new model for the government of the Dominican Republic to deliver public services. Implementing this model will require the effective coordination of a number of service providers, as well as coordination with other institutions and actors acting in a complementary and collaborative way to provide comprehensive care services. Deployment of the model in other countries (El Salvador and Honduras) has demonstrated that setting up solid governance at the outset of the program, with a multidisciplinary coordination team, is critical for achieving effective implementation. The conditions required for effective execution of the Ciudad Mujer Program follow.
- 3.3 The CMPMU will be created and consist of a multidisciplinary team that will include, at a minimum: (i) a CMPMU coordinator; (ii) a specialist in labor markets and enterprises; (iii) a specialist in sexual and reproductive health and adolescent pregnancy; and (iv) a specialist in violence against women. **Creation of the CMPMU and contracting of at least its coordinator will be a special contractual condition precedent to the first disbursement under the project.** This condition mitigates risk (iii) (paragraph 2.8) and ensures the minimum institutional structure for the Ciudad Mujer Program until such time as a Ciudad Mujer National Office is established ([optional link #4](#)).
- 3.4 At the request of the borrower and the executing agency, **as a special contractual condition precedent to the first disbursement under the project, a subsidiary contract will be signed between the Ministry of Finance and the Social Policy Coordination Office (GCPS) assigning the obligations and responsibilities of the executing agency that derive from the loan contract signed with the Bank.**
- 3.5 Given the crosscutting nature of the project, the CMPMU will request technical and operational support from State entities (PROSOLI, INFOTEP, the Ministry of Labor, Banca Solidaria, Banca de Reserva, Banca Agrícola, Ministry of Industry, Commerce, and MSMEs, Ministry of Agriculture, Electoral Board, Ministry for Women, General Prosecutor's Office, National Police, Ministry of Public Health, the National Health Service, National Council on HIV/AIDS, Ministry of Education, National Council on Children and Adolescents; Ministry of Culture; Community Technology Centers; and National Institute for Comprehensive Early Childcare Services) and will coordinate the respective activities. The scope of the technical and operational support will be defined in the interagency agreement to be signed with the executing agency. The coordinating mechanism agreed upon with the various bodies includes the Interagency Strategic Committee at the strategic/policy level, the Technical Coordination Board, and the Program Office for programmatic coordination ([optional link #4](#)). **The signing of the interagency agreement between the executing agency and the State entities that will coordinate and provide the technical and operational support to the Ciudad Mujer Program,⁵⁵ defining the scope of staffing and budget obligations, will be a special**

⁵⁵ For purposes of this condition, the interagency agreement must be signed by PROSOLI, the Ministry of Public Health, the National Health Service, the Ministry for Women, the General Prosecutor's Office, and Community Technology Centers.

- contractual condition precedent to the first disbursement under the project.** This condition mitigates risks (i), (ii), and (ix) (paragraph 2.8) related to public management, governance, and fiscal sustainability.
- 3.6 According to the institutional capacity analysis of the GCPS, there is an anticipated need to reinforce key support staff for the Ciudad Mujer project, both in the UTP and the UPI, by contracting: (i) a technical coordinator for the Ciudad Mujer project in the UTP; (ii) a technical infrastructure coordinator for the Ciudad Mujer project in the UPI; (iii) a procurement analyst; (iv) a financial analyst; and (v) a planning, monitoring, and evaluation analyst. **The contracting of the technical coordinator for the Ciudad Mujer project in the UTP and the technical infrastructure coordinator for the Ciudad Mujer project in the UPI will be a special contractual condition precedent to the first disbursement under the project.** This condition mitigates risk (iii) (paragraph 2.8) related to public management and governance.
- 3.7 For the execution of the project there will be a project Operations Manual, which will detail procedures for executing the components of the project, responsibilities and functions of the agencies involved in the operation, and fiduciary management mechanisms, governance agreements for the Ciudad Mujer Program, including the creation of the CMPMU, its functions and organizational structure, as well as the Environmental and Social Management Plans (ESMPs) for the CCMs in Greater Santo Domingo and Santiago. **The approval and entry into force of the project Operations Manual under the terms agreed to with the Bank will be a special contractual condition precedent to the first disbursement of the loan.** This manual will be approved by the GCPS technical director. This condition mitigates environmental risks (paragraph 2.5) and public management and governance risks (paragraph 2.8) and promotes the successful technical, operational, and institutional execution of the project.
- 3.8 **Special contractual conditions for execution.** Prior to awarding works contracts for the construction of each CCM, the executing agency will submit evidence, to the Bank's satisfaction, of the existence, with respect to each CCM, of ownership title and possession of the land where the respective work will be constructed, free of liens, annotations and/or provisional measures, with the easements necessary for construction and use, as applicable. This condition ensures that all works/construction financed for Ciudad Mujer are owned and used by the borrower and beneficiaries of the project.
- 3.9 **Procurement of goods and services.** Goods and services will be procured and consulting services will be selected and contracted in accordance with the Policies for the procurement of works and goods financed by the IDB (document GN-2349-9) and the Policies for the selection and contracting of consultants financed by the IDB (document GN-2350-9) and executed by the GCPS, through the Technical Directorate with the support of the UTP. The latter will be responsible for the selection, tendering, contracting, supervision, and receipt processes for project procurements, in accordance with the requirements in Annex III.
- 3.10 **Advance procurement/retroactive financing.** The Bank may provide up to US\$4 million (20% of the total loan amount) in retroactive financing, chargeable to the loan, for eligible expenditures incurred by the executing agency prior to

