

TC DOCUMENT

I. BASIC PROJECT DATA

▪ Country/Region:	Paraguay/CSC
▪ TC Name:	Support for the Creation of a <i>Ciudad Mujer</i> (Women's City) Program in Paraguay
▪ TC Number:	PR-T1196
▪ Team Leader/Members:	Claudia Piras (SCL/GDI), Team Leader; Gabriela Vega (SCL/GDI); Nidia Hidalgo (GDI/CES); Lesley O'Connell (SPH/CPR); Waldo Tapia (LMK/CPR); Jean Eric Theinhardt (ICS/CPR); Eduardo Bogado (CSC/CPR); Alberto de Egea (FMP/CPR); Rodolfo Graham (LEG/SGO); and Lina Uribe (SCL/GDI).
▪ Indicate if: Operational Support, Client Support, or Research & Dissemination	Client Support
▪ Date of approval of TC Abstract authorization:	September 2, 2015
▪ Beneficiary:	Republic of Paraguay (Women in Paraguay through the Ministry of Women's Affairs)
▪ Executing Agency and contact name:	Inter-American Development Bank through the Gender and Diversity Division, Social Sector, SCL/GDI (Annex I)
▪ Donors Providing Funding	Japanese Special Fund (JSF)
▪ IDB Funding Requested:	US\$646,000
▪ Local counterpart funding, if any:	US\$154,000 (in-kind)
▪ Disbursement period:	30 months (24 months in execution)
▪ Required start date:	December 1, 2015
▪ Types of consultants:	Firms and individual consultants
▪ Prepared by Unit:	SCL/GDI
▪ Unit of Disbursement Responsibility (UDR):	Country Office in Paraguay (CSC/CPR)
▪ Included in Country Strategy (y/n);	Yes ¹
▪ TC included in CPD (y/n):	No
▪ GCI-9 Sector Priority:	Social Policy for Equity and Productivity (GN-2588-4)

II. OBJECTIVE AND JUSTIFICATION

- 2.1 Paraguay has experienced important changes in the condition of women over the last 30 years. Nevertheless, the country continues to lag behind the region and the world: it ranks 20th among 26 countries of Latin America and the Caribbean and 81st of the 142 countries included in the Global Gender Gap Index 2014 of the World Economic Forum. The main challenges women face are economic empowerment, adolescent pregnancy, maternal mortality and violence against women.

¹ The beneficiary country agrees that this CT is executed by the IDB (Non objection letter from the Government of Paraguay, dated May 26, 2015, IDBDOCS#39651412). The proposed components and activities are consistent with the IDB Strategy and Program with Paraguay.

- 2.2 Despite the progress of the last decade, labor gaps between men and women continue to be significant, a reflection that growth has not brought about substantive changes in equity. In 2012, the gender gap in labor force participation was 24 percentage points (48.9% for women vs 72.8% for men). Similarly, the female unemployment rate is almost twice the rate for males (6.1% vs 3.1%) and underemployment is 4 points higher. On the other hand, women are more frequently in the microenterprise sector. The male/female ratio is 0.9 in microenterprises, 1.7 in medium and 2.2 in small and large companies.
- 2.3 Between 2000 and 2013 the Total Fertility Rate (TFR), or lifetime number of births per women, in Paraguay fell from 3.68 to 2.86, with significant differences by education and socioeconomic level. Approximately 20% of total pregnancies are adolescent mothers, in part because sexual activity is starting earlier; 52% of women between 15 and 19 years old report being sexually active, of which 17% are not using contraceptive methods.² The adolescent fertility rate is 67 per 1,000, with important heterogeneity by geographic location, education and income.
- 2.4 Maternal mortality continues to be a development challenge for the country. The rate has remained relatively high at 110 maternal deaths for each 100,000 live births; it has fallen by only 10 from 120 in 2000. Paraguay's maternal mortality rate is the second highest in South-America after Bolivia (200), and substantially above the LAC average (85 per 100,000 live births).³ Paraguay will not meet the MDG goal of 37.5 births per 100,000 live births by the end of 2015. Almost 70% of maternal deaths could be avoided with basic interventions such as prenatal care, qualified personnel at delivery and increased access of mothers and newborns to obstetric and emergency neonatal care.
- 2.5 In 2013, the Women's Ministry carried out the First Domestic Violence Survey that covered the urban population of *Asunción*, *Gran Asunción*, *Curuguaty*, *Ciudad del Este* and *Filadelfia*. According to the results, 18.5% of the urban population has been victim of one episode of domestic violence in 2013, with higher incidence in *Asunción* (22.3%) and *Gran Asunción* (19.7%). Seventy five percent of physical violence and 62% of psychological violence victims were women. Only 10.9% of the victims of domestic violence filed a complaint, either with the police (70.8%) or the Public Prosecutor's Office (15.6%).
- 2.6 To respond to the gaps in economic participation, sexual and reproductive health and violence against women described above, the Government of Paraguay has expressed interest in adapting the *Ciudad Mujer* model developed originally by the Salvadorian government with technical and financial support of the IDB.
- 2.7 The objective of *Ciudad Mujer* is to improve the living conditions of women, by providing specialized services to vulnerable women offered in integrated centers known as *Ciudad Mujer* Centers (CMCs). In El Salvador, CMCs are organized in five modules: (i) sexual and reproductive health services; (ii) training, labor intermediation and entrepreneurship services; (iii) services for survivors of

