



Gender Mainstreaming in Programs and Projects in the Governance Sector

A methodological proposal based on the experience of the
Modernization of the State and Democratic Participation
Program in Peru

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Presentation

Women are employed to a disproportionate degree in the informal sector, where they receive no social benefits or security.

Women make slow gains in the political sphere, but primarily with the help of quotas and other specific measures.

Millennium Objectives. Report 2010

United Nations

These recent statements indicate that some progress has been made, but much is yet to be done on the long road to establishing equal opportunities for men and women, which is one of the eight Millennium Development Goals (MDG). Accomplishing the autonomy of women both in their private and public lives is one of the prerequisites of effective gender equality and equal citizenship.

Over the last few years, a series of international agreements have been established which reflect the importance of the issue on the political agenda.¹ Germany's Federal Ministry of Economic Cooperation and Development (BMZ) has responded to this importance drawing up its Gender Action Plan 2009-2012, which covers all German development cooperation efforts and is based on a dual focus to achieve gender equality. This dual focus concentrates both on empowering women and gender mainstreaming, that is, a systematic integration of the gender focus in the political area and in all development cooperation efforts.² In its Gender Strategy 2010 - 2014, GIZ³ has also integrated the dual focus concept in its objectives. These objectives include full gender mainstreaming in technical cooperation measures, an extension of the portfolio of programs and projects whose main purpose is to promote gender equity, and, as a third element, the guarantee of gender equity in the workplace.⁴

1 Among others: Convention on the Elimination of all Forms of Discrimination against Women (1979); Beijing Action Platform (1995); UN Resolution 1325 on Women, Peace and Security (2000) and UN Resolution 1820 on Sexual Violence against Civilians in Conflict Situations (2008).

2 FEDERAL MINISTRY OF ECONOMIC COOPERATION AND DEVELOPMENT (2009), p. 6.

3 The activities described below and the publications that have been cited were developed by the executing unit of German Development Cooperation, which was previously known as GTZ. Due to the change in the institution's name, references will be made to GIZ publications throughout the document.

4 GIZ (2010b), pgs. 4-5.

To meet the first objective, it is necessary to conduct previous gender analyses. Gender analysis identifies gender relations in the context of the central problem the development measure responds to and attempts to determine how this will contribute to gender equality in the partner country.

To ensure the viability of efforts to implement the gender strategy, the GIZ Asia/Pacific, Latin America/Caribbean Regional Department financed several in-depth gender studies as pilot projects to acquire experience by applying different methodologies. In this framework, a gender project was executed in the Program “Modernization of the State and Democratic Participation” in Peru. The purpose of this effort was to formulate and apply a methodology that included tools for gender analysis and to incorporate the gender focus in certain advisory lines of the program. This experience was supposed to constitute a “good practice” to develop gender analysis and facilitate the inclusion of the gender focus in other projects and programs conducted in the governance sector.

This document has two main sections which report on the results of the aforementioned project. The first section is an introduction to the topic and reflects its importance while demonstrating gender inequalities in the governance sector. It also presents a methodology to incorporate a gender focus in the advisory lines of the programs or projects that operate in this sector based on gender analysis tools. After briefly describing the program and its status in terms of gender prior to the application of the methodology, the second section discusses the process and the results of applying said methodology for the analysis and incorporation of the gender focus in the Program “Modernization of the State and Democratic Participation”. Furthermore, recommendations are formulated with regard to the sustainability of the elaborated products.

The results documented in this publication would not have been possible without the experience and in-depth knowledge of Maria Amelia Trigo and Laura Soria from Societas Consultora de Análisis Social, who developed the methodology. We would also like to thank Constanza Calamera, who supported Laura Soria, in facilitating the application of the methodology in the components of the program. Our special thanks goes to the directors of the Asia/Pacific, Latin America/Caribbean Regional Department for giving us the opportunity to execute the project, and to the colleagues at the head office, who made valuable contributions. It is important to point out that the entire team worked hard to execute the project, and I would like to give special thanks to the advisors who coordinated the project and facilitated its implementation and to the colleague from the administrative area. In many cases, they worked long past closing time on the activities considered in the project.

Finally, although the challenge is significant, we hope this experience will help us take a few more steps on our way towards achieving gender equality.

Hartmut Paulsen

Director of the Program “Modernization of the State and Democratic Participation”

Section One

Chapter 1

Gender and Governance

Conceptual elements of the gender focus

The concept of gender has been widely discussed and all of its readings coincide in affirming its social and cultural character.

