

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

## **URUGUAY**

### **GENDER EQUALITY AND WOMEN'S EMPOWERMENT PROGRAM (ProWOMEN)**

**(UR-L1178, UR-J0002)**

#### **LOAN PROPOSAL AND NONREIMBURSABLE FINANCING**

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## ABBREVIATIONS

ANEP	Administración Nacional de Educación Pública [National Public Education Administration]
CAM	Centro de Atención de Montevideo [Montevideo Support Center]
CGN	Contaduría General de la Nación [General Auditor's Office of the Nation]
ENPVBBG	Encuesta Nacional de Prevalencia sobre Violencia basada en Género y Generaciones [National Survey on Prevalence of Gender-based and Generational Violence]
GBVRS	Gender-based Violence Response System
GRF	IDB Grant Facility
INE	Instituto Nacional de Estadística [National Institute of Statistics]
Inmujeres	Instituto Nacional de las Mujeres [National Women's Institute]
LBT	Lesbian, bisexual, and transgender
MIDES	Ministry of Social Development
OVBG	Observatorio de la Violencia Basada en Género hacia las Mujeres [Observatory on gender-based violence against women]
PEU	Program execution unit
ProWomen	Gender Equality and Women's Empowerment Program
TCR	Tribunal de Cuentas de la República [Court of Auditors of the Republic]

**PROGRAM SUMMARY**  
**URUGUAY**  
**GENDER EQUALITY AND WOMEN'S EMPOWERMENT PROGRAM (ProWOMEN)**  
**(UR-L1178, UR-J0002)**

Financial Terms and Conditions				
Borrower/beneficiary of the IDB Grant Facility (GRF):			Flexible Financing Facility <sup>(b)</sup>	Nonreimbursable financing (GRF)
Eastern Republic of Uruguay		Amortization period:	25 years	N/A
Executing agency:		Disbursement period:	3.5 years	
The borrower via the Ministry of Social Development, through the National Women's Institute (Inmujeres)		Grace period:	5.5 years <sup>(c)</sup>	N/A
Source	Amount (US\$)	Interest rate:	LIBOR-based <sup>(d)</sup>	N/A
IDB (Ordinary Capital):	4.1 million	Credit fee:	<sup>(e)</sup>	N/A
IDB (GRF): <sup>(a)</sup>	1 million	Inspection and supervision fee:	<sup>(e)</sup>	N/A
Total:	5.1 million	Weighted average life:	15.25 years	N/A
		Approval currency:	U.S. dollar	
Program at a Glance				
<b>Program objective/description:</b> The general objective of the program is to support the Government of Uruguay in promoting lives free of gender-based violence against women to help achieve gender equality in the country. The specific objectives are to: (i) increase the capacity of the gender-based violence response system for adult women, including migrants and women being trafficked; (ii) promote gender equality and the prevention of gender-based violence among Uruguayan and migrant youth by strengthening the work of Inmujeres in the area of education; and (iii) promote the use of information on gender-based violence relating to migrants and diverse population groups by improving both the quality and quantity of data.				
<b>Special contractual conditions precedent to the first disbursement of the financing:</b> The borrower/beneficiary, through the executing agency, has presented evidence of the following to the Bank: (i) approval and entry into force of the program Operating Regulations ( <a href="#">optional link 7</a> ) under the terms previously agreed with the Bank; (ii) formation of a program execution unit within Inmujeres; and (iii) hiring or appointment, as appropriate, of a coordinator, a procurement and financial management analyst, and a monitoring and evaluation specialist, and assignment of Inmujeres personnel to the program execution team (paragraph 3.4).				
<b>Special contractual conditions for execution:</b> (a) prior to initiating the first bidding process for activity (i) of Component 1, the borrower/beneficiary, through the executing agency, agrees to submit evidence to the Bank of legal possession and the necessary rights to use, remodel, and expand the building where the Montevideo Support Center is located; and (b) prior to starting activity (iii) of Component 3, the borrower/beneficiary, through the executing agency, agrees to submit evidence to the Bank of signature and entry into force of an interagency agreement between the executing agency, the Ministry of the Interior, and the National Institute of Statistics for the planning, design, implementation, and incorporation of the third National Survey on Prevalence of Gender-based and Generational Violence (paragraph 3.5).				
<b>Exceptions to Bank policies:</b> Waiver of eligibility criterion set out in paragraph 4.5(i) of document AB-3199 (IDB Grant Facility: Support to Countries with Large and Sudden Intraregional Migration Inflows) and in Section II.A of its Operational Guidelines (document GN-2947-6), in order to make the city of Montevideo eligible as a subnational level (paragraph 2.5).				
Strategic Alignment				
Challenges: <sup>(f)</sup>	SI <input checked="" type="checkbox"/>	PI <input type="checkbox"/>	EI <input type="checkbox"/>	
Crosscutting themes: <sup>(g)</sup>	GE <input checked="" type="checkbox"/> and DI <input checked="" type="checkbox"/>	CC <input checked="" type="checkbox"/> and ES <input type="checkbox"/>	IC <input type="checkbox"/>	

- <sup>(a)</sup> Nonreimbursable financing. The GRF is the IDB Grant Facility: Support to Countries with Large and Sudden Intraregional Migration Inflows. According to document GN-2947-6, the financing structure of the IDB for this operation includes a combination of a maximum of 20% nonreimbursable (GRF) and 80% reimbursable (Ordinary Capital) resources. The GRF resources will be disbursed simultaneously with and in proportion to the Ordinary Capital loan proceeds.
- <sup>(b)</sup> 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, interest rate, commodity, and catastrophe protection conversions. The Bank will take operational and risk management considerations into account when reviewing such requests.
- <sup>(c)</sup> 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.
- <sup>(d)</sup> In keeping with document FN-729 (Strategy and Operational Readiness for the Execution of the LIBOR Transition for the IDB Balance Sheet) and document CF-257-1 (Base Rate Replacement for Sovereign Guaranteed LIBOR-based Loans), this loan will be subject to the SOFR-based interest rate,

upon notification to the borrower by the Bank or at the borrower's request, pursuant to the provisions of the loan contract.

- (e) The credit fee and 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.

- (f) SI (Social Inclusion and Equality); PI (Productivity and Innovation); and EI (Economic Integration).

- (g) GE (Gender Equality) and DI (Diversity); CC (Climate Change) and ES (Environmental Sustainability); and IC (Institutional Capacity and Rule of Law).

## I. DESCRIPTION AND RESULTS MONITORING

### A. Background, problem addressed, and rationale

- 1.1 **Gender-based violence is violence against a person based on their sex or gender identity.** It is deeply rooted in discriminatory laws, norms, and cultural attitudes that erode opportunities for women, adolescents, and girls [1].<sup>1</sup> Risk factors include a lack of education and economic opportunities. Moreover, when gender intersects with other identities (sexual orientation and gender identity, race, migration status, and disabilities) unique instances of violence may occur that are exacerbated by the intersectionality of gender and diversity [2]. For migrant women, gender-based violence in their country of origin may be a factor impacting their decisions to migrate. Yet these situations may continue or worsen during migration and/or in their final destination [3].
- 1.2 **Human sex trafficking is another severe form of gender-based violence** [4] associated with a lack of economic opportunities, a violent environment, and organized crime. Traffickers exploit the desire to migrate domestically or internationally in search of a better life [5].
- 1.3 **Gender-based violence has economic costs for individuals, communities, and societies.** Victims suffer a loss of productivity and employment and incur greater expenses for healthcare, social services, and legal services. That cost can have an impact at the macro level due to the burden on healthcare services and justice systems [6]. Estimates of the cost of intimate partner/former partner violence in Latin America fluctuate between 1.6% of gross domestic product in Nicaragua, 2.0% in Chile, and 2.2% in Peru [7-8].
- 1.4 **In Uruguay, 77% of women over 15 reported having been victims of some form of gender-based violence during their lifetime** (approximately 1.1 million women) (Table 1). This prevalence represents an increase of four percentage points over 2013.

**Table 1. Percentage of women ages 15 or older reporting gender-based violence during their lifetime, by population group<sup>2</sup>**

National average	77%
Afro-descendants	86%
Migrants	81%
Lesbian, bisexual, and transgender (LBT)	92.5%
Ages 15 to 18	81%

Source: general report of results from the Second National Survey on Prevalence of Gender-based and Generational Violence (ENPVBGG) (Ministry of Social Development (MIDES), 2021).

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<sup>1</sup> References are available at [optional link 4](#).

<sup>2</sup> Afro-descendants make up 7.6% of Uruguay's population, 7.3% of which are between 15 and 19 years of age (National Institute of Statistics (INE), 2020 Statistical Yearbook), whereas migrants account for 2.7% of the population (INE, 2019). Data on the LBT population are not available; figures for the region range from 2% to 7%.

- 1.5 **Certain diverse groups of women are more vulnerable to gender-based violence.** The prevalence of gender-based violence during their lifetime is greater for Afro-descendant women, migrants, and youth. Nearly all LBT women report having experienced some form of gender-based violence (Table 1).
- 1.6 **Intimate partner/former partner violence is the most prevalent form of gender-based violence.** Forty-seven percent of women 15 years of age or older reported having suffered intimate partner/former partner violence during their lifetime. The most reported form of intimate partner/former partner violence is psychological (44.6%), followed by economic (22.8%), and physical violence (19.9%) (Table 2). Of the women experiencing intimate partner/former partner violence, 27% required medical attention and 24% were hospitalized, 20% reported having attempted suicide, and 56% expressed depression and anxiety.

**Table 2. Percentage of women 15 years of age or older reporting intimate partner/former partner violence**

Description	During their lifetime	Last 12 months
<b>National average</b>	47.0%	19.5%
<b>Type of violence</b>		
<b>Psychological</b>	44.6%	18.4%
<b>Economic</b>	22.8%	4.4%
<b>Physical</b>	19.9%	3.0%
<b>Sexual</b>	10.7%	2.2%
<b>Population group</b>		
<b>Afro-descendants</b>	60.5%	25.8%
<b>Migrants</b>	47.9%	22.9%
<b>Ages 15 to 18</b>	44.3%	19.4%

Source: second ENPVBGG report (MIDES, 2021).