² Centro Paraguayo de Estudios de Población (CEPEP). 2008. *Encuesta Nacional de Demografía y Salud Sexual y Reproductiva (ENDSSR). Informe Final*. Asunción, Paraguay.

³ World Development Indicators. Consulted June 1, 2015.

- violence against women; (iv) childcare children while their mothers are making use of the services; and (v) community education in the areas surrounding the centers. The model offers the advantages of integrated services that respond to the multidimensional nature of women's needs. This One-Stop Shop model reduces the time it takes to access different services; in addition, the institutions are better able to coordinate their actions, thus improving the quality of the services they offer.
- 2.8 The community education intervention of the *Ciudad Mujer* program in El Salvador has been supported by the JSF, which is financing the development and implementation of an educational model to prevent gender violence by promoting a change in attitudes, behaviors and social norms related to violence against women in the communities surrounding the CMCs. The support of the JSF is benefiting 2,000 students from 13 to 18 years old in 17 schools. The program includes an impact evaluation that will be finalized the fourth trimester of 2015. The educational model will be expanded at the national level with the collaboration of the Ministry of Education and the Salvadorian Women's Institute.
 - 2.9 A short term impact evaluation of the *Ciudad Mujer* program in El Salvador showed that on average women that use CMCs make use of 43% more public services than those that do not visit the centers. Additionally, women report a high level of satisfaction with the services received in *Ciudad Mujer*.⁴ The success of the model has sparked interest in its replicability in several countries of the region, including Honduras, Mexico, Dominican Republic, Colombia and Trinidad & Tobago.
 - 2.10 The objective of the technical cooperation is to contribute to improve the living conditions and serve the multiple needs of women in Paraguay, by designing a model of provision of strategic services integrated in a one-stop-shop. The specific objectives include: (i) development of the *Ciudad Mujer* model in Paraguay; and (ii) strengthening the technical capacity of national institutions to adapt and execute the *Ciudad Mujer* model. The construction and implementation of the first CMC will be fully financed by the Government of Paraguay. A site for the center has already been identified in the municipality of *Villa Elisa* in the Greater *Asunción* area.
 - 2.11 The program is consistent with the Bank's Strategy for Social Policy for Equity and Productivity (GN-2588-4)⁵ the Gender and Diversity Sector Framework Document (OP-2014)⁶, and will contribute to the IDB-9 (AB-2764) priority for poverty reduction. The IDB Country Strategy with Paraguay, 2014 – 2018 (GN-2769) identifies gender as one of the two crosscutting areas of action (par. 3.37), and it specifically identifies the support of the Bank in the areas of economic empowerment of women, violence against women and maternal mortality. In addition, the project is consistent with the objectives of the JSF as it directs financial and technical efforts to support the formulation of a new strategic

⁴ Ramírez, Antonieta (2014). *Empoderamiento de las Mujeres y Atención Integral e Integrada en Ciudad Mujer. El Salvador: BID. Documento de trabajo*, IDBDOCS#39541448.

⁵ Par 119-121 define women's economic opportunities, reproductive health and violence against women as policy priorities.

⁶ Par. 5.12 identifies the development of one-stop-shop model as a line of action of the fourth dimension of success.

delivery of essential services for women and contributes to the Knowledge Management Component of the JSF. Project objectives and activities have been consulted with officials from the Embassy of Japan and the Japan International Cooperation Agency (JICA) in Asuncion, Paraguay.