In GIZ's institutional framework, **gender** is understood as the set of roles, relations and distribution of power between men and women. These roles are built socially and learned individually. Additionally, the roles in question are not neutral and are instead associated with different options, rights and decision-making mandates, which in most cases are disadvantageous to women. Unlike biological gender, social gender varies both intra- and inter-culturally and is modifiable by nature.⁵

In this sense, gender analysis is a tool and a systematic manner of examining men's and women's roles and relations in development as well as the different impacts of development on men and women. In essence, gender analysis allows us to ask "who"; that is, who does what; who has access to and control over what; who benefits from what or who decides what. The answers to these questions help us identify the different relations between individuals of both genders as well as different age groups, social classes, religions, ethnic groups and castes.

For this reason, gender analyses contain information differentiated by sex, especially about inequalities in population groups as well as relevant socio-economic and cultural

factors. The objective is to generate evidence to help us understand that socially determined skills and tasks that have been assigned to men and women tend to generate unequal access to resources.

Understanding the differences between men and women in a specific population, as well as determining the way roles in a society are assigned based on gender, is necessary to precisely evaluate the consequences and the possibility of success of sustainable development efforts. This is particularly important as these activities often imply a change in the way of accessing specific products and benefits. For example, if we find answers to the following questions on the resources or products collected by local communities:

- Who collects these resources?
- How do they do it?
- Why?
- How are the resources controlled, managed and used, and who is in charge of this?

it is possible to better understand the effects on men and women from the point of origin. In this way we can ensure that policy- and decision-makers specifically direct assistance and support to vulnerable groups and conceive these policies and decisions with the objective of achieving gender equality to the benefit of all men, women and children of this society.

5 GIZ (2010a), p. 5.

In essence, **gender analysis** is the gathering and systematic analysis of information and data on differences regarding gender and social relations to identify, understand and correct gender inequalities as well as the specific problems, aspirations and potentials of women and men. The most important aspects of this analysis are:

- The division of labor.
- Access to and control over resources.
- Political decision-making processes.

A gender analysis is crucial for each program so that women and men can equally participate in and benefit from development processes while guaranteeing their effectiveness and sustainability.⁶

It is important to point out that these concepts are part of the **Gender Focus in Development (GED)** developed in the 1990s. This focus is precisely aimed at mainstreaming these concepts in the development process and promoting a search for opportunities to improve redistribution and gender equality in development programs and projects.

Gender inequalities in the governance sector

The need for gender equality increasingly expands towards all areas of the state and the public policies designed there, for which there are several fundamental reasons.

On the one hand, it is worth pointing out that the public and the private spheres cannot be seen as two separate worlds. Gender inequalities tend to be considered a private issue not subject to state intervention.

Nevertheless, a series of public policies (housing, social security, education, etc.) have a crucial impact on the private sphere and shape the relations that are established between the members of the family and the household; and on the other hand, relations in the workplace and in politics are shaped by inequalities of sexual power. Thus, political equality between men and women must include substantial changes in the domestic sphere.

On the other hand, to permit free personal development and to reach the threshold which allows both men and women to exercise their citizens' rights, the state assumes and must assume the main role in setting the conditions which ensure this exercise. Therefore, the incorporation of the gender focus should be seen as an opportunity to improve the state's actions through better service delivery and the formulation of equitable programs and projects. This means that the starting point must be a gender analysis which makes gender inequalities visible so that the differentiated participation in the costs and benefits of development can be determined on this basis. If this is not the case, public policies may even contribute to increasing those differences. Thus, the application of a gender analysis in order to incorporate the gender focus in the formulation and execution of public policies must:

- Improve the understanding of social, economic and cultural processes.
- Increase efficiency and transparency.
- Improve the redistribution of resources and opportunities.
- Promote citizen participation.
- Help strengthen democracy.

6 GIZ (2009), p. 122.

In concrete terms, efforts to promote public policies oriented at achieving equitable citizenship arouse the following questions:

- How can we incorporate the gender focus in measures aiming at improving state actions?
- How can we conduct a gender analysis based on principles of transparency, efficacy and efficiency, democratic inclusion and state subsidiarity?
- Is it possible to do it in each of them?

Next, we will discuss a number of ways to initiate a gender analysis on priority issues in the framework of governance.

For example, if we want to examine the relation between **gender and corruption**, we can ask:

- What role does gender play in the workings of the state bureaucracy?⁷
- To what extent do men and women engage in corrupt actions when carrying out public functions?
- Does corruption affect programs or policies which benefit women in particular?