- 1.7 Intimate partner/former partner violence disproportionately affects Afro-descendant and migrant women (Table 2). Intimate partner/former partner violence also disproportionately affects women with disabilities (55.4%) (Scavino, 2020). The metropolitan area and Montevideo have the highest prevalence of intimate partner/former partner violence (56.7% and 50.4%, respectively).
- 1.8 Cases of intimate partner/former partner violence reported in the last 12 months account for nearly 20% of adult women and young women, 25.8% of Afro-descendant women, and 22.9% of migrant women (Table 2).
- 1.9 Various factors heighten the risk of being a victim of intimate partner/former partner violence: exposure to child abuse, having witnessed family violence, or attitudes accepting violence [9]. According to the second ENPVBGG, 37% of women reported having experienced violence as a child, which was most often reported by LBT (67%), Afro-descendant (53.8%), and migrant women (45%).



- 1.10 One of every three women who experienced intimate partner/former partner violence in the last 12 months did not tell anyone about it or ask for help. In all, 60.8% of them said this was because they thought “it was nothing,” i.e., something they have come to expect or believe cannot be changed.
- 1.11 **It is difficult to quantify the number of women being trafficked because of the clandestine nature of this crime.** Available data only reflect those who manage to escape and are identified by the authorities. In 2018, 3,421 trafficking victims were reported in South America, 74% of whom were women and girls [\[10\]](#). Between 2014 and 2018, a total of 402<sup>3</sup> women were reported as being trafficked in Uruguay. The victims identified in 2018 by the Public Prosecutor’s Office were Uruguayan citizens or residents, the majority of them minors. This aligns with the regional trend of trafficking as an increasingly domestic phenomenon.<sup>4</sup> However, cases involving adult women tend to remain off the official record books. Moreover, the rapid issuance of Uruguayan identification cards to immigrants may conceal their immigration status in the records. The United Nations suggests that the COVID-19 crisis is worsening the human trafficking situation [\[11\]](#).
- 1.12 **Migration.** Since 2016, Uruguay, like other neighboring countries, has faced large and sudden migration inflows, aggravated by the political, economic, and social situation in Venezuela. According to data from the National Institute of Statistics (INE), in 2019 there were a total of 94,196 foreign-born persons living in Uruguay, or 2.7% of the total population. Of that number, 63% (approximately 59,000 people) live in the city of Montevideo (hereinafter “Montevideo”), which is equivalent to 4.3% of the resident population. In terms of flows, between 2016 and 2019 a total of 21,673 immigrants came to Montevideo, increasing the number relative to the city’s total population to 1.57% ([optional link 3](#)).
- 1.13 **Gender considerations in the context of migration.** Data from the Continuous Household Survey show that of the 59,275 foreign-born persons who have come to Montevideo since before 2011, 52% are women ([optional link 3](#)). Migrant women tend to have a higher prevalence of gender-based violence than Uruguayan women (Table 1). They are also the primary trafficking victims seeking the services of the National Women’s Institute (Inmujeres) but are not reflected in Public Prosecutor’s Office records (see paragraph 1.11). Of the 138 adult women served in 2020, 87% were assisted in Montevideo, of which 40.5% were Uruguayan and 59.5% were other nationalities.
- 1.14 **The role of Inmujeres in combating gender-based violence.** Inmujeres, which forms part of MIDES, is the lead agency for public policy to promote a life free from violence for women and is responsible for monitoring the law on gender-based violence ([Law 19,580](#)), the [Plans for a Violence-Free Life](#), and the Observatory on Gender-based Violence against Women (OVBG).<sup>5</sup>

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<sup>3</sup> [United Nations Office on Drugs and Crime, 2020 Country Profile South America.](#)

<sup>4</sup> Idem United Nations Office on Drugs and Crime, 2020.

<sup>5</sup> The OVBG fulfills the objective of Law 19,580 to produce, incorporate, and disseminate information on gender-based violence and related public policies.

- 1.15 **Inmujeres' Gender-based Violence Response System (GBVRS) provides services nationwide to adult women**, particularly those experiencing intimate partner/former partner violence and victims of sex trafficking. The GBVRS is part of an interagency response system for gender-based violence established by Law 19,580.
- 1.16 The services provided by the Inmujeres GBVRS include: (i) psychosocial and legal support at 33 centers in Uruguay; (ii) free national hotline and telephone counseling; and (iii) temporary shelter through an Intake Portal. These services are administered by Inmujeres but are provided by nongovernmental organizations contracted via a bidding process. Since 2013, services are also provided to men who have committed intimate partner/former partner violence and have accessed the GBVRS, either through the ankle bracelet program of the Ministry of the Interior<sup>6</sup> or voluntarily.
- 1.17 At the national level, in 2020 a total of 4,992 women accessed Inmujeres support centers, 3,743 of them for the first time (25% in the ankle bracelet program). The centers also responded to 25,158 inquiries<sup>7</sup> and assisted 138 trafficking survivors and 1,170 male aggressors [\[12\]](#).
- 1.18 **The GBVRS provides support services to women being trafficked.** Inmujeres is looking to grow its trafficking support coverage. To that end, it plans to expand services to Tacuarembó and Paysandú in 2022, in addition to the existing services in Montevideo and Cerro Largo. That expansion is a big step towards achieving nationwide coverage of these services.
- 1.19 **The demand for GBVRS services has increased significantly since 2013,<sup>8</sup> resulting in an inadequate response capacity.** Assistance with cases in the courts, mainly through the ankle bracelet program, and expansion outside the capital, have increased the demand for GBVRS services.<sup>9</sup> Between 2018 and 2019, there was a 33.6% increase in the number of women accessing services. However, there is much higher potential demand considering that in 2019 a total of 40,312 reports of intimate partner/former partner violence were recorded, according to the Ministry of the Interior.
- 1.20 Inmujeres has been unable to cover this demand, resulting in an application backlog. All told, 40% of women referred from the ankle bracelet program in 2020 were not given initial appointments. The high demand for services has intensified as a result of COVID-19. Requests for assistance increased by 80% and the number of inquiries rose 43% from 2019 [\[13\]](#). The hotline and referral services for temporary shelter via the Intake Portal still have limited hours of operation (they are not open 24/7, as would be considered good practice). The GBVRS serves a

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<sup>6</sup> The ankle bracelet program permits verification of compliance with restraining orders to keep aggressors away from victims. Inmujeres is the agency responsible for providing psychosocial support services to the couples, as required by court order (Office of Planning and Budget, 2018).

<sup>7</sup> Due to the pandemic, 36% of inquiries were via phone in 2020.

<sup>8</sup> Year the ankle bracelet program was launched.

<sup>9</sup> The number of ankle bracelet program referrals has risen from 801 in 2018 to 1,914 in 2020, which is an increase of 139% in the demand for services through this channel alone.

diverse group of women, and an employee handbook is available to ensure standardized services. That handbook and application of the guidelines should be reinforced, particularly for adapting services to LBT women and persons with disabilities.

- 1.21 Of the GBVRS centers, the Montevideo Support Center (CAM) has the highest demand. In 2020, a total of 13% of beneficiaries nationwide were served there. However, that center is only 420 m<sup>2</sup> with five consulting rooms, and the use of those rooms was limited during the pandemic because not all had natural ventilation. Moreover, only a portion of the building was remodeled in 2017, while the majority is significantly deteriorated and needs improvements to increase its usefulness and ensure universal access for persons with disabilities. The building also has additional space that would permit expansion of the center.
- 1.22 **Inmujeres has focused on serving cases of gender-based violence, with fewer resources allocated to prevention.** One exception is its work with youth to help break the cycle of intergenerational transmission of intimate partner/former partner violence. The work of Inmujeres with this population, by legal mandate, is geared toward prevention, particularly through education. Evidence shows the effectiveness of prevention interventions involving teachers and groups of youth in schools [15]. Along these lines, Inmujeres coordinates with the Gender Network of the National Public Education Administration (ANEP) and its Central Board (CODICEN) to implement annual plans to promote gender equality and prevent gender-based violence among youth. Those activities include: (i) the Violence-Free Relationships Campaign; (ii) the Equality Training Program for teachers; and (iii) the strengthening and regulation of policies on gender equality and gender-based violence for the education sector.
- 1.23 The campaign is estimated to directly reach approximately 13,000 young people each year but does not yet cover the entire country. It reached 100,000 people in 2020 via digital media, but just for one day that year, which is not enough to foster dialogue on gender-based violence among youth on social media. The Training Program has held 20 courses since 2016, training 4,000 teachers. However, just 40% of the 10,980 participants preregistered voluntarily.<sup>10</sup> Only 46% passed the courses because most did not complete them. The results of the campaign have not been evaluated. Consequently, it is unknown whether the participating youth learned the manifestations of intimate partner/former partner violence and know where to go for help. A qualitative assessment of the Training Program suggests the importance of having tutors involved in the training process to increase the number of participants who successfully complete the courses and to enhance integration of the course material into curricula. Furthermore, courses need to be developed on priority topics, such as migrants and youth from diverse groups.
- 1.24 Law 19,560 sets public policy guidelines with the objective of incorporating a crosscutting gender and gender-based violence perspective in education policies. This policy has not yet been implemented due to the lack of regulations on the

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<sup>10</sup> This is a fraction of the potential beneficiaries, which includes teachers who have not yet participated out of the 52,387 working at public schools ([Teacher Census 2018 \(anep.edu.uy\)](https://anep.edu.uy)).

crosscutting guidelines for education policies and the corresponding curriculum revisions.