approval of the loan, provided that procedures substantially similar to those established in the loan contract have been followed and that the expenditures have been incurred on or after 20 December 2016 (project profile approval date). In no case will this include expenditures incurred more than 18 months prior to the loan approval date. Retroactive financing may include expenditures for the engineering designs of the CCMs contracted in 2017.

B. Summary of arrangements for results monitoring

- 3.11 The GCPS, through the CMPMU, will be responsible for project supervision and monitoring. The GCPS will use the Results Matrix, outcome/output indicators, and costs set forth in the Project Monitoring Report (PMR), as well as the monitoring instruments set forth in the Monitoring and Evaluation Plan ([required link #2](#)), as the main tools for monitoring the project. In addition, it will coordinate with the Sistema de Registro Único de Beneficiarios [Master Beneficiary System] (SIUBEN) on compiling the data necessary for that monitoring.
- 3.12 To measure effects caused by Ciudad Mujer, an experimental impact evaluation is proposed using the random promotion method. For the evaluation, information will be collected from households in Greater Santo Domingo in a baseline survey prior to the launch of the CCM and a final survey two years later. In addition, given low statistical power for measuring impacts in small subpopulations such as adolescents, the proposal is to supplement the experimental evaluation with a differences-in-differences evaluation, using the SIUBEN records as a data source. A final evaluation of project processes will be conducted, and the corresponding report will be delivered once 95% of the project financing has been disbursed.

Development Effectiveness Matrix		
Summary		
I. Corporate and Country Priorities		
1. IDB Development Objectives	Yes	
Development Challenges & Cross-cutting Themes	-Social Inclusion and Equality -Gender Equality and Diversity -Climate Change and Environmental Sustainability -Institutional Capacity and the Rule of Law	
Country Development Results Indicators	-Maternal mortality ratio (number of maternal deaths per 100,000 live births)	
2. Country Development Objectives	Yes	
Country Strategy Results Matrix	GN-2908	i) Improve the health of the population; ii) Increase quality employment.
Country Program Results Matrix	GN-2915	The intervention is included in the 2018 Operational Program.
Relevance of this project to country development challenges (If not aligned to country strategy or country program)		
II. Development Outcomes - Evaluability		Evaluable
3. Evidence-based Assessment & Solution	9.4	
3.1 Program Diagnosis	2.4	
3.2 Proposed Interventions or Solutions	4.0	
3.3 Results Matrix Quality	3.0	
4. Ex ante Economic Analysis	9.0	
4.1 Program has an ERR/NPV, or key outcomes identified for CEA	3.0	
4.2 Identified and Quantified Benefits and Costs	3.0	
4.3 Reasonable Assumptions	1.0	
4.4 Sensitivity Analysis	2.0	
4.5 Consistency with results matrix	0.0	
5. Monitoring and Evaluation	9.3	
5.1 Monitoring Mechanisms	1.8	
5.2 Evaluation Plan	7.5	
III. Risks & Mitigation Monitoring Matrix		
Overall risks rate = magnitude of risks*likelihood	Medium	
Identified risks have been rated for magnitude and likelihood	Yes	
Mitigation measures have been identified for major risks	Yes	
Mitigation measures have indicators for tracking their implementation	Yes	
Environmental & social risk classification	B	
IV. IDB's Role - Additionality		
The project relies on the use of country systems		
Fiduciary (VPC/FMP Criteria)	Yes	Financial Management: Budget, Treasury, Accounting and Reporting. Procurement: Information System, Comparison.
Non-Fiduciary		
The IDB's involvement promotes additional improvements of the intended beneficiaries and/or public sector entity in the following dimensions:		
Additional (to project preparation) technical assistance was provided to the public sector entity prior to approval to increase the likelihood of success of the project	Yes	To ensure the success of the project, the country has received technical assistance through several Technical Cooperations (RG-T2482, RG-T2500 and DR-T1141) for the design / adaptation of the Ciudad de Mujer Program (including the design of the manuals for operation for the service modules and the administration of the program).