In studies on perceptions of gender and corruption in Argentina (ROMER, 2007), women denounced criminal acts more frequently than men. Nevertheless, their complaints are taken less seriously than those lodged by their male counterparts.

On the other hand, if we contemplate the term “corruption” in more complex terms, we will stop associating it exclusively with embezzlement and illicit enrichment.⁸ According to Transparency International, corruption is defined as “abusing public

office for private benefit.” Incorporating gender analysis in studies on corruption also requires us to revise the concepts we have been working with and, in this case, take into account that many acts or omissions are not considered forms of corruption. One of these invisible manifestations of corruption is sexual harassment. In fact, harassment is a generalized mode of corruption which does not necessarily occur in the state’s big business dealings such as tenders, but in daily life and between the ordinary citizen and the public servant. (BARRANTES, 2008).

- Why has sexual harassment not been considered an act of corruption?
- Isn’t it an abuse of public functions for private benefits?

Although the majority of governments have expressed their commitment to achieving the gender equality goals, this is not always reflected in **public budgets**. Since the mid-1980s, some governments have implemented gender-sensitive budget initiatives. These initiatives are directed at “analyzing any form of public spending or mechanisms of collecting public funds from a gender perspective, identifying the consequences and impact on women and girls in comparison to men and boys.”⁹ In concrete terms, these efforts are directed at measuring the impact a fiscal measure has on gender equality:

Does it reduce or increase gender equality, or doesn’t it cause any change in this respect?

In this sense and based on previous experiences, progress has been made in the development of methodological guides, instruments and tools that contribute to implementing a gender focus in public budgets. One of the main conclusions we can draw from

7 ROMER. (2007).

8 BARRANTES/JIMÉNEZ (2008).

9 ELSON (2002).

all these experiences is that there is no single way of conducting this gender analysis in public budgets. This means there is no single focus or model for gender-sensitive budgeting. This type of analysis can be applied in the area of local, regional or national governments, within government bodies or come from civil society organizations, among other options.

It is important to keep in mind that budgets are not gender-neutral. National budgets generally fail to contemplate the different roles, responsibilities and capacities of men and women, which are determined socially.¹⁰

With regard to **transparency and access to information**, one can ask:

- What is the digital gender gap in the partner country like?
- Do women receive information (individually) or through women's networks (collectively)?

The report on E-Commerce and Development (UN, 2003) indicates that in Latin America, in the period between 2001 and 2002, the number of users grew by 35%. Thirty-eight percent (38%) of these users were women.¹¹ The majority of these women can read and write, have reached a certain level of education and have buying power; this marks the difference between women who have access to infrastructure and the education necessary to take advantage of information, and poorer women who have no access to this information.

The use of Information and Communications Technology (ICT) is substantial for women's

networks. Women are not only ICT users and consumers (individually), but also organized players (collectively) who attempt to participate in political and decision-making processes. Organized women can use ICT to push governments to include information on women's rights in their online initiatives, to provide data differentiated by gender, and to facilitate access to ICT for disadvantaged women.¹²

Have we ever asked ourselves what type of information female users of online information might need?

In terms of access to information, and based on cultural, geographic and gender differences, it is also worth asking:

- How accessible is information to women in remote areas, who, according to the last National Census of Population and Housing in 2007, report higher levels of illiteracy and monolingualism than men?¹³
- Is the situation the same in the partner country?
- What communication mechanisms do the sub-national governments use to provide women with the same information on local and regional administration that is available in other media (online, for example)?

In conclusion, it is important to remember that public policies are not gender-blind and that gender analysis is a pre-requisite to orient state action at equitable and thus sustainable development.

10 BUDLENDER/SHARP (1998).

11 This figure is relatively high. In the European Union, 25% are women; in Russia, 19%; in Japan, 18% and in the Middle East, 4% (ILO, 2001).

12 VILARDO (2008).

13 In the Peruvian population aged 15 and above, 32.7% of the women whose maternal language is Ashaninka are illiterate (versus 20.7% of the men); 31.1% of Quecha women (versus 9.9% of men) and 22.3% of Aymara women (versus 6.1% of men); in the case of other native languages- of ethnic groups in the Amazon— 27.7% of the women are illiterate versus 11.7% of men. These percentages strongly contrast with illiteracy levels among women whose maternal language is Spanish (6.8%) as well as the levels reported for men in this group (2.7%).