- 1.25 **Technical and resource limitations inhibit monitoring of gender-based violence policies.** The OVGB has limited technical and information technology capabilities to effectively monitor the Plan for a Violence-free Life 2020-2024, and to manage the third ENPVBGG to be conducted in 2024. For example, there are no systematic data on services disaggregated by diverse groups of women. Data are still recorded by hand by the specialists working with the women and information is often incomplete. MIDES' central information system (known as SMART) does not have specific fields to record variables that allow for precise reporting of which individuals benefit from the different services. These limitations make it difficult to use the data to shape public policy on gender-based violence. Moreover, the transfer of the OVGB to the authority of Inmujeres in 2021 entails a significant effort and strengthening of its technical capacity to fulfill this new role.
- 1.26 **Gender Equality and Women's Empowerment Program (ProWomen).** ProWomen, which is a priority for the Government of Uruguay, will strengthen the country's commitment to gender equality policies by promoting lives free from gender-based violence. The activities aim to address the problems described above by: (i) increasing the response capacity of Inmujeres' services for adult women, including migrants and women being trafficked; (ii) strengthening the work done by Inmujeres in education to promote gender equality and prevent gender-based violence among Uruguayan and migrant youth; and (iii) improving the quality and quantity of available information on gender-based violence among migrants and diverse population groups.
- 1.27 **Complementarity with other Bank operations.** The Comprehensive Citizen Security Program (loan 3785/OC-UR)<sup>11</sup> has financed the leasing of 1,000 ankle bracelets to distance aggressors from victims in cases of intimate partner/former partner violence. This program is also supporting the National Gender Policy Bureau of the Ministry of the Interior in designing and deploying an intervention to change social norms surrounding gender-based violence in the Marconi-Casavalle community. In addition, the technical cooperation operation Leveraging Technology to Strengthen Prevention and Treatment of Violence against Women (ATN/OC-18363-RG)<sup>12</sup> aims to raise the awareness of judges regarding gender/gender-based violence issues to improve services and the processing of these cases by the judicial branch, and to develop a protocol with clear and standardized guidelines for placement and removal of ankle bracelets. The Bank operation in the pipeline to support the socio-urban integration of the migrant population will be aimed at inclusion of migrant women in Montevideo, ensuring their access to housing and prioritizing property titling for women heads of household. Lastly, a technical cooperation operation is being prepared to provide operational support for this program, which will help strengthen the Inmujeres registration system, monitoring and evaluation of the GBVRS and gender-based

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<sup>11</sup> Approved in November 2016 for US\$8 million.

<sup>12</sup> Approved in November 2020 for US\$600,000.

violence prevention activities for youth, and institutional capacity-building for adapting services to women.

- 1.28 **Lessons learned.** The design of the program incorporated lessons learned from the operations in execution mentioned above, as well as from other programs implemented in the region [14], including the importance of: (i) offering psychosocial services to women victims and to male aggressors with restraining orders (in the ankle bracelet program), promoting close coordination between Inmujeres and the Ministry of the Interior ([loan 3398/OC-UR](#))<sup>13</sup> (Component 1); and (ii) working on prevention of gender-based violence with women and men starting in adolescence ([loan 2526/OC-CR](#) and [loan 4871/OC-CR](#)) (Component 2). The following lessons were taken into consideration for Component 3: (i) strengthen the quality of statistics on gender-based violence to guide prevention and response actions; (ii) have reliable measures of the prevalence of violence so as to target support and prevention services ([loan 3369/BL-GY](#)). This is especially important in the case of human trafficking where information is scarce ([operation ATN/OC-16171-UR](#));<sup>14</sup> and (iii) partner with national statistics agencies to collect data on gender-based violence so as to reinforce the adoption and sustainability over time of these measurement efforts ([loan 2770/OC-UR](#)).<sup>15</sup>
- 1.29 **Rationale.** Many of the proposed activities are based on empirical evidence related to attainment of a life free from violence for women, particularly evidence that supports the following lessons: (i) psychosocial services for women survivors of intimate partner/former partner violence are critical to increasing safe conduct and reducing the likelihood of revictimization; (ii) prompt treatment in cases of intimate partner/former partner violence helps reduce violence and contributes to the psychological well-being of the women; (iii) interventions to prevent gender-based violence through education aimed at girls, boys, and adolescents can reduce the harm caused over their lifetime and halt the potential effects of intergenerational transmission of violence; and (iv) quality statistics on the prevalence of intimate partner/former partner violence are key to targeting efforts to address and prevent violence ([optional link 6](#)).
- 1.30 **Strategic alignment of the program.** The operation is consistent with the second Update to the Institutional Strategy of the Bank ([document AB-3190-2](#)), and it is strategically aligned with the development challenge of Social Inclusion and Equality in that it seeks to address inequalities perpetuated by gender-based violence. The program is also aligned with the crosscutting areas of: (i) Institutional Capacity and Rule of Law because it expands and improves services, as well as strengthens Inmujeres' information management;<sup>16</sup> (ii) Gender Equality, given that its main objective centers on gender equality and gender-based violence; (iii) Diversity, by addressing the intersectionality of gender and diversity for women

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<sup>13</sup> Approved in December 2014 for US\$15 million.

<sup>14</sup> Approved in June 2017 for US\$120,000.

<sup>15</sup> Approved in September 2012 for US\$5 million.

<sup>16</sup> This alignment is supported by indicators 1 to 6 of specific development objective 1 and activities (i) to (vii) of Component 1 (paragraph 1.34), and by indicators 1 to 3 of specific development objective 3 and activities (i) to (iv) of Component 3 (paragraph 1.36).

with disabilities, LBT women, and Afro-descendant women; and (iv) Climate Change and Environmental Sustainability. According to the [joint methodology of the multilateral development banks](#), an estimated 16.8% of the Inter-American Development Bank (IDB) resources are invested in mitigation by including measures equivalent to obtaining EDGE certification (minimum 20% reduction in energy and water consumption and reduction of energy embodied in materials) in the CAM renovation work. Those resources contribute to the IDB Group target of increasing financing for climate-related projects to 30% of approvals each year. The program will also contribute to the Corporate Results Framework 2020-2023 ([document GN-2727-12](#)) by supporting migrants and their host communities (indicator 2.6) and gender equality (indicator 3.7).

- 1.31 The program is aligned with the IDB Group Country Strategy with Uruguay 2021-2025 ([document GN-3056](#)) under the first pillar of management of public resources for gender-based violence and under the third pillar of equity and social inclusion for immigrant populations. It is also consistent with the Gender and Diversity Sector Framework Document ([document GN-2800-8](#)) and Citizen Security and Justice Sector Framework Document ([document GN-2771-7](#)) by supporting the prevention and treatment of violence against women. The operation is aligned with the Update to the Gender Action Plan for Operations 2020-2021 (document GN-2531-19) as it directly invests in gender equality, with the Diversity Action Plan for Operations 2019-2021 (document GN-2531-17) by addressing the specific needs of diverse groups of women, and with the Strategy on Social Policy for Equity and Productivity (document GN-2588-4) in the areas of greater equity and support for vulnerable populations. The program is also aligned with the objectives of the migration facility (documents GN-2947-1 and AB-3199) and is included in the Update of the Annex III of the 2021 Operational Program Report (document GN-3034-2).

## **B. Objectives, components, and cost**

- 1.32 **Objectives.** The general objective of the program is to support the Government of Uruguay in promoting lives free of gender-based violence against women to help achieve gender equality in the country. The specific objectives are to: (i) increase the response capacity of the GBVRS for adult women, including migrants and women being trafficked; (ii) promote gender equality and the prevention of gender-based violence among Uruguayan and migrant youth by strengthening the work of Inmujeres in the area of education; and (iii) promote the use of information on gender-based violence relating to migrants and diverse population groups by improving both the quality and quantity of data.
- 1.33 As stated in paragraphs 2.4 and 2.6, the activities under this program to be financed with resources from the IDB Grant Facility: Support to Countries with Large and Sudden Intraregional Migration Inflows (GRF) will have the following beneficiaries: the migrant population and their host communities in Montevideo, where the majority of migrants are found in the country. Accordingly, this will be the legally defined subnational administrative area to receive the GRF funds. Although the activities of the program's components may also benefit migrants in other parts of the country, the GRF resources will be allocated exclusively to Montevideo.



- 1.34 **Component 1. Strengthening of Inmujeres' Gender-based Violence Response System (GBVRS) (Ordinary Capital: US\$3,272,000; GRF: US\$818,000).** This component will support expansion of coverage and improvement in the quality of GBVRS services for adult Uruguayan and migrant women by financing the purchase of goods and services and hiring individual consultants and consulting firms for: (i) remodeling and expansion of the CAM,<sup>17</sup> which will include universal design for persons with disabilities and measures for energy efficiency and savings of water and materials to fulfill the minimum requirements of green building certification (EDGE), as well as furniture and information technology and supervision of the works;<sup>18</sup> (ii) strengthening and expansion of psychosocial and legal services for women who are referred from the ankle bracelet program and voluntarily seek services both from the CAM and other centers within the national territory; (iii) expansion of coverage to include women involved in sex trafficking and labor trafficking (psychosocial, legal, housing, and protection services)<sup>19</sup> by increasing service capacity (technical personnel, hours of operation, and equipment) in Montevideo and Cerro Largo and offering new services in Paysandú and Tacuarembó; (iv) expansion to 24-hour operations at the center Intake Portals (for women both with and without children); (v) strengthening and expansion of the hours of operation for the telephone hotline; (vi) strengthening and expansion of the GBVRS oversight team so as to ensure the quality of all services<sup>20</sup> at both the CAM and other centers in the country; and (vii) development of tools and training of service teams at the CAM and other GBVRS centers on how to adapt services to the needs of migrant women, women with disabilities, Afro-descendant women, and LBT women.
- 1.35 **Component 2. Strengthening of Actions to Promote Gender Equality and Prevent Gender-based Violence among Youth (Ordinary Capital: US\$352,000; GRF: US\$88,000).** This component will support Inmujeres' work to prevent gender-based violence among Uruguayan youth and migrants in Montevideo and in other departments in the country by financing the purchase of goods and hiring of individual consultants and consulting firms to: (i) strengthen the coordination of Inmujeres with ANEP and the Ministry of Education and Culture in the development and implementation of the annual plans of the Gender and Education Network and other coordination forums, including activities focused on the prevention of gender-based violence among youth; (ii) design the draft regulations to Article 21 of Law 19,580 with guidelines for education policies; (iii) design the proposed education curricula to promote gender equality and reduce gender-based violence against girls and youth, including migrants in Montevideo, persons with disabilities, Afro-descendants, and LBT people; (iv) improve, expand, and implement the Violence-free Relationships Campaign in Montevideo and throughout the country, including: (a) incorporation of good practices and implementation of recommendations to improve the program; (b) annual campaigns on topics such as the effects of the COVID-19 pandemic, digital

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<sup>17</sup> For more information on the scope of the works see [optional link 2](#).