Note: (*) Indicates contribution to the corresponding CRF's Country Development Results Indicator.

The general problem that the project seeks to address is the precarious living conditions of women aged 10 years or more in Gran Santo Domingo (GSD) and Santiago province. The following specific problems have been identified: (a) their low labor participation; (b) their high maternal mortality and by cervical and breast cancer; (c) their high victimization by violence (physical or sexual partner violence); and (d) their high risk of teenage pregnancy. The determinants of the main problems are identified and quantified. However, the loan proposal does not successfully quantify how much of the main problems can be explained by the determinants of the problems identified.

The project's vertical logic is clear and well specified. The project presents adequate evidence of internal validity of the proposed solutions. In general, the Result Matrix included in the loan proposal contains all of its required elements for the monitoring of the project.

The project's economic analysis is partially adequate. Taking a social discount rate of 12%, a time horizon of 20 years and benefits and costs at market price, the program proposed is economically viable. The internal rate of return is of 16% (9.4% under the conservative scenery).

The loan proposal includes a satisfactory monitoring and evaluation plan. In general, the project has identified and adequately addressed the monitoring and evaluation requirements and the data availability. While we welcome the initial steps taken to institute a monitoring system for those women detected to have cancer, the project has only proposed the design of the system. The project proposes an experimental impact evaluation in the area of influence of the project. The impact evaluation seeks to provide evidence on the effectiveness of the Women's City to increase their income and their labor participation, to improve their sexual y reproductive health, and to reduce violence against women and teen pregnancy. It also seeks to provide information on demand of women who do not have access to services related to those fields because of lack of time or financial resources.

The project's overall risk rating is Medium. Of the six risks identified, three were classified as High. All of them have mitigation measures with adequate monitoring indicators.

RESULTS MATRIX

Project objective:	The general objective of the project is to improve the living conditions of girls and women aged 10 or older in Greater Santo Domingo and Santiago in terms of economics, sexual and reproductive health, victimization by intimate partner violence (IPV), and risk of adolescent pregnancy by providing integrated services for women and girls at the Ciudad Mujer Centers (CCMs) in the cities of Greater Santo Domingo and Santiago. The specific objectives are to: (i) increase the female employment rate; (ii) reduce the maternal mortality rate and mortality rate due to breast and cervical-uterine cancer; (iii) reduce the rate of (physical and sexual) intimate partner violence (IPV); and (iv) reduce the rate of adolescent pregnancy.
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EXPECTED RESULTS

Expected outcomes	Unit of measurement	Baseline ¹		Targets		Means of verification	Observations ²
		Value	Year	Value	Year		
Expected outcome 1. Increase the percentage of women aged 15 to 64 who are employed in the target area.							
R1.1 Economically active women (aged 15-64) who receive job counseling and training services in the target area.	%	5.3 ³	2016	5.4	2022	Impact Assessment Survey (IAS)	
R1.2. Women (aged 18-64) who obtained a productive loan (to start, operate, or expand their plot or business) in the target area.	%	11.3 ⁴	2014	11.5	2022	IAS	
R1.3. Women (aged 15-64) with at least basic education completed in the target area.	%	78.3 ⁵	2015	79.7	2022	IAS	
R1.4 Women (aged 15-64) employed in the target area.	%	39.7 ⁶	2015	39.9	2022	IAS	

¹ For cases in which no representative information exists for the target area, data from more aggregated geographic areas that encompass the target area were used. The data will be updated when the baseline IAS is taken.

² See observations in the Monitoring and Evaluation Plan, Table 5, Extended Results Matrix ([required link #2](#)).

³ National Employment Service (SENAE) Registry. Women in the National District and the province of Santiago.

⁴ Global Findex database. Corresponding to women older than age 15.

⁵ ENFT, 2015. Representative data for the Ozama Planning Regions (provinces of Santo Domingo and National District) and Cibao Norte (provinces of Santiago, Espaillat and Puerto Plata).

⁶ *Idem* footnote 5. Group aged 15-64.