Chapter 2

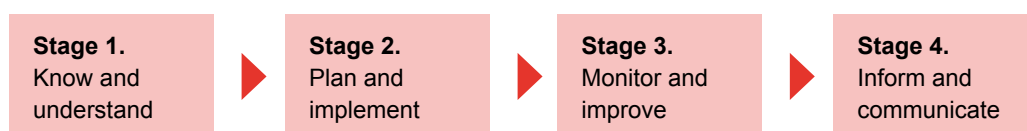
Methodology to conduct a Gender Analysis and incorporate a Gender Focus in the Advisory Lines of Programs and Projects in the Governance Sector

This methodology¹⁴ is aimed at contributing to the implementation of GIZ's Gender Strategy 2010-2014 in programs and projects in the governance sector and in particular at gender mainstreaming in its advisory lines¹⁵. This methodology must be applied in consensus

with the partners to ensure that the products obtained are sustainable.

Four main stages have been defined to incorporate a gender focus based on gender analysis:

Figure 1: Stages of the methodology for gender analysis and the incorporation of the gender focus in advisory lines of programs and projects in the governance sector.



- **Stage 1. Know and understand.** The objective is to identify existing gender gaps associated with the problem targeted by the advisory line selected.
- **Stage 2. Plan and implement.** Seeks to define the activities that need to be implemented to achieve the results proposed in the advisory line selected for a gender focus; these actions should be organized in a logical sequence.
- **Stage 3. Monitor and improve** This stage intends to: (i) measure progress made in terms of the commitments proposed for gender issues; (ii) ensure that the advisory line promotes equality in terms of gender and finally, (iii) make sure that any adverse impacts do not affect men or women disproportionately.
- **Stage 4. Inform and communicate.** The objective is to report on the progress obtained in including the gender focus in advisory lines to GIZ programs and projects, partners and key players.

¹⁴ Developed based on a review by ILO - DELNET. (2005 - 2006).

¹⁵ It is important to point out that the procedures set forth in this methodology are applicable to both advisory lines that are already established in the components and to efforts to design a new advisory line with a gender focus.

In the following, we will describe the main components of each of the stages in detail: (i) objective(s) of this stage (ii) steps to follow in each of the stages to achieve the proposed results. At the end of each stage, you will find a table with a summary of the corresponding steps, instruments and products to be developed.

Stage 1. Know and understand

The objective of this stage is to identify existing gender gaps related to the issue addressed by the selected advisory line, that is, to conduct a gender analysis. This entails visualizing women and men as part of a target population¹⁶ and pointing out possible situations of inequality between them. This section is supposed to allow us to use a differentiated focus on men's and women's roles, responsibilities, needs and opportunities and their relations with regard to the central issue addressed by the advisory line.

For this purpose, it is important to have quantitative and qualitative information that describes the situation in this sphere of action and allows us to identify the target population's needs so that we can define the lines of action to be taken in the next step, which should be directed at overcoming the causes of gender problems.

One of the fundamental requirements to conduct a diagnosis from a gender perspective is to have information disaggregated by sex. This information can be obtained from reliable sources, including administrative registries, surveys, census, anthropological studies or expert opinions that provide a basis to identify the situation of men and women in the different areas in which a governance program or project acts. It is recommendable to use existing sources of information to minimize the cost and time needed to gather data. If no reliable data is available, studies based on standardized methods and surveys can be conducted with other donors, counterparts and national institutions.

Objective

The existing gender gaps related to the issue addressed by the selected advisory line have been identified.

Step 1

Select the advisory line to conduct the gender analysis¹⁷

How? Schedule a workshop with advisors for the component or project to generate a joint response to the questions in **Instrument N° 1: The matrix to identify the viability of gender analysis in the advisory lines implemented by the component or project:**

¹⁶ It is important to emphasize that the "target population" refers to the segment the advisory line is aiming at, irrespective of whether it consists of citizens or state institutions.

¹⁷ One or various advisory lines can be selected, depending on the results obtained while applying Instrument N° 1.