<sup>18</sup> During the remodel, the program will finance the leasing of a building to avoid a disruption of services.

<sup>19</sup> Services are based on the "[Protocol for assisting women being trafficked](#)" (MIDES, 2012).

<sup>20</sup> Includes services for male aggressors financed with local resources.

- violence, and the migrant population through digital media and in-person activities; and (c) preventive activities in Montevideo and the national territory with the direct participation of youth, led by schools, civil society organizations, and Inmujeres; and (v) strengthen and implement the Equality Training Program for teachers by holding 12 courses each year (9 existing, which will incorporate the migrant dimension, and 3 to be developed on topics such as co-responsibility, gender and inequalities, and the migrant population) and adapting all the courses to a self-administered format in order to meet the demand of teachers in Montevideo and other parts of the country.
- 1.36 **Component 3. Strengthening of the OVBG (Ordinary Capital: US\$196,000; GRF: US\$49,000).** This component will strengthen the operations of the OVBG through individual consultants and a consulting firm that assist with: (i) developing and implementing a methodology for measuring gender-based violence in diverse population groups and training the OVBG team and other key institutions, such as INE, in adoption of that methodology; (ii) the design of a system for monitoring implementation of the Plan for a Violence-free Life 2020-2024<sup>21</sup> that permits differentiation of benefits for migrants in Montevideo and diverse groups of women, including development of manuals and protocols and technical training for the OVBG team; and (iii) implementation of the third ENPVBGG, including: (a) updating and upgrading the tools used in the second ENPVBGG; (b) processing and analysis of the survey; and (c) preparation of the report with specific chapters on migrant women in Montevideo and other parts of the country and from diverse groups, and dissemination of the survey results to public policy-makers.
- 1.37 **Management, evaluation, and audit (Ordinary Capital: US\$280,000; GRF: US\$45,000).** This component will finance staffing of the program execution unit (PEU) within Inmujeres, including a program coordinator, a procurement and financial management analyst, and a monitoring and evaluation specialist.<sup>22</sup> It will also finance annual audits and the final evaluation of the program.
- 1.38 **Beneficiaries.** The target population will be women experiencing intimate partner/former partner violence and women being trafficked, including migrants,<sup>23</sup> Afro-descendants, LBT people, and persons with disabilities. The program is expected to assist 17,630 women with psychosocial and legal services, 670 women with trafficking-related support services, approximately 500 women (and 450 children) each year referred by the Intake Portal to temporary housing, and 10,000 women<sup>24</sup> each year with phone counseling. It is also expected to directly benefit 13,000 youth as part of the Violence-free Relationships Campaign,

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<sup>21</sup> The Plan considers migrants to be a priority population group.

<sup>22</sup> The monitoring and evaluation specialist will be financed for two years with the technical cooperation operation accompanying the program.

<sup>23</sup> A total of 30,882 foreign-born women live in Montevideo (52.1% of the migrant population). (Continuous Household Survey, 2019). According to the second ENPVBGG (2019), a total of 22.9% of migrant women have been victims of intimate partner/former partner violence in the last 12 months. Thus, the potential beneficiary population in Montevideo is estimated at 7,072 migrant women.

<sup>24</sup> In 2020, 9,078 women were served.



selected from among the best proposals from annual calls for proposals, and 3,600 teachers through training activities.

### **C. Key results indicators**

- 1.39 **Expected outcomes.** Achievement of the specific objectives will be measured based on: (i) the increase in women assisted for the first time by the GBVRS and the continuity of support services for women receiving follow-up; (ii) levels of satisfaction with the quality of services provided by the CAM (to Uruguayan and migrant women); (iii) reduction in the number of women referred to the ankle bracelet program but who do not receive services; (iv) increase in the number of teachers who pass training courses on gender equality and prevention of gender-based violence among young people; (v) increase in the number of youth who are aware of the manifestations of intimate partner/former partner violence through the Violence-free Relationships Campaign; and (vi) availability and use of new data for diverse groups of women on gender-based violence.
- 1.40 **Cost-benefit analysis.** The ex ante economic analysis of the program was conducted through a cost-benefit analysis for the 2022-2032 period considering the economic costs associated with intimate partner/former partner violence. For purposes of the analysis, benefits are defined as savings in productivity losses estimated based on lost wages of the beneficiary women. Under the base-case scenario with more conservative assumptions, the program has high social benefits, with a cost-benefit ratio of US\$1.13, a net present value of US\$570,000, and an estimated internal rate of return of 14.5% ([optional link 1](#)).

## **II. FINANCING STRUCTURE AND MAIN RISKS**

### **A. Financing instruments**

- 2.1 **Modality.** The operation includes a loan under the specific investment loan modality since it is an operation with a fully defined scope, the components of which cannot be subdivided without affecting its logic, as well as grant funds from the IDB Grant Facility: Support to Countries with Large and Sudden Intraregional Migration Inflows. The total amount of the operation is US\$5.1 million, of which US\$4.1 million will be financed with the Bank's Ordinary Capital through an investment loan and US\$1 million through the GRF, as shown in Table 3. The disbursement period will be 42 months<sup>25</sup> (Table 4), during which time the resources from the GRF will be disbursed simultaneously and in proportion to the loan proceeds (*pari passu* requirement).

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<sup>25</sup> The execution period was determined based on the financing needs established with the government.

**Table 3. Estimated program costs (in U.S. dollars)**

Components	IDB Ordinary Capital	IDB GRF (*)	Total	%
<b>Component 1. Strengthening of the GBVRS</b>	<b>3,272,000</b>	<b>818,000</b>	<b>4,090,000</b>	<b>80.2%</b>
Building infrastructure	735,200	183,800	919,000	18.0%
Psychosocial and legal assistance	480,000	120,000	600,000	11.8%
Support for women being trafficked	1,065,600	266,400	1,332,000	26.1%
24-hour service at center Intake Portals	345,600	86,400	432,000	8.5%
Hotline	625,600	156,400	782,000	15.3%
Training of officials	20,000	5,000	25,000	0.5%
<b>Component 2. Strengthening of Actions to Promote Gender Equality and Prevent Gender-based violence in Youth</b>	<b>352,000</b>	<b>88,000</b>	<b>440,000</b>	<b>8.6%</b>
Strengthening of Inmujeres coordination in the education sector	57,600	14,400	72,000	1.4%
Gender-based violence prevention activities for youth in schools	57,600	14,400	72,000	1.4%
Violence-free Relationships Campaign	74,400	18,600	93,000	1.8%
Teacher training in prevention of gender-based violence	143,200	35,800	179,000	3.5%
Regulations to Article 21, Law 19,580 and design of education curricula with a gender and gender-based violence approach	19,200	4,800	24,000	0.5%
<b>Component 3. Strengthening of the OVBG</b>	<b>196,000</b>	<b>49,000</b>	<b>245,000</b>	<b>4.8%</b>
Methodology to measure gender-based violence	22,400	5,600	28,000	0.5%
Plan for a Violence-free Life report	30,400	7,600	38,000	0.7%
Third ENPVBGG	143,200	35,800	179,000	3.5%
<b>Management, final evaluation, and audit</b>	<b>280,000</b>	<b>45,000</b>	<b>325,000</b>	<b>6.4%</b>
<b>Total</b>	<b>4,100,000</b>	<b>1,000,000</b>	<b>5,100,000</b>	<b>100%</b>

(\*) The beneficiaries of program activities to be financed with GRF resources will be the migrant population and their host communities in Montevideo as the legally defined subnational administrative area.

2.2 Table 4 shows the estimated disbursement timetable for the operation:

**Table 4. Disbursement timetable (in U.S. dollars)**

	Year 1	Year 2	Year 3	Year 4 (half year)	Total
<b>Total</b>	905,000	1,681,500	1,786,500	727,000	5,100,000
<b>%</b>	17.7%	33%	35%	14.3%	100%

2.3 **Additionality of nonreimbursable resources.** Unprecedented migration flows are an emerging challenge for the countries of Latin America and the Caribbean, with potential harmful effects for the host communities if not properly addressed. To confront these extraordinary circumstances, the Board of Governors of the IDB approved the use of up to US\$100 million in Ordinary Capital resources available through the GRF to Support Countries with Large and Sudden Intraregional Migration Inflows (documents GN-2947-6 and AB-3199). This use of the GRF is

aimed at helping countries design appropriate interventions so that migrants and their host communities can access basic and social services and to provide them with economic opportunities, benefiting both groups in order to foster inclusive development and a positive relationship.