Expected outcomes	Unit of measurement	Baseline ¹		Targets		Means of verification	Observations ²
		Value	Year	Value	Year		
Expected outcome 2. Reduce the rate of maternal mortality and mortality due to breast and cervical-uterine cancer in women aged 15 or older in the target area.							
R2.1 Pregnancies in women (aged 15-49) who received the first prenatal checkup with a health professional during the first 12 weeks of pregnancy in the target area.	%	61.0 ⁷	2013	65.5	2022	IAS	
R2.2 Unwanted pregnancies (including current pregnancy) (aged 15-49) in the target area.	%	54.3 ⁸	2013	53.8	2022	IAS	
R2.3 Women (aged 30-64) who were given a Pap smear or test to detect vaginal cancer in the last two years in the target area.	%	75.2 ⁹	2013	78.1	2022	IAS	
R2.4 Women (aged 40-64) who had a mammogram done in the last two years in the target area.	%	57.3 ¹⁰	2013	60.3	2022	IAS	
R2.5 Maternal mortality rate in Greater Santo Domingo and Santiago.	Rate	85.1 ¹¹	2014	84.5	2022	Ministry of Public Health	
R2.6 Cervical-uterine and breast cancer mortality rate in Greater Santo Domingo and Santiago.	Rate	26.8 ¹²	2015	26.4	2022	WHO (number of deaths) and ONE (Population Projections)	

⁷ Data from the Demographic and Health Survey (ENDESA) 2013. Health Region 0 (Santo Domingo, National District and Monte Plata); Health Region II (Santiago, Espaillat, and Puerto Plata). Regional prevalence weighted by the number of women aged 15-49 according to population estimates from the National Statistics Office (ONE) for 2013.

⁸ *Idem* footnote 7.

⁹ *Idem* footnote 7.

¹⁰ *Idem* footnote 7.

¹¹ Basic Health Indicators, Dominican Republic 2015 (MSP). Provincial rates weighted by the number of women of reproductive age. ONE population estimates (2014).

¹² Global Health Estimates 2016. *Estimated Deaths by Cause, Sex, by Country and WHO Member State* 2015. National data and ONE population projections (2015).

Expected outcomes	Unit of measurement	Baseline ¹		Targets		Means of verification	Observations ²
		Value	Year	Value	Year		
Expected outcome 3. Reduce the prevalence of violence against women (physical or sexual intimate partner violence) in the target area.							
R3.1 Women (aged 15-64) victims of physical or sexual violence in the last 12 months by their partner or former partner and who sought institutional help in the target area.	%	23.9 ¹³	2013	26.1	2022	IAS	
R3.2 Women (aged 15-64) married or in a relationship at some point, whose partner has shown at least three types of selected controlling behaviors in the target area.	%	26.4 ¹⁴	2013	24.2	2022	IAS	
R3.3 Women (aged 15-64), married or in a relationship at some point, who have suffered physical or sexual violence in the last 12 months by their partner or former partner in the target area.	%	17.8 ¹⁵	2013	16.3	2022	IAS	
Expected outcome 4. Reduce the percentage of pregnant adolescent young women aged 15-19 in the target area.							
R4.1 Unwanted pregnancies (including current pregnancy) (aged 15-19) in the target area.	%	62.4 ¹⁶	2013	56.7	2022	Sistema Único de Beneficiarios [Master Beneficiary System] (SIUBEN)	
R4.2 Women (aged 15-19) with at least basic education completed in the target area.	%	85.6 ¹⁷	2016	93.0	2022	IAS	
R4.3 Women (aged 15-19) who at the time of the survey already had children or were pregnant for the first time in the target area.	%	17.8 ¹⁸	2013	16.2	2022	SIUBEN	

¹³ *Idem* footnote 7.

¹⁴ *Idem* footnote 7.

¹⁵ *Idem* footnote 7.

¹⁶ *Idem* footnote 7.

¹⁷ *Idem* footnote 7.

¹⁸ *Idem* footnote 7.

OUTPUTS

Outputs	Unit of measurement	Baseline	Year 1	Year 2	Year 3	Year 4	Year 5	Final target	Means of verification
Component 1. Comprehensive employment and income-generation services for women.									
P1.1 Women completing vocational technical training courses.	#				1,500	2,500	3,000	7,000	Ciudad Mujer Management System (CMMS)
Milestone P1.1.1 Study conducted on productive labor supply and demand to guide the curriculum at the centers.	#			1	1			2	Ciudad Mujer Program Management Unit (CMPMU) Report
Milestone P1.1.2. Inventory of companies to guide the vocational technical courses offered.	#					1		1	CMPMU Report
P1.2 Redesign of labor intermediation system and its integration with the Ciudad Mujer system, in coordination with the Ministry of Labor.	#			1				1	CMPMU Report
P1.3 Women registered with/referred by the electronic job exchange.	#				300	5,100	6,060	11,460	CMMS
P1.4 Women completing training in life/socio-emotional/self-esteem skills.	#				300	8,000	9,500	17,800	CMMS
P1.5 Women receiving productive loans.	#				4,753	6,329	6,574	17,656	CMMS
P1.6 Women completing microenterprise training courses	#				1,984	2,178	2,390	6,552	CMMS
P1.7 Women trained in bringing businesses into the formal sector.	#				65	70	75	210	CMMS
P1.8 Women completing financial education courses.	#				1,845	2,007	2,183	6,035	CMMS
P1.9 Women completing remedial education courses (literacy, basic and intermediate).	#				841	841	841	2,523	CMMS
Component 2. Comprehensive sexual and reproductive health care for women.									
P2.1 Women getting prenatal checkups (at least 2 checkups in the first 12 months of pregnancy).	#				4,860	11,880	12,960	29,700	CMMS
P2.2 Women getting preconception checkups.	#				4,680	10,920	12,480	17,160	CMMS
P2.3 Women getting family planning checkups.	#				2,160	5,040	5,760	10,800	CMMS