Advisory line (1)	What is the main problem this advisory line seeks to address? (2)	How is inequality between men and women expressed in the problem addressed by the advisory line? (3)	Is the counterpart willing to apply a gender analysis? (4)	What are the human, financial and logistic resources the project or component has or should have at its disposal to implement a gender analysis in this advisory line, taking into account the answers to the previous questions? (5)
Guiding questions	<p>This initial point is important for the execution of the subsequent actions. Once this is determined the gender analysis can begin.</p>	<p>With regard to the problem at hand: Is it possible to recognize specific needs of men and women?</p> <p>Are these specific needs being met to contribute to solving the problem? How?</p> <p>Are there specific gender barriers in place that impede efforts to meet these needs in an equitable way?</p> <p>Which are the effects the solution to this problem might have on men and women in different ways? That is, will the solution exacerbate the conditions of one group of the population in particular?</p> <p>Is the solution based on the real needs of men and women?</p>	<p>Is gender equality an objective of the institution? Are women a specific target group?</p> <p>Are men and women equally represented in the corresponding area / at the management level?</p> <p>Do women and men have the same responsibilities?</p> <p>Is the counterpart's staff familiar with legal norms on equality between men and women?</p> <p>Is there sufficient awareness among the counterpart's staff to respond to an advisory line that includes a gender focus?</p> <p>Are specific resources allocated to adjusting the institutional processes to the requirements of the incorporation of gender (personnel training, collection of data differentiated by gender, hiring advisors, adapting planning instruments, monitoring, among others)?</p>	<p>What will be the profile of the staff needed?</p> <p>What training topics must be covered with the staff?</p> <p>Will an additional or specific budget be needed?</p> <p>What kind of specific consultancy is needed?</p>

The result of this step should be **Product N° 1:** *A report of the component or project that justifies the selection of the advisory line considered a priority for the conduction of a gender analysis.*

Step 2

Complement the information on gender in the selected advisory line

How? Review and analyze specialized bibliography on gender regarding the problem addressed by the selected advisory line. This will be done by the “gender antenna.”¹⁸ The information that is collected will be systematized in **Instrument N° 2: Matrix of specific findings on gender related to the problem addressed by the selected advisory line:**

Problem	Specific findings by gender
	The “specific findings by gender” must be backed by a reliable bibliography and can provide quantitative and qualitative information or data on concrete experiences in specific situations that are considered good practices from which lessons can be learned regarding the issue or problem addressed by the advisory line.
Example: Access to identity	<ul style="list-style-type: none"> • % of women who don't have an ID • The female participants in the focus group believe that women with IDs have access to other resources such as loans, land etc. • % of increase in the number of women who register their children's births in civil registries.

The result of this step will be **Product N° 2:** *A summary of the bibliographic review of complementary information.*

Step 3

Present the results of the gender analysis in the selected advisory line

How? At a workshop with the members of the component or project team, an external consultant will present the results of a

gender analysis related to the problem addressed by the selected advisory line or will explain the use of tools which might be useful in the development of the line. The “gender antenna” will present the results obtained in the bibliographic review developed in **step 2**. At this workshop, the information will be presented systematically in **Instrument No. 3: Summary of the results of a gender analysis in the selected advisory line.**

18 Member of the component or project team that has been assigned responsibility for promoting gender analysis.

Problem to be solved (answers to the questions in columns 2 and 3 of Instrument N° 1)	Situation of women	Situation of men
Detailed description of the problem that the component or project has identified and targeted for intervention. The initial problem description will have undergone some changes, as the different situations of men and women have been made visible.	Detailed description of the situation of women in terms of the problem identified (access to information, political participation, among others).	Detailed description of the situation of men in terms of the problem identified (access to information, political participation, among others).

The result of this step will be **Product N° 3: Results of the gender analysis in the selected advisory line.**

Summary of Stage 1: Know and understand

Step	Instrument	Product
Step 1: Select an advisory line on which to conduct gender analysis.	Instrument N° 1: Matrix to identify the viability of a gender analysis in the advisory lines implemented by the component or project.	Product N° 1: Report on the component or project that justifies the selection of an advisory line considered a priority for the conduction of a gender analysis.
Step 2: Complement the information on gender in the selected advisory line.	Instrument N° 2: Matrix of the specific findings by gender related to the problem addressed by the selected advisory line.	Product N° 2: Summary of the bibliographic review of complementary information.
Step 3: Present the results of the gender analysis for the selected advisory line.	Instrument N° 3: Summary of the results of the gender analysis for the selected advisory line.	Product N° 3: Results of the gender analysis in the selected advisory line.

Stage 2. Plan and implement

This stage will define the activities that are needed to achieve the results proposed in the advisory line selected for the gender focus. These actions will be organized in a logical sequence based on the chains of results developed for each advisory line. At this point, we should ask the following questions: Does the advisory line seek to improve the condition and position of the individuals - whether men or women - affected by the gender gap that has been identified? Is it possible to identify any direct or indirect results of changes in the gender relations? Is it possible to identify any direct or indirect results in terms of autonomy, “empowerment”, visibility or valorization of women or men, if applicable? Etc.