- 2.4 **Fulfillment of eligibility criteria for GRF for migration.** The analysis of fulfillment of the eligibility criteria defined in the Operational Guidelines for the Use of Resources from the IDB Grant Facility to Support Countries with Large and Sudden Intraregional Migration Inflows (document GN-2947-6) and the need for a waiver to Criterion 1 to grant eligibility to the city of Montevideo as a subnational level is detailed in [optional link 3](#) and summarized as follows: (i) Uruguay is not on the list of eligible countries as established in document GN-2947-1 and paragraph 3.2 of the Operational Guidelines; however, Montevideo (subnational geographic area, paragraph 2.5) has received 21,673 immigrants between 2016 and 2019, corresponding to 1.57% of its total population, exceeding the required 0.5%,<sup>26</sup> which is hampering the response capacity of vulnerable host communities at the subnational level; (ii) this is an accelerated and massive flow in which: (a) the prevalence of gender-based violence is higher among migrant women than among Uruguayan women; and (b) this is coupled with the violence suffered by trafficking survivors, where 59.5% of the victims assisted by the GBVRS in 2019 were migrants; (iii) this operation is consistent with one of the thematic areas of intervention of the migration facility described in paragraph 3.16(iii) of document AB-3199 (document GN-2947-1), by providing access to social services and benefiting the migrant population, as well as their host communities; (iv) the operation's potential beneficiary migrant population is approximately 7,000 migrant women affected by intimate partner/former partner violence (see footnote 20) and migrant women who are human trafficking survivors, and Uruguayan women living in Montevideo, as the host community that will benefit from the operation's activities; and (v) the operation is in the Country Program (paragraph 1.31). [Optional link 3](#) contains the detailed rationale for fulfillment of the criteria.
- 2.5 **Rationale for waiver to Criterion 1 to grant eligibility.** Fulfillment of **Eligibility Criterion 1** set out in paragraph 4.4(i) of document AB-3199 (IDB Grant Facility: Support to Countries with Large and Sudden Intraregional Migration Inflows) and in Section II.A of document GN-2947-6 requires that "the beneficiary country [has] received a number of intraregional crossborder immigrants in the last three years equivalent to 0.5% of its total population." The partial waiver to grant eligibility to a subnational geographical area, as set out in paragraph 4.5 of document AB-3199, is considered necessary given that the Eastern Republic of Uruguay, as a country, does not currently meet the above criterion. In this operation, the subnational level

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<sup>26</sup> The methodology employed to determine the eligibility of countries for the GRF uses the estimates of bilateral migrant stocks prepared by the United Nations Department of Economic and Social Affairs (UNDESA). Because UNDESA's estimates are based on national censuses, which are ordinarily conducted every 10 years, there are lags and imprecisions in the migrant estimates for some countries, requiring annual adjustments to the data. The list of eligible countries for 2021, which does not include Uruguay, appears in paragraph 2.1 of the Quarterly Report on the Use of the Resources from the IDB Grant Facility to Support Countries with Large and Sudden Migration Inflows. First Quarter 2021. (document GN-2947-14). Inasmuch as the methodology is not applicable at the subnational level, an analysis of the Continuous Household Survey (ECH) data for the city of Montevideo was conducted.

will be the city of Montevideo, i.e. the legally defined administrative area for the program activities to be financed with GRF resources, which has received a migrant population that is triple the required 0.5%—an influx that is also hampering the response capacity of the vulnerable host communities (see paragraph 2.4) (requirements defined in paragraphs 2.4 to 2.6 of document GN-2947-6).

- 2.6 The possibility of using GRF resources to support countries receiving large and sudden intraregional migration inflows in subnational operations is expressly prescribed in document AB-3199 (paragraph 4.5) and document GN-2947-6 in the Operational Guidelines (paragraphs 2.4 to 2.6). Specifically, paragraph 4.5 of document AB-3199 stipulates that “The Executive Directors may approve waivers to the eligibility criterion described in paragraph 4.4(i) if data and information is presented to support the impact of large and sudden intraregional migration flows in recipient communities at the subnational level. All loan proposals presented to the Board of Executive Directors are to include a clear rationale for the waiver request, including an analysis of migration and population data.” The project team has reviewed and analyzed the data presented by the Government of Uruguay at the time the GRF resources were requested and has verified fulfillment of the requirements described in document GN-2947-6 such that the program will focus its actions on the city of Montevideo, as set out in [optional link 3](#).

## **B. Environmental and social safeguard risks**

- 2.7 This program does not include activities that would cause adverse environmental and/or social impacts. Under the guidelines of the Environment and Safeguards Compliance Policy (OP-703), this is classified as a Category “C” operation.
- 2.8 Given the scale and scope of the renovation and expansion work on the CAM building, the environmental and social impacts resulting from the interventions are expected to be minor, of short duration, and to have a local impact that is easily managed by applying the simple and routine prevention and control measures defined in Uruguayan technical environmental standards. Those impacts include: (i) an effect on local air quality due to dust produced by the work; (ii) noise heard in the buildings adjacent to the works; and (iii) production of waste ([optional link 2](#)). In order to ensure proper management of these minor risks, the program Operating Regulations will specify the criteria from the Environmental and Social Management Plan that are to be included in the bidding documents for the works, such as mitigation measures (e.g. occupational health and safety measures in the context of the pandemic, where applicable), provisions on compliance and supervision of the contractor, monitoring and reporting requirements, and responsibility for taking corrective actions.

## **C. Fiduciary risks**

- 2.9 **Fiduciary management – human resources (medium-high).** If there is insufficient personnel for tasks related to the program’s fiduciary management, the fiduciary requirements might not be fulfilled. To mitigate this risk, the team will hire a consultant with experience in procurement and financial management for IDB loans and the public sector. The program Operating Regulations will include the roles and responsibilities of the fiduciary positions. Once formalized, the Bank will be notified of the integration of the fiduciary consultant into the PEU. The Bank

will provide any training required by the PEU team and Inmujeres to reinforce knowledge of the program's applicable fiduciary procedures.

- 2.10 **Fiduciary management – executing agency systems (medium).** If the executing agency lacks a proper accounting system for the program's records when implementation begins, the internal control system would not be sufficiently robust and could fail to fulfill the conditions precedent to the first disbursement. To mitigate this risk, Inmujeres will arrange with MIDES to use the Memory accounting system, for which it holds the applicable licenses. Annex III summarizes the fiduciary agreements that will be detailed in the program Operating Regulations.

**D. Other risks and key issues**

- 2.11 **Human resources (high).** If the roles and responsibilities of the Inmujeres team responsible for executing the program when implementation begins are not formally defined, delays and inefficiencies could occur, resulting in unmet program objectives. To mitigate this risk: (i) a condition precedent to the first disbursement of the program will be formation of a program execution unit (PEU) and assignment of Inmujeres personnel (paragraph 3.4) to form the program team; (ii) the program Operating Regulations will include the roles and responsibilities of personnel from the PEU and Inmujeres who will participate in program execution; and (iii) the PEU and execution team within Inmujeres will be formed and the Bank notified prior to the first disbursement of the operation.
- 2.12 **Human resources (medium-high).** A lack of personnel with knowledge and experience in monitoring and tracking IDB projects could result in late reporting as well as failure to detect delays in program execution in a timely manner. To mitigate this risk an individual consultant will be hired for the PEU to support monitoring and tracking, with an emphasis on incorporating sources of information.
- 2.13 **Sustainability.** The program is expected to be sustainable since the supported activities are part of the country's commitments under Law 19,580. The activities also form part of interventions that Inmujeres has already been implementing, which represent less than 20% of its total budget for the years of the program, and the loan is focused on supporting its strengthening. The upgraded CAM building and equipment can continue to be used to provide services in the long term, with routine maintenance accounted for in the MIDES budget. Lastly, the program will build the capacities of Inmujeres through enhanced tools, systems, and procedures, and training in both fiduciary and technical areas.

**III. IMPLEMENTATION AND MANAGEMENT PLAN**

**A. Summary of implementation arrangements**

- 3.1 **Borrower and executing agency.** The borrower is the Eastern Republic of Uruguay. The executing agency is the borrower via MIDES, through Inmujeres. Operational and administrative coordination of the program will be the responsibility of a PEU within the executing agency. The main findings of the analysis of the executing agency's institutional capacity are included in the risks and mitigation actions in paragraphs 2.9, 2.11, and 2.12.

- 3.2 Implementation of various program activities requires interagency coordination between the executing agency and the Ministry of the Interior, ANEP, and the INE. The executing agency will be responsible for the following: (i) Component 1: continue to be responsible for providing psychosocial services to women and men participating in the ankle bracelet program in the framework of the Interagency Working Committee established by resolution of the Ministry of the Interior in 2010;<sup>27</sup> (ii) Component 2: carry out activities as part of the National Gender and Education Network created in 2009 by ANEP and those of other linkages established among these institutions; and (iii) Component 3: sign an agreement with the Ministry of the Interior and the INE to conduct the third ENPVBGG based on the agreement signed for the second ENPVBGG in 2019. For fiduciary management, Inmujeres will interact with the legal and financial management areas of MIDES in the framework of established institutional procedures. The executing agency will be responsible for operating and maintaining the infrastructure associated with the program.
- 3.3 **Program Operating Regulations.** The program Operating Regulations ([optional link 7](#)) will describe the program execution mechanism based on the activities required to achieve the results and the execution strategy of the operation. They will include: (i) a description of the program's expected outputs; (ii) the program's organizational structure with the roles and responsibilities to be fulfilled by the PEU and the other areas within Inmujeres, including fiduciary positions; (iii) the key technical and operational arrangements for execution, including mechanisms for interagency coordination and coordination within MIDES; (iv) the system for programming, monitoring, and evaluating results; (v) financial, audit, and procurement procedures; (vi) the Environmental and Social Management Plan criteria to be included in the bidding documents in the terms required by the Bank; (vii) mechanisms for updating the program Operating Regulations; and (viii) the supplemental annexes, links, and appendices that facilitate program execution and monitoring, such as the results matrix (Annex II); fiduciary agreements and requirements (Annex III); multiyear execution plan ([required link 1](#)); monitoring and evaluation plan ([required link 2](#)); and the risk matrix (Appendix I).
- 3.4 **Special contractual conditions precedent to the first disbursement of the financing will be that the borrower/beneficiary, through the executing agency, has presented evidence of the following to the Bank: (i) approval and entry into force of the program Operating Regulations ([optional link 7](#)) under the terms previously agreed with the Bank; and (ii) formation of a program execution unit within Inmujeres; and (iii) hiring or appointment, as appropriate, of a coordinator, a procurement and financial management analyst, and a monitoring and evaluation specialist, and assignment of Inmujeres personnel to the program execution team.** These measures will help ensure that the executing agency has a proper internal organization and team of professionals to implement the operation.

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<sup>27</sup> Ministerial Resolution B-1956 formalizes the Interagency Working Committee on domestic violence that includes Inmujeres.