Outputs	Unit of measurement	Baseline	Year 1	Year 2	Year 3	Year 4	Year 5	Final target	Means of verification
P2.4 Women getting postnatal checkups.	#				4,860	11,880	12,960	29,700	CMMS
P2.5 Women undergoing a mammogram (older than 40 years).	#				4,320	10,080	11,520	25,920	CMMS
P2.6 Women undergoing a breast ultrasound (older than 40).	#				6,480	15,120	17,280	6,480	CMMS
P2.7 Women getting a Pap smear or test to detect cervical cancer (older than 30)	#				7,080	10,920	12,480	30,480	CMMS
P2.8 Women undergoing a colposcopy (older than 30 years).	#				2,160	5,040	5,760	10,800	CMPMU Report
P2.9 Design and implementation of educational campaigns and materials on prevention and health promotion with emphasis on breast and cervical-uterine cancer.	#				1	1	1	3	CMPMU Report
P2.10 System for referral and counter-referral to health services operating in the area of influence	#				1	1	0	2	CMPMU Report
P2.11 Mechanism in operation for external follow-up of women in whom breast or cervical-uterine cancer is detected.	#				1	1	0	2	CMPMU Report
Component 3. Comprehensive services for violence against women prevention and care.									
P3.1 Women receiving support in case of violence against women.	#				14,400	14,400	14,400	43,200	CMMS
Disaggregation. Women survivors of violence against women who received services supporting their economic stability (employability, business promotion, remedial education, or social protection).	#			1,200	1,200	1,920	1,920	6,240	CMMS
P3.2 Referral and counter-referral systems implemented in the Ciudad Mujer areas and in operation.	#				1			1	CMPMU Report
P3.3 Women served in the Module Addressing Violence against Women with safety plans developed.	#				1,155	2,310	2,310	5,775	CMMS

Outputs	Unit of measurement	Baseline	Year 1	Year 2	Year 3	Year 4	Year 5	Final target	Means of verification
P3.4 System for monitoring protective orders granted to women served by Ciudad Mujer designed and in operation	#				1			1	CMPMU Report
P3.5 Female staff in the Module Addressing Violence against Women trained in comprehensive care and effective management of cases involving violence against women.	#					58		58	CMPMU Report
P3.6 Interagency protocol for comprehensive assistance in cases of violence against women in external entities designed and in operation (Victims of Violence Comprehensive Care Unit, Prosecutors' Offices).	#						1	1	CMPMU Report
P3.7 Persons trained by the collective education program for preventing violence targeting men and women.	#				2,400	4,800	8,800	16,000	CMMS
Component 4. Comprehensive services for young adolescent women.									
P4.1 Intervention implemented for behavioral change to prevent pregnancy in adolescents.	#				1			1	CMPMU Report
P4.2 Adolescent young women receiving services and preventive counseling in comprehensive sexual and reproductive health.	#				4,320	4,320	4,320	12,960	CMMS
P4.3 Adolescent young women receiving psychological care.	#				600	720	960	2,280	CMMS
P4.4 Female staff (service personnel) of Ciudad Mujer trained in friendly service and effective strategies for reaching adolescents.	#				8	8		16	CMPMU
P4.5 Sexually active adolescent young women receiving modern contraceptive methods.	#				4,320	4,320	4,320	12,960	CMMS
P4.6 Adolescent young women who complete vocational technical education courses.	#				5,320	15,200	15,200	35,720	CMMS
P4.7 Adolescent young women who complete remedial education courses (literacy, basic and intermediate).	#				180	520	520	1,220	CMMS