Objective

The results chain with a gender focus has been elaborated for the selected advisory line.

Step 4

Elaborate the results chain with a gender focus for the selected advisory line.

How? Answer the questions provided below to formulate each of the stages of the results chain by using **Instrument N° 4: Matrix to develop a results chain with a gender focus for the selected advisory line**. Please be aware that this instrument in particular must be applied together with the partner, or that a consensus must be reached with the partner on this issue afterwards.

Advisory line:	
Elements of the results chain	Questions
Indirect result	Do the actions in the advisory line have an impact on strategic aspects (position of women) if inequalities to the detriment of women have become evident? (increasing their participation in decision making, their development opportunities and their empowerment)
Direct result	<p>Does the advisory line generate certain levels of organization, participation and autonomy for women?</p> <p>Do the results lead to more equity in the relations between men and women?</p> <p>Has the advisory line achieved a more equitable distribution of public space or public finances among men and women?</p> <p>Do men and women benefit equally from the change generated by the use of the product?</p> <p>Are the changes generated by the use of the product monitored and evaluated separately?</p>
Product use	Does using this product change the work routines of men and women by equal measure?
Products	Do the studies/diagnosis take into account dimensions, variables and indicators separately by sex?

Elements of the results chain	Questions
	<p>Are the training programs in the advisory line designed in such a way that they take into consideration the differentiated training needs of men and women?</p> <p>Are the training materials suitable in terms of age, culture and topic?</p> <p>Have adequate hours and dates for training been selected?</p> <p>If printed or visual materials are considered for publication, will everything be checked to eliminate sexist language?</p> <p>Are norms built in a way that reduces inequality between men and women? Will these norms have a differentiated - positive or negative - impact on men and women?</p> <p>Do monitoring systems collect data which monitor the project progress in a participative and gender-sensitive way? How is this data used?</p> <p>If a particular methodology is considered, is it appropriate for achieving a fair distribution of responsibilities and decision-making capacities between men and women?</p> <p>Have different levels of attention been established based on the women's personal characteristics (age, number and age of children, language, education levels, etc.)?</p>
Activities	<p>Do these activities aim at men and women sharing the benefits provided by the advisory line in an equitable and egalitarian way?</p> <p>Are the obstacles identified which men and women will encounter when participating in and benefiting from the advisory line?</p> <p>Has there been a search for strategies to overcome the obstacles to the participation of women and men in activities of the advisory line?</p> <p>Is training offered equally to men and women?</p> <p>Are both men and women expressly invited to participate in meetings?</p> <p>Is it necessary to define separate activities for men and women to ensure that their needs and interests are included in the program?</p> <p>Have specific activities been designed to reduce possible gender inequalities?</p>
Inputs	<p>The content of this column is the result of the answers to the questions in columns (4) and (5) of Instrument N° 1: Matrix to identify the viability of gender analysis in the advisory lines implemented by the component or project.</p>

The result of this stage is **Product N° 4: The results chain with a gender focus for the selected advisory line.**

Summary of Stage 2: Plan and implement

Step	Instrument	Product
Step 4: Develop a results chain with a gender focus for the advisory line selected.	Instrument N° 4: Matrix to develop a results chain with a gender focus for the selected advisory line.	Product N° 4: Results chain with a gender focus for the selected advisory line.

Stage 3. Monitor and improve

Monitoring consists in a continuous and systematic compilation of data to evaluate the progress of the measures and make changes and adjustments where it is appropriate. It is aimed at verifying the efficiency and efficacy of the execution of the activities and the use of the suggested resources. It also provides information on the fulfillment of activities and on how they have been developing, and recommends corrective measures to optimize the expected results.

Objectives

- Progress has been measured in terms of the commitments proposed for gender issues.

- It has been ensured that the selected advisory line promotes gender equality.
- It has been ensured that any adverse impact does not affect men or women disproportionately.

Step 5

Build gender indicators throughout the results chain for the selected advisory line

How? At a workshop, gender indicators will be formulated according to the criteria contained in **Instrument N° 5: Criteria to keep in mind when formulating gender indicators for the selected advisory line:**

Advisory line:		
Elements of the results chain	Description	Indicators
Indirect result		Indicators should be formulated in a clear, comprehensible and transparent way for the different players involved in the selected advisory line. They should also contain a baseline and include the sources of verification which will be used for follow-up. The indicators should also fulfill the following criteria:
Direct result		
Product use		
Products		
Activities		
Inputs		<p>Validity: The indicators must