- 3.5 **Special contractual conditions for execution:** (a) before initiating the first bidding process for activity (i) of Component 1, the borrower/beneficiary, through the executing agency, agrees to submit evidence to the Bank of legal possession and the necessary rights to use, remodel, and expand the property where the CAM is located; and (b) prior to starting activity (iii) of Component 3, the borrower/beneficiary, through the executing agency, agrees to submit evidence to the Bank of signature and entry into force of an interagency agreement between the executing agency and the INE for the planning, design, implementation, and incorporation of the third ENPVBGG. Measure (a) will verify that Inmujeres has the right to use the building where the CAM is housed and to complete the remodel and expansion work. Measure (b) will ensure that the third ENPVBGG is conducted properly.
- 3.6 **Procurement.** Goods and services will be procured and consulting services selected and contracted in accordance with the Policies for the Procurement of Goods and Works Financed by the IDB (document GN-2349-15) and the Policies for the Selection and Contracting of Consultants Financed by the IDB (document GN-2350-15), or the policies in effect at the time of execution. Given the approval for advance use of the country procurement system in Bank-financed operations of 26 February 2020, bidding processes can use the applicable national standards under the conditions agreed upon by Uruguay and the Bank. Direct contracting is anticipated for the PEU coordinator given the continuation of services started during program preparation, as stipulated in Section 5.4(a) of document GN-2350-15 (Annex III).
- 3.7 **Disbursements.** Program disbursements will principally be made under the advance of funds modality based on liquidity needs. They will preferably be made on a semiannual basis once rendering of accounts has been completed for at least 60% of the amount advanced (see Annex III). Required documentation will include expense justification forms and the financial planning sheet with the ex post review. GRF resources are to be disbursed *pari passu*, i.e., simultaneously, following the same criteria as those used for the loan, and in proportion to the resources from the Ordinary Capital loan, as set out in documents AB-3199 and GN-2947-6.
- 3.8 **Audit.** MIDES, through Inmujeres, will present the program's audited financial statements to the Bank each year according to Financial Management Policy OP-273-12 within 120 days after the end of each fiscal year. The program's year-end audited financial statements will be presented within 120 days after the date of the last disbursement. The audit will be conducted by the Court of Auditors of the Republic (TCR) or a Bank-eligible independent audit firm.
- 3.9 **Maintenance.** Once the CAM remodeling and expansion work has been completed, the borrower, through the executing agency, will ensure proper maintenance of the works and equipment financed by the program, according to generally accepted technical standards. The borrower, through the executing agency, will draft an annual maintenance plan and present an annual maintenance report on the condition of the works and equipment used in the program over the course of the first quarter of each calendar year, beginning in the year of completion of the first works financed by the program and until the year following completion of the disbursement period.



**B. Summary of arrangements for monitoring results**

- 3.10 **Monitoring.** MIDES, through Inmujeres, will be responsible for program monitoring and supervision. The PEU will use the following as the main elements accompanying the program: results matrix, project monitoring report, and the monitoring tools defined in the monitoring and evaluation plan ([required link 2](#)).
- 3.11 **Evaluation.** To contribute to institutional strengthening and identify the scope of the GBVRS and gender-based violence prevention actions carried out by Inmujeres, three evaluations will be conducted at different points of the program to provide evidence supporting Components 1 and 2.
- 3.12 The initial evaluation of the operation and quality of the GBVRS will be conducted in 2022 with the launch of program operations. The objective is to obtain information on the efficiency of the GBVRS (Component 1). Based on that evaluation, strategies will be identified to improve the design and management of support services.
- 3.13 In order to determine the effectiveness of the Violence-free Relationships Campaigns (Component 2), a pilot impact evaluation will be performed (2023-2024) to measure the intervention's contribution to: (i) attitudes and perceptions surrounding intimate partner/former partner violence; (ii) knowledge of the manifestations of intimate partner/former partner violence; and (iii) knowledge of measures that can be taken against intimate partner/former partner violence. Likewise, a final results evaluation will analyze targets achieved, the main factors impacting outcomes, the sustainability of those outcomes, and lessons learned. The inputs of this evaluation will be used for the project completion report ([required link 2](#)).



Development Effectiveness Matrix		
Summary		UR-L1178
I. Corporate and Country Priorities		
Section 1. IDB Group Strategic Priorities and CRF Indicators		
Development Challenges & Cross-cutting Issues	-Social Inclusion and Equality -Gender Equality and Diversity -Climate Change -Institutional Capacity and the Rule of Law	
CRF Level 2 Indicators: IDB Group Contributions to Development Results	-Beneficiaries of initiatives that support migrants and their host communities (#)	
2. Country Development Objectives		
Country Strategy Results Matrix	GN-3056	5. Improve Citizen Security
Country Program Results Matrix	GN-3034-2	The intervention is included in the 2021 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		8.9
3.1 Program Diagnosis		1.9
3.2 Proposed Interventions or Solutions		3.5
3.3 Results Matrix Quality		3.5
4. Ex ante Economic Analysis		10.0
4.1 Program has an ERR/NPV, or key outcomes identified for CEA		1.5
4.2 Identified and Quantified Benefits and Costs		3.0
4.3 Reasonable Assumptions		2.5
4.4 Sensitivity Analysis		2.0
4.5 Consistency with results matrix		1.0
5. Monitoring and Evaluation		7.8
5.1 Monitoring Mechanisms		2.8
5.2 Evaluation Plan		4.9
III. Risks & Mitigation Monitoring Matrix		
Overall risks rate = magnitude of risks*likelihood		Medium High
Environmental & social risk classification		C
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, External Control, Internal Audit.  Procurement: Information System, Price Comparison, Contracting Individual Consultant, National Public Bidding.
Non-Fiduciary	Yes	Strategic Planning National System, Monitoring and Evaluation National System, Statistics National System, Environmental Assessment National System.
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		

The Program for Gender Equality and Women's Empowerment (UR-L1178) has the general objective of contributing to the Uruguayan State's promotion of a life free from Gender Based Violence (GBV) towards women, to contribute towards the achievement of gender equality. The program aims to contribute to that objective through three specific objectives: (i) to increase the response capacity of the Gender Based Violence Response System (GBVRS), which serves adult women, including migrants and victims of human trafficking; (ii) to promote gender equality and GBV prevention among Uruguayan and migrant youths, strengthening the work that the National Women's Institute (Inmujeres) does within the education system; and (iii) to improve the use of information related to GBV among migrants and diverse groups of the population, thereby improving information's quality and quantity.

The diagnosis identifies a high prevalence of GBV in women throughout their lives and the problem of human trafficking. Some of the determinants identified as risks factors for GBV include lack of education and economic opportunities. The convergence of gender with other identities (such as migratory status, race, gender, and diversity intersectionality) worsens the vulnerability of diverse groups of women to GBV and human trafficking. The Gender Based Violence Response System (GBVRS) to support victims of violence suffers from the following shortcomings: (i) demand for services offered by the Gender Based Violence Response System (GBVRS) has increased significantly, overwhelming its response capacity; (ii) the NLV campaign has not had enough resources to be deployed at the national level, and it has not been evaluated; (iii) there are technical and informatic capacity limitations to monitor and report instances of GBV and their responses, which prevents the effective use of data to inform public policy. With this in mind and to reach its objectives, the program is based on three components: (i) to strengthen the GBVRS, supporting an expansion of access of services for adult Uruguayan and migrant women; (ii) to strengthen actions to promote Gender Equality and prevent GBV in youth; (iii) to strengthen the GBV Observatory.

The program has SMART indicators that allow for measuring achievement at the specific objective and general objective levels. However, some indicators have no baseline, and note these will be measured once the project starts. Additionally, not every indicator has evidence that supports proposed targets.

The economic analysis quantifies benefits in savings from loss of labor productivity among GBV victims that are program beneficiaries. The analysis concludes that the project has an internal rate of return of 14.5% and presents different scenarios of sensitivity.

The Monitoring and Evaluation Plan proposes, first, a Design, Implementation and Performance Evaluation, to assess the efficiency and quality of services offered by GBVRS (based on a desk review, and fieldwork through semi structured interviews and focal groups). Second, an experimental impact evaluation to measure the efficacy of the NLV campaign in the attitudes and perceptions towards GBV among youth. This evaluation is important since it allows to close a gap in existing evidence. However, it is still unclear if based on the potential number of treated, and existing power calculations, the evaluation will be feasible.

## RESULTS MATRIX

<b>PROGRAM OBJECTIVE:</b>	The specific objectives are to: (i) increase the response capacity of the gender-based violence response system (GBVRS) for adult women, including migrants and women being trafficked; (ii) promote gender equality and the prevention of gender-based violence among Uruguayan and migrant youth by strengthening the work of the National Women's Institute (Inmujeres) in the area of education; and (iii) promote the use of information on gender-based violence relating to migrants and diverse population groups by improving both the quality and quantity of data. The general objective of the program is to support the Government of Uruguay in promoting lives free of gender-based violence against women to help achieve gender equality in the country.
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### GENERAL DEVELOPMENT OBJECTIVE

Indicators	Unit of measure	Baseline value	Baseline year	Expected year achieved	Target	Means of verification	Comments
<b>General development objective:</b> Support the Government of Uruguay in promoting lives free of gender-based violence against women to help achieve gender equality.							
Percentage of women 15 years or older who experienced intimate partner/former partner violence in the last 12 months.	Percentage	19.5	2019	2024	18.5	Third National Survey on Prevalence of Gender-based and Generational Violence (ENPVBBG), 2024.	Follow-up will be given to migrants, Afro-descendants, and persons with disabilities.
Percentage of women who experienced intimate partner/former partner violence and sought help in the last 12 months. <sup>1</sup>	Percentage	66.32	2019	2024	70		Follow-up will be given to migrants.
Percentage of women experiencing intimate partner/former partner violence who sought help and reported having employment.	Percentage	73.8	2019	2024	77.8		

<sup>1</sup> This indicator measures help sought by the women who reported experiencing intimate partner violence in the first impact indicator. Seeking help (which often does not include reporting abuse) is associated with mitigating psycho-social and physical harm, as well as the escalation of such violence.