Outputs	Unit of measurement	Baseline	Year 1	Year 2	Year 3	Year 4	Year 5	Final target	Means of verification
P4.8 Adolescent young women who have completed workshops on life skills/social and emotional skills with a focus on human rights and gender rights.	#				1,500	2,000	2,000	5,500	CMMS
P4.9 Adolescent young women certified in vocational technical training courses.	#				2,400	7,600	7,600	17,600	CMMS
Component 5. Construction and equipping of the CCMs and institutional strengthening.									
P5.1 Ciudad Mujer Centers constructed.	#			1	1			2	Construction work acceptance certificates
Milestone P5.1.1 Architectural and engineering design finalized.	#		1	1				2	Construction designs approved by the IPU
Milestone P5.1.2 Construction contracts awarded.	#			1	1			2	Certificate of award
P5.2 Ciudad Mujer Centers equipped and in operation.	#				1	1		2	Auditor's acceptance report
P5.3 Registration and information system implemented.	#					1		1	CMPMU Report
P5.4 Female staff receiving onboarding training.	#				1			1	CMPMU Report
P5.5 Continuous education system for staff designed.	#				1			1	CMPMU Report
P5.6 Ciudad Mujer communication strategy implemented.	#						1	1	CMPMU Report
P5.7 Ciudad Mujer territorial strategy implemented.	#						1	1	CMPMU Report
P5.8 Service protocol in cases involving violence in the MEPES with referral system designed and implemented in the CCMs.	#			1				1	CMPMU Report
P5.9 Pedagogical methodology for the MEPES designed and implemented in the CCMs	#			1				1	CMPMU Report
P5.10 Design of a self-care program for female CCM staff.	#					1		1	CMPMU Report
P5.11 Diagnostic assessment and proposal for adapting care services to disabled, elderly, and immigrant women.	#			1				1	CMPMU Report

FIDUCIARY AGREEMENTS AND REQUIREMENTS

Country:	Dominican Republic
Project:	DR-L1080 – Ciudad Mujer
Executing agency:	Gabinete de Coordinación de Políticas Sociales [Social Policy Coordination Office] (GCPS)
Fiduciary team:	Willy Bendix (VPC/FMP), Denise Salabie (VPC/FMP), and Yonaida Encarnación (CID/CDR)

I. EXECUTIVE SUMMARY

- 1.1 Using the Institutional Capacity Assessment System (ICAS), an institutional capacity assessment was carried out in March 2017 for the executing agency, the Social Policy Coordination Unit (GCPS), which will be the executing agency for the Ciudad Mujer Program. Based on the results, both from the assessment as well as its ample experience in managing projects with external financing, the conclusion is that the GCPS generally presents adequate fiduciary capacity and a low fiduciary risk for execution of the operation.
- 1.2 In executing the program, the executing agency will rely on use of the country's fiduciary subsystems. With regard to the status of the finance management systems of the Dominican Republic and in accordance with the findings in the Public Expenditure and Financial Accountability (PEFA) report on the Dominican Republic (October 2016), the country's public finance management system is partially aligned with good international practices.
- 1.3 In February 2016, the update of the diagnosis assessment of the Dominican Republic's public procurement system was concluded using the methodology of the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD/DAC). The assessment identified improvements to the regulatory framework to make it more inclusive, to the institutional framework, management capacity, and the information systems; a changed view of market practices; and important efforts to promote access to information and eliminate entry barriers to the government procurement market. As for the integrity and transparency pillar and in particular the application of resolutions and penalties and the follow-up of findings and recommendations on the control framework, the report identifies opportunities for future strengthening.
- 1.4 The proposed operation corresponds to an investment loan from the Bank in the amount of US\$20 million, with no financing anticipated from other multilateral organizations.

II. THE EXECUTING AGENCY'S FIDUCIARY CONTEXT

- 2.1 The entity responsible for the integrated execution of the program is the GCPS, through the Ciudad Mujer Program Management Unit (CMPMU), to be created,

and the Technical Unit for Projects (UTP). The CMPMU will be responsible for the institutional and technical cooperation of the operation. The UTP, which will be responsible for the fiduciary management of the project, has fiduciary staff with experience in the execution of four projects financed by the Bank since 2009 as well as other multilateral organizations (amounting to more than US\$600 million). The organizational structure of the GCPS also includes an Infrastructure Projects Unit (IPU) responsible for the direction and supervision of infrastructure works.

- 2.2 The project will use the country's financial management systems, specifically the treasury, budget, and accounting and reports subsystems. As for the country systems for procurement, in November 2016 the Bank's Board of Executive Directors approved, through document GN-2538-19, the partial use¹ of the Dominican Republic's national procurement system, specifically for: (a) all nonconsulting contracts for goods and services subject to use of the small purchases subsystem, or shopping as provided by the Dominican Republic's National Procurement and Contracting System (SNCC-RD), for an amount below the threshold established by the Bank for use of the shopping method for complex goods and/or services (US\$50,000); and (b) all civil works contracts, subject to use of the shopping subsystem as provided in the SNCC-RD, for an amount below the threshold established by the Bank for use of the shopping method for complex civil works projects (US\$250,000), in operations financed by the Bank that are negotiated subsequent to said approval, as well as for projects in execution when requested by the Dominican government.