III. DESCRIPTION OF ACTIVITIES

- 3.1 **Component 1. Design of a *Ciudad Mujer* Model for Paraguay.** The objective of this component is to conduct a diagnostic study to identify the needs of Paraguayan women for services, as well as the institutions which could potentially offer these services in the area selected for the CMC in Paraguay. Based on the needs identified in the diagnostic study and taking into account the adaptation of service delivery to local needs, particularly for the Guaraní population, the component will design the service modules to be integrated in the CMC. The component will also finance the preparation of the architectural blueprints for the construction of the CMC that will take into consideration women's needs and the design of the modules, as well as the corresponding environmental studies. The component will finance: (i) a diagnostic study; (ii) the design of the service modules, including the preparation of their corresponding protocols and manuals; (iii) the design of the core functions of reception, registration, orientation, identification, management and referral of special cases; (iv) the design of inter-institutional management of the CMC, as well as monitoring and evaluation procedures; (v) the design of the training program for personnel assigned to the CMC; this training program must develop a unified service standard that incorporates a gender and human rights perspective; and (vi) the architectural design for the construction of the CCM, including a socio-environmental study of the selected site.
- 3.2 **Component 2. Institutional Strengthening for Program Implementation.** The objective of this component is to support the Women's Ministry to run and manage the CMC. The component will finance: (i) the design of the construction specifications required for the construction procurement process (note that the construction itself will be financed by the government); (ii) the design of a financial sustainability plan for the first 5 years of the CMC; (iii) the design of the information system and the monitoring and evaluation system, including the development of the matrix of indicators; (iv) a risk analysis and cost-benefit studies; (v) the implementation of the staff training program and publication of training materials; (vi) an internship program in CM El Salvador for the directors of the services modules in *Ciudad Mujer*; (vii) the hiring of an institutional capacity senior specialist to provide technical support to the project coordinator (the coordinator will be financed with counterpart resources); and (viii) the design of a communication strategy for the launching, implementation and operation of the program.

INDICATIVE RESULTS MATRIX

Indicators	Unit	Base line	Final target	Year	Source of information
Expected Result					
A <i>Ciudad Mujer</i> Center designed and in operation in Paraguay	Ciudad Mujer Center	0	1	2017	Physical evidence and reports
Component 1. Design of a <i>Ciudad Mujer</i> Model for Paraguay					
Women's needs assessment and analysis of service supply study completed	Study	0	1	2016	Project reports
Sexual and reproductive health module designed	Study	0	1	2016	Project reports
Economic autonomy module designed	Study	0	1	2016	Project reports
Service module for women survivors of violence designed	Study	0	1	2016	Project reports
Community education module designed	Study	0	1	2017	Project reports
Child care module designed	Study	0	1	2016	Project reports
Adolescents program designed	Study	0	1	2016	Project reports
Central functions (reception, registration, orientation, follow-up and case management) designed	Study	0	1	2016	Project reports
Inter-institutional management of the CMC designed	Study	0	1	2016	Project reports
Staff training program designed	Training program	0	1	2017	Project reports
Architectural blue-print designed	Study	0	1	2016	Project reports
Social and environmental analysis completed	Study	0	1	2016	Project reports
Component 2. Institutional Strengthening for Program Implementation					
Construction procurement processes developed	Procurement process	0	1	2016	Project reports
Financial sustainability Plan for <i>Ciudad Mujer</i> developed	Study	0	1	2017	Project reports
Information system, monitoring and evaluation system designed	Study	0	1	2016	Project reports
Institutional analysis developed	Study	0	1	2016	Project reports
Cost-benefit analysis developed	Study	0	1	2017	Project reports
Staff trained	Staff	0	80	2017	Project reports
Training materials printed	Training materials	0	100	2017	Project reports
Module directors of CMC trained in <i>Ciudad Mujer</i> El Salvador	Module directors	0	10	2017	Project reports
Communication strategy designed	Study	0	1	2016	Project reports

INDICATIVE BUDGET (US\$)

Component and Activities	IDB (JSF)	Counterpart ⁷	TOTAL
Component 1. Design of a <i>Ciudad Mujer</i> Model for Paraguay	\$241,000	\$0	\$241,000
Component 2. Institutional Strengthening for Program Implementation	\$346,700	\$0	\$346,700
Project Management and Support	\$26,000	\$154,000	\$180,000
Contingencies	\$32,300	\$0	\$32,300
Total	\$646,000	\$154,000	\$800,000

⁷ In-kind.