**SPECIFIC DEVELOPMENT OBJECTIVES**

Indicators	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	End of project	Means of verification	Comments
<b>Specific development objective 1:</b> Increase the response capacity of the Gender-based Violence Response System (GBVRS) for adult women, including migrants and women being trafficked.										
Index of women assisted for the first time by the GBVRS.	Index	100	2020	110	115	120	126	126	Inmujeres. GBVRS Annual Report. Baseline: 3,743 women assisted. <b>Index=</b> (Women assisted for the first time in year (i)/Women assisted for the first time in BL year) x 100.	Follow-up will be given to migrants, Afro-descendants, lesbians, bisexuals, and transgender people (LBT), and/or persons with disabilities.
Percentage of women assisted who continue receiving support from the GBVRS.	Percentage	62	2020	63	66	68	70	70	Registration system, Inmujeres. Baseline: for the Montevideo Support Center (CAM).	
Index of women assisted with trafficking-related support services.	Index	100	2020	112	120	127	127	127	Inmujeres. GBVRS Annual Report. Baseline: 138 women in 2020.	
Percentage of women assisted who are satisfied with the quality of CAM services.	Percentage	-	2021	-	-	-	-	75	User survey. Note: The baseline will be established within 60 days of signature of the loan contract.	Follow-up will be given to migrants, Afro-descendants, LBT people, and persons with disabilities.
Percentage of migrant women assisted who believe their migrant status affected the level of services provided.	Percentage	-	2021	-	-	-	-	20		
Percentage of women referred from the ankle bracelet program who have not received initial assistance (Montevideo).	Percentage	40	August 2021	30	25	15	10	10	Inmujeres. GBVRS report. Baseline: 744 ankle bracelets placed, and 301 women assisted by Inmujeres.	

Indicators	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	End of project	Means of verification	Comments
<b>Specific development objective 2:</b> Promote gender equality and the prevention of gender-based violence among Uruguayan and migrant youth by strengthening the work of Inmujeres in education.										
Percentage of youth participating in the Violence-free Relationships Campaign who are familiar with the manifestations of intimate partner/former partner violence.	Percentage	73.5	2022	-	-	83.5	-	83.5	Campaign impact evaluation (S2, 2024). Baseline will be established in 2022.	
Percentage of teachers who pass training courses on gender equality and gender-based violence prevention.	Percentage	46	2016-2019	50	55	60	-	60	Training program reports, Inmujeres.	
Percentage of schools participating in the Violence-free Relationships Campaign that have a migrant population greater than 5%.	Percentage	-	2022	-	20	20	-	20	Report on results of the Violence-free Relationships Campaign, Inmujeres. Note: The baseline will be established during the first quarter of 2022 (and targets will be revised where necessary).	
<b>Specific development objective 3:</b> Promote the use of gender-based violence information relating to migrants and diverse population groups by improving both the quality and quantity of data.										
Downloads of the preliminary report from the third ENPVBGG with data from diverse groups of women published on the website.	Number of downloads	1,053	2020 (half year)	0	0	0	1,158 (half year)	1,158	Report from the Observatory for Gender-based Violence against Women (OVBG) based on the third ENPVBGG. Baseline: Downloads of the second ENPVBGG report from April to October 2020.	The final report will be published after the program is completed.
Monitoring reports on the Plan for a Violence-free Life (VFL) published.	Number of reports	1	2020	2	2	2	-	6	Publication on the OVBG website.	

Indicators	Unit of measure	Baseline value	Baseline year	Year 1	Year 2	Year 3	Year 4	End of project	Means of verification	Comments
Increase in number of visits to the OVBG website.	Number of website visits	5,237	2021 (half year)	6,285	7,541	9,049	9,981 (half year)	9,981	Number of website visits.	

OUTPUTS

Indicators	Unit of measure	Baseline value	Baseline year	Year 1 (2022)	Year 2 (2023)	Year 3 (2024)	Year 4 (2025)	End of project	Means of verification	Comments
<b>Component 1: Strengthening of the GBVRS</b>										
Building infrastructure expanded and improved for services provided at the CAM, including universal design and measures that meet the minimum requirements for green building certification (EDGE).	M <sup>2</sup>	420	2021	420	780	780	-	780	Works completion report.	
Hours of operation for direct psychosocial/legal assistance from the GBVRS.	Number	2,246	2020	2,828	2,828	-	-	2,828	Monitoring reports on the National Plan on Gender-based Violence 2021-2024, Inmujeres.	The program finances two years of services and then continues with resources from general income.
Time slots available to assist women being trafficked.	Number	83	2019	100	110	120	-	120	Monitoring report on the National Plan on Gender-based Violence 2021-2024.	
Hours of operation per week for the Intake Portal increased to 24 hours a day.	Number	168	2020	228	228	228	-	228	Monitoring report on the National Plan on Gender-based Violence 2021-2024.	
24-hour hotline available for counseling women experiencing domestic violence.	Number	0	2020	1	1	1	-	1	Inmujeres. GBVRS Annual Report. Baseline: Services available 16 hours a day Monday-Friday and 12 hours a day on Saturday and Sunday.	

Indicators	Unit of measure	Baseline value	Baseline year	Year 1 (2022)	Year 2 (2023)	Year 3 (2024)	Year 4 (2025)	End of project	Means of verification	Comments
Number of GBVRS staff trained to adapt services to the needs of migrant women, women with disabilities, and LBT women.	Number	0	2021	-	243	-	-	243	Program status report.	
Technical refresher course on gender and gender-based violence for Inmujeres officials, designed and implemented.	Number	0	2020	0	1	0	-	1		
Component 2: Strengthening of Actions to Promote Gender Equality and Prevent Gender-based Violence among Youth										
Annual plan of the Gender and Education Network implemented.	Number	0.8	2019	0.9	0.9	1	-	2.8	Semiannual report on the Gender and Education Network from the National Public Education Administration and Inmujeres. Baseline: 12 of 14 activities completed in 2019.	
Crosscutting gender and gender-based violence activities conducted in formal and informal education settings with a focus on diverse populations.	Number of activities	12	2019	15	15	15	-	45	Annual report from the Department of Education and Health of Inmujeres.	The activities are aligned with the National Education Plan, prioritizing persons with disabilities, LBT people, migrants, and Afro-descendants.

Indicators	Unit of measure	Baseline value	Baseline year	Year 1 (2022)	Year 2 (2023)	Year 3 (2024)	Year 4 (2025)	End of project	Means of verification	Comments
Violence-free Relationships Campaigns via digital media <sup>2</sup> for 10 days each year.	Number	0	2020	1	1	1	-	3	Year-end reports on the Violence-free Relationships Campaign. Baseline: 101,000 people accessed postings made on one day.	
Study of good practices in campaigns for prevention of intimate partner/former partner violence among youth.	Number	0	2020	1	0	0	-	1	Consulting report.	
Activities with youth on prevention of intimate partner/former partner violence held at schools and community centers in the territory as part of the Violence-free Relationships Campaign.	Number	34	2020	34	34	34	-	102	Inmujeres report.	
New gender-based violence prevention courses designed for teachers, including topics for migrants, persons with disabilities, and LBT people.	Number of courses	0	2021	3	0	0	-	3	Inmujeres Management document.	
Spots available to train teachers in the Equality Training Program in a tutorship format.	Number of spots	720	Average 2016-2019	1,200	1,200	1,200	-	3,600		
Courses for teachers in the Equality Training Program in a self-administered format available on virtual platforms.	Number of courses	0	2021	0	12	12	-	12		

<sup>2</sup> Topics include: digital violence, the pandemic, migrant youth, and others to be determined.

Indicators	Unit of measure	Baseline value	Baseline year	Year 1 (2022)	Year 2 (2023)	Year 3 (2024)	Year 4 (2025)	End of project	Means of verification	Comments
Document with proposed regulations to Article 21 of Law 19,580 on crosscutting gender guidelines for education policies.	Number of documents	0	2021	1	0	0	-	1	Consulting report.	The proposal will consider the intersectionalities of gender and diversity along with the migration dimension.
Document with the design and proposal for education curriculum to promote gender equality and prevent gender-based violence against girls and youth (addressing the dimensions of: migrant, persons with disabilities, and LBT people).	Number of documents	0	2021	1	0	0	-	1		
Component 3: Strengthening of the OVBG										
Methodology document for measuring gender-based violence in diverse population groups (migrants, persons with disabilities, LBT people, and Afro-descendants).	Number of documents	0	2021	1	0	0	-	1	Consulting report.	
Report with tools incorporated to monitor the Plan for a Violence-free Life.	Number of reports	0	2021	1	0	0	-	1		
Third ENPVBGG implemented.	Number of surveys	0	2019		0	1	-	1	Report from the National Institute of Statistics (INE) with verified delivery of database.	
Document containing the processed survey results, including the dimensions of: persons with disabilities, migrants, and LBT people.	Quantity	0	2020	0	0	1	-	1	Consulting report (spreadsheet).	



**Country:** Uruguay **Division:** GDI **Operation number:** UR-L1178, UR-J0002 **Year:** 2021

### FIDUCIARY AGREEMENTS AND REQUIREMENTS

**Executing agency:** The borrower via the Ministry of Social Development (MIDES), through the National Women's Institute (Inmujeres)

**Operation name:** Gender Equality and Women's Empowerment Program

#### I. THE EXECUTING AGENCY'S FIDUCIARY CONTEXT

##### 1. Use of country systems in project

<input checked="" type="checkbox"/> Budget	<input type="checkbox"/> Reports	<input checked="" type="checkbox"/> Information system	<input checked="" type="checkbox"/> National competitive bidding
<input checked="" type="checkbox"/> Treasury	<input type="checkbox"/> Internal audit	<input checked="" type="checkbox"/> Shopping	<input type="checkbox"/> Other
<input checked="" type="checkbox"/> Accounting	<input checked="" type="checkbox"/> External control	<input checked="" type="checkbox"/> Individual consultants	<input type="checkbox"/> Other

##### 2. Fiduciary execution mechanism

<input checked="" type="checkbox"/> Fiduciary execution specifics	The borrower/beneficiary will be the Eastern Republic of Uruguay, and the program's executing agency will be MIDES through Inmujeres. The program will be executed by forming a program execution unit (PEU) within Inmujeres and assigning a team of current personnel from the executing agency and professionals hired to strengthen its management capabilities, including a program coordinator, a procurement and financial management specialist, and a monitoring and evaluation specialist. Fiduciary management is expected to involve coordination between the Inmujeres Administration Department and the Legal Branch and Financial Management of MIDES, in the framework of the institutional procedures that will be supported by the program's Operating Regulations.
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##### 3. Fiduciary capacity