III. FIDUCIARY RISK EVALUATION AND MITIGATION ACTIONS

- 3.1 In general, the institutional capacity of the GCPS as an executing agency (according to the ICAS assessment) is satisfactory and the fiduciary risk is low. However, there is the following medium level risk:

Fiduciary Risk	Mitigation Actions
Delays in financial management (e.g., payments, report preparation, and procurement).	Strengthening plan: Strengthen the PTU by contracting fiduciary staff (procurement analyst, financial analyst) assigned to the project. Period: During the first quarter of project execution. Responsible party: PTU.

IV. CONSIDERATIONS FOR THE SPECIAL CONDITIONS OF CONTRACTS

- 4.1 Those agreements and requirements that should be considered in the operation are indicated below:

¹ As provided in the guide, partial use of a country's procurement system corresponds to use of at least one of the subsystems for goods and services contracts for less than the threshold established by the Bank for use of international competitive bidding (ICB). Contracts for amounts exceeding those mentioned will be governed by the provisions established in the Policies for the procurement of works and goods financed by the IDB (document GN-2340-9) and Policies for the selection and contracting of consultants financed by the IDB (document GN-2350-9).

- a. **Exchange rate agreed to by the executing agency for accounting.** For purposes of determining the equivalence of expenditures incurred in local currency and charged to the local contribution or reimbursement of expenditures charged to the loan, the exchange rate agreed upon will be the exchange rate on the effective date on which the borrower, the executing agency, or any other individual or legal entity authorized to incur expenditures makes the respective payments in favor of the contractor, provider, or beneficiary.
- b. **Financial statements and other audited reports.** During execution of the program, the executing agency will submit:
 - i. Annually, the audited financial statements of the program, no later than 120 days after the close of each fiscal year.
 - ii. As of the first half of each year, an unaudited financial execution report within 60 days after the close of the six-month period.
 - iii. At the close of the project, the final audited financial statements for the program, no later than 120 days after the date of the last disbursement.

V. AGREEMENTS AND REQUIREMENTS FOR PROCUREMENT EXECUTION

A. Procurement execution

- 5.1 Procurements will be carried out in accordance with the policies set forth in documents GN-2349-9 and GN-2350-9 and executed by the GCPS, through the Technical Directorate, with the support of the UTP. The latter will be responsible for carrying out selection, tendering, contracting, supervision and receipt processes for program procurements.
 - a. **Procurement of works, goods and nonconsulting services.**² Procurement processes subject to international competitive bidding (ICB) will use the standard bidding documents issued by the Bank. Procurement processes subject to national competitive bidding (NCB) will use the national bidding documents agreed upon with the Bank (or satisfactory to the Bank). As for the Bank, review/approval of the technical specifications is the responsibility of the project's sector specialist/team leader.
 - b. **Selection and contracting of consultants.** Regardless of the amount of the contract, consulting services contracts will be procured using the Standard Request for Proposals issued by the Bank. As for the Bank, the review/approval of terms of reference for the contracting of services is the responsibility of the project's sector specialist.
 - c. **Selection of individual consultants.** Contracting will be based on a comparison of least three candidates' qualifications to perform the work. As indicated by the situation, notices will be published in the local or international press or with the United Nations Development Programme (UNDP) to obtain

² Policies for the procurement of goods and works financed by the IDB (document GN-2349-9): paragraph 1.1. Nonconsulting services are treated like goods.

background on qualified consultants. As for the Bank, the review/approval of terms of reference for contracting services is the responsibility of the project's sector specialist. Consultants contracted to assist the GCPS during the operation's period of execution may be contracted directly, given the continuation of services provided in operations 2623/OC-DR, 2733/OC-DR, and 2972/OC-DR.

- d. **Recurrent expenditures.** These are operational and maintenance expenses required for operations during execution of the project, which could be financed by the project under the procurement plan and following the procedures agreed to with the Bank. However, the loan will not cover operating and maintenance expenses once the Dominican government makes them sustainable through the national budget assigned to the GCPS each year for the Ciudad Mujer Program, in addition to the contribution from each participating institution, according to the commitment assumed in the interagency agreement. Operating costs do not include salaries of government employees, nor other ordinary operating expenses of the GCPS that should be prioritized for the program as part of the entity's institutional budget.
- e. **Advance procurement/retroactive financing.** The Bank may provide up to US\$4 million (20% of the total loan amount) in retroactive financing, chargeable to the loan, for eligible expenditures incurred by the executing agency prior to approval of the loan, provided that procedures substantially similar to those established in the loan contract have been followed and that the expenditures have been incurred on or after 20 December 2016 (project profile approval date). In no case will this include expenditures incurred more than 18 months prior to the loan approval date. Retroactive financing may include expenditures for the engineering designs of the CCMs contracted in 2017.
- f. **Procurement planning.** The UTP will publish the procurement plan in the procurement plans execution system and update it at least annually or as required to reflect real project execution needs and progress made.
- g. **National preference.** For the execution of this operation, the inclusion of national preference will not be considered in the planned goods procurement processes.