- 3.3 In addition to the in-kind support provided by this operation, the Government of Paraguay will provide the resources for the construction and equipment of a CCM. A construction site in the Villa Elisa municipality, Gran Asuncion, has already been identified for this purpose. Additionally, the participating institutions in *Ciudad Mujer* will finance the personnel and current expenditures associated with the services provided by them. These expenditures will be reflected in their annual allocated budget. The TC will finance a financial sustainability plan (§3.2) for the first 5 years of operation.

IV. EXECUTING AGENCY AND EXECUTION STRUCTURE

- 4.1 As requested by the Finance Ministry in Paraguay, the operation will be executed by the Bank in coordination with the Ministry of Women, the institution designated to lead the design and implementation of the CMC in Paraguay. The requesting letter is included as Annex I.
- 4.2 The technical responsibility will correspond to SCL/GDI; the Project Team Leader (SCL/GDI) will conduct this effort. CSC/CPR will be responsible for disbursements; the Operations Analyst and the Fiduciary Procurement Senior Specialist will support in this regard. The technical cooperation includes resources to cover the logistical support needed to conduct the activities of this TC.

V. PROJECT RISKS AND ISSUES

- 5.1 The main challenge for the design and implementation of the *Ciudad Mujer* model lies in establishing a sound management system and effective interagency coordination during the design, construction and operation phases, in order to achieve sustainability of the results of the TC operation.
- 5.2 To facilitate the process, the Government of Paraguay has created a *Ciudad Mujer* Management Unit in the Women's Ministry that will be in charge of overseeing the activities leading to the design, construction and operation of the CCM, and will be contributing counterpart resources to this objective. The Social Cabinet of the Paraguayan Government, that includes the most important service providing ministries for CCM, will facilitate inter-institutional coordination. This TC includes funds to build a management model for the operation of the CCM and strengthen the participating entities to enable them to implement the model.
- 5.3 **Procurement.** The Bank will contract individual consultants, consulting firms and non-consulting services in accordance with the Bank's procurement policies and procedures.
- 5.4 Sustainability of the results of this TC will be achieved by the high quality of the technical studies and program design produced. The Government of Paraguay is committed to inaugurate a CMC using the deliverables of this TC. In order to sustain the efforts towards an execution of a CMC, the institutional capacity senior specialist hired with resources of this TC will provide technical support throughout the project, covering the program design phase—expected to last up to one year—and the construction and implementation phases, which will be fully financed by the government of Paraguay.

VI. EXCEPTIONS TO BANK POLICIES

6.1 None.

VII. ENVIRONMENTAL AND SOCIAL CLASSIFICATION

6.2 In accordance with the Environment and Safeguards Compliance Policy (OP-703), this TC has been classified under [Category C](#), indicating that there are no environmental and social risks associated to this operation. The TC mostly finances studies for the design of a *Ciudad Mujer* project in Paraguay.

Required Annexes:

[Annex I. Request from the Client](#)

[Annex II. Terms of Reference](#)

[Annex III. Procurement Plan](#)

November 23, 2015

SUPPORT FOR THE CREATION OF A CIUDAD MUJER (WOMEN'S CITY) PROGRAM IN PARAGUAY

PR-T1196

CERTIFICATION

I hereby certify that this operation was approved for financing under Japan Special Fund (JSF) through a communication dated September 2, 2015 and signed by Mr. Eimon Ueda, Executive Director for Croatia, Japan, Korea, Portugal, Slovenia and United Kingdom. Also, I certify that resources from said fund are available for up to US\$646,000 in order to finance the activities described and budgeted in this document. This certification reserves resources for the referenced project for a period of four (4) calendar months counted from the date of eligibility from the funding source. If the project is not approved by the IDB within that period, the reserve of resources will be cancelled, except in the case a new certification is granted. The commitment and disbursement of these resources shall be made only by the Bank in US dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except in the case of local consultants working in their own borrowing member country who shall have their remuneration defined and paid in the currency of such country. No resources of the Fund shall be made available to cover amounts greater than the amount certified herein above for the implementation of this operation. Amounts greater than the certified amount may arise from commitments on contracts denominated in a currency other than the Fund currency, resulting in currency exchange rate differences, for which the Fund is not at risk.

Sonia M. Rivera
Chief
Grants and Co-financing Management Unit
ORP/GCM

Date

APPROVAL

Approved:

Andrew Morrison
Division Chief
Gender and Diversity Division
SCL/GDI

Date