Fiduciary capacity of the executing agency	The institutional capacity assessment (Institutional Capacity Analysis Platform) has identified a medium fiduciary risk for the program since the loan will be the first project financed by the Bank that is executed by Inmujeres. The main risks identified relate to strengthening of the team that will lead execution, definition of the processes for coordination between MIDES and Inmujeres, and the lack of an accounting system for the program. To mitigate these risks, additional personnel will be hired, the Bank will provide fiduciary management training, and the independent accounting system for which MIDES holds the use license will be adopted. Information from that system will be reconciled with the Integrated Financial Information System (SIIF).
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4. Fiduciary risks and response to risk

Area	Risk	Level of risk	Response to risk
Fiduciary management	If there is insufficient personnel to complete the program's fiduciary management tasks, the fiduciary requirements might not be met.	Medium-high	<p>A consultant will be hired with experience in financial management and procurement for IDB loans and in the public sector. The program Operating Regulations will include the roles and responsibilities of the fiduciary positions. Once the consultant has been formally integrated into the PEU, the Bank will be notified.</p> <p>The Bank will provide any training required by the PEU team and Inmujeres to strengthen their knowledge of the program's applicable fiduciary procedures.</p>
Fiduciary management	If the PEU delays the opening of bank accounts and the recording of authorized signatures with the Ministry of Economy and Finance, there could be a lag in fulfillment of the loan eligibility requirements, which would affect the timing of the first disbursement.	Medium-low	MIDES/Inmujeres will promptly define levels of authorization and will identify those responsible for representing the country before the Bank in all administrative acts related to management of the program resources. The procedures defined by the Uruguayan National Treasury will be followed and the Bank will be informed prior to becoming eligible for disbursements.
Fiduciary management	If the program lacks a proper accounting system when implementation begins, the internal control system would not be sufficiently robust and the conditions precedent to the first disbursement could not be met.	Medium	Inmujeres will arrange with MIDES to use the Memory accounting system, for which MIDES holds the applicable licenses. It is expected to be operational by the time the conditions precedent to disbursement have been fulfilled.

5. Policies and guidelines applicable to the operation: Documents OP-273-12; GN-2349-15; and GN-2350-15.

6. Exceptions to policies and guidelines: None.

## II. CONSIDERATIONS FOR THE SPECIAL PROVISIONS OF THE CONTRACT

**Exchange rate.** Applicable to justify expenses incurred in the local currency of the borrowing country pursuant to the provisions of Article 4.10(b)(ii) of the General Conditions of the Loan Contract.

**Audit.** The borrower, through the executing agency, will present a financial audit report during program execution and within 120 days after the fiscal year-end. The program's final audit report will also be presented within 120 days after the date of the final disbursement. The terms of reference and the procurement process will adhere to the guidelines set out in document OP-273-12. The cost of the audit may be paid for out of the loan proceeds and the audit may be conducted by an auditing firm or by the Court of Auditors of the Republic (TCR).

## III. AGREEMENTS AND REQUIREMENTS FOR PROCUREMENT EXECUTION

<input checked="" type="checkbox"/>	Procurement documents	For procurements of works, goods, and nonconsulting services carried out in accordance with the procurement policies (document GN-2349-15) and subject to international competitive bidding, the standard bidding documents issued by the Bank will be used, or the documents agreed upon by the executing agency and the Bank for a specific procurement or for all cases permitted under the Bank's policies. Likewise, consulting services will be selected and contracted in accordance with the Policies for the Selection of Consultants (document GN-2350-15) and using the standard request for proposals issued by the Bank or agreed upon by the executing agency and the Bank for the specific selection or for all cases permitted under the Bank's policies. The technical review and terms of reference for procurement are in all cases the responsibility of the sector specialist for the program. The technical review may be ex ante and is independent of the method used for procurement review.
<input checked="" type="checkbox"/>	Use of country systems	The country system for public procurement governed by the Accounting and Financial Management Regulations (Texto Ordenado de Contabilidad y Administración Financiera, TOCAF) will be used for the procurement processes identified in the procurement plan. The operation's procurement plan will list the procurements to be undertaken through the country system within the approved scope. Should the scope of the Board's approval be expanded to include use of the country system, the new scope will become applicable to the operation.
<input checked="" type="checkbox"/>	Direct contracting and single-source selection	Direct contracting of a program coordinator for a total of US\$120,000 (US\$34,286 per year) is anticipated and will be analyzed during execution of the program. According to the procurement plan, direct contracting is provided for under Section 3.11 (a) of document GN-2350-15, which allows this method in cases of natural continuation of previous work.

<input checked="" type="checkbox"/>	Advance procurement / Retroactive financing	Advance procurement and retroactive financing are not anticipated.		
<input checked="" type="checkbox"/>	Procurement supervision	Procurement supervision will be ex post, except in cases where ex ante review is justified. The (i) ex ante or (ii) ex post method of supervision will be determined for each selection process. Ex post reviews will be made each year according to the program's supervision plan, which may be subject to changes during execution. Threshold amounts for the ex post review are as follows:		
		<b>Works</b>	<b>Goods/services</b>	<b>Consulting services</b>
		US\$5,000,000	US\$500,000	US\$200,000
<input checked="" type="checkbox"/>	Records and files	The program reports will be prepared and filed using the agreed-upon forms and procedures, as described in the program Operating Regulations and in keeping with the requirements of the applicable policies.		

Main procurement items

Description	Selection method	New procedures	Estimated date	Estimated amount (US\$ thousands)
<b>Goods</b>				
IT equipment	Shopping		S2 2023	15
<b>Works</b>				
Remodeling of the support center	National competitive bidding (NCB)/IDB policies		S1 2022	802
<b>Firms</b>				
Psychosocial/legal services	NCB/Supervision: Country system		S2 2022	600
Trafficking-related support services	NCB/Supervision: Country system		S1 2022	433
Intake Portal services	NCB/Supervision: Country system		S1 2022	133
Hotline (0-800-4141)	NCB/Supervision: Country system		S2 2021	250
<b>Individuals</b>				
General program coordinator	Direct contracting		S1 2022	120
Fiduciary management consultant	NCB/Supervision: Country system		S1 2022	90
Monitoring and evaluation consultant	NCB/Supervision: Country system		S1 2024	42

See required link 3, procurement plan.

#### IV. FINANCIAL MANAGEMENT AGREEMENTS AND REQUIREMENTS

☒	Programming and budget	The budget will be prepared and executed by the Inmujeres Board in coordination with the Office of the Secretariat of MIDES. The executing agency will prepare the budget programming according to the agreed-upon annual work plan, which is based on the Institute's five-year strategic planning. The program budget will be managed through the SIIF as part of the national budget (in the framework of the MIDES Budget), which is included in the Consolidated Draft National Budget and approved by the Budget Act for the five-year period of the current administration.
☒	Disbursement and cash flow	<p>The program resources will be managed through the Single National Account. At the request of MIDES, the Uruguayan Treasury will open a special account in the Central Bank of Uruguay where the IDB disbursements can be deposited. Inmujeres will open a specific bank account in Banco República in local currency for purposes of making payments. Disbursements will be made under the advance of funds modality based on liquidity needs, supported by sound financial and disbursement projections. Those advances will preferably be made on a semiannual basis once rendering of accounts has been completed for at least 60%<sup>[1]</sup> of the amount advanced. An online disbursement function will be used to process disbursement requests. The exchange rate to convert payments made in local currency to the loan currency will be the rate in effect on the payment date.</p> <p><sup>[1]</sup> According to document OP-273-12, use of this percentage is justified because MIDES/Inmujeres must have financing in Central Bank accounts in order to undertake new obligations. Moreover, the processing of payments requires preventive action by the TCR and the General Auditor's Office of the Nation (CGN).</p>
☒	Accounting, information systems, and reports	Inmujeres will keep accounts of the program budget in the SIIF, pursuant to the guidelines established by the CGN. It will also have access to the Memory accounting suite for independent accounting of the program under International Financial Reporting Standards. The financial statements to be issued periodically will be the Statement of Cash Received and Disbursements Made, Statement of Cumulative Investments, and Explanatory Notes to the Financial Statements.
☒	Internal control and internal audit	MIDES has an Internal Audit Unit. As part of program supervision, Internal Audit will verify whether the program activities were subject to its review as part of its annual work plan. Pursuant to current legislation, the TCR will conduct preventive audits of expenses and payments made to the beneficiary suppliers/contractors/consultants of the program.
☒	External control and financial reports	The program will follow the financial management guidelines in document OP-273-12. MIDES/Inmujeres will select and contract external audit services according to the terms of reference agreed upon with the Bank. Annual financial audits will be conducted under International Standards on Auditing and will be presented by 30 April of the year following the review. The costs of the audit may be paid out of the financing resources and the audit may be conducted by the TCR or an independent audit firm.

<input checked="" type="checkbox"/>	Financial supervision	Annual site visits will be made to verify compliance with the fiduciary agreements. The Project Team Leader will coordinate participation in launch workshops and workshops to monitor the annual plan.
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DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-\_\_\_/21

Uruguay. Loan \_\_\_\_/OC-UR to the Eastern Republic of Uruguay. Gender Equality and Women's Empowerment Program (ProWomen)

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 Eastern Republic of Uruguay, as borrower, for the purpose of granting it a financing aimed at cooperating in the execution of the Gender Equality and Women's Empowerment Program (ProWomen). Such financing will be in the amount of up to US\$4,100,000 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 \_\_\_\_ 2021)

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-\_\_\_/21

Uruguay. Nonreimbursable Investment Financing \_\_\_\_/GR-UR to the Eastern Republic of Uruguay. Equality and Women's Empowerment Program (ProWomen)

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, as Administrator of the IDB Grant Facility, hereinafter referred to as the "Account", to enter into such contract or contracts as may be necessary with the Eastern Republic of Uruguay, as beneficiary, for the purpose of granting it a nonreimbursable investment financing to cooperate in the execution of the Equality and Women's Empowerment Program (ProWomen). Such nonreimbursable investment financing will be for an amount of up to US\$1,000,000, which form part of the Account, and will be subject to the Terms and Financial Conditions and the Special Contractual Conditions in the Project Summary of the Nonreimbursable Financing Proposal.

(Adopted on \_\_\_\_ 2021)