B. Threshold amounts

- 5.2 The thresholds that determine the use of international competitive bidding and the integration of the shortlist of international consultants will be made available to the executing agency, on the site www.iadb.org/procurement. The selection method will be determined according to the complexity and characteristics of the procurement or contract, which should be reflected in the procurement plan approved by the Bank.

C. Main procurements

- 5.3 The GCPS will be responsible for preparation of the procurement plan. The procurement specialist will provide assistance to ensure that the procedures are appropriate according to the Bank's procurement policies by issuing the mandatory opinion for the consideration of the project's team leader. The main procurements expected for this operation are listed below:

Activity	Type of procurement	Estimated date	Estimated amount (US\$000)
Works			
Construction of CCM	ICB	3Q 2018	12,000
Goods			
Equipping of CCM	ICB	1Q 2019	2,000
Consulting (firms)			
Architectural Designs for CCM	ICB	1Q 2018	400

D. Procurement supervision

- 5.4 According to the level of fiduciary risk identified for the project, the method of supervision will be ex post, and such reviews will be carried out in accordance with the annual supervision plan. The ex post review reports will include at least one physical inspection visit for the procurement processes subject to that review. The thresholds for ex post review of procurement processes will be those established in the procurement plan.

E. Records and files

- 5.5 The UTP will be responsible for maintaining the files and supporting documentation on the procurement processes and all vouchers of payments made using project funds, as well as for doing so according to established procedures.

VI. FINANCIAL MANAGEMENT

- 6.1 **Programming and budget.** The annual budget is prepared by the Ministry of Finance through the General Budget Directorate, in coordination with the Ministry of the Economy, Planning, and Development, as well as other entities of the Dominican government associated with the process. The UTP will be responsible for handling project planning and budget, and planning tools will be used, including those of the Bank.
- 6.2 **Accounting and financial reporting systems.** The GCPS will use the official accounting and budget control system, Executing Units for Projects with External Financing/Integrated Financial Management System (UEPEX/SIGEF). Accounting entries are made on a cash basis, for the moment.
- 6.3 **Disbursements and cash flow.** The disbursements method to be used for the program will primarily be the advance of funds, based on financial planning of up to six months. Subsequent advances may be disbursed once 80% of the balance pending documentation has been submitted and accepted by the Bank.

Disbursements will be deposited in special bank accounts in the name of the project, to be opened by the borrower at the Central Bank and in the National Treasury.

- 6.4 **Internal control and audit.** The government's internal audit function is the responsibility of the Office of the General Comptroller of the Dominican Republic (CGRD). In carrying out this function, the Comptroller's Office is assisted by internal audit units in each agency of the Dominican civil service.
- 6.5 **External control.** The project will have to engage the services of independent audit firms for the external financial audits of the program. External audits will be conducted based on the terms of reference previously agreed upon with the Bank.
- 6.6 **Financial supervision plan.** Financial supervision will be carried out through inspection visits, ex post reviews, with ongoing dialogue and communication, as well as through externally contracted auditors. The risks of the operation should be monitored constantly, particularly during the first year of execution.
- 6.7 **Execution mechanism.** The executing agency for the operation is the GCPS through the Technical Directorate with support from the UTP. The executing agency will be the GCPS through the Technical Directorate, which will create a CMPMU that will be responsible for the institutional and technical coordination of the operation. Fiduciary responsibility for management of the program will fall to the UTP with the support of the Infrastructure Projects Unit (UPI). From the fiduciary perspective for operation, the general coordinator of the UTP is the person who maintains communication with the Bank for all activities related to the loan; reviews and approves financial and administrative reports and documents; and approves disbursement requests.

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-___/18

Dominican Republic. Loan ____/OC-DR to the Dominican Republic
Ciudad Mujer

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 Dominican Republic, as Borrower, for the purpose of granting it a financing to cooperate in the execution of the Program "Ciudad Mujer". Such financing will be for the amount of up to US\$ US\$20,000,000 from the resources of the Bank's Ordinary Capital, and will be subject to the Financial Terms and Conditions and the Special Contractual Conditions of the Project Summary of the Loan Proposal.

(Adopted on __ ____ 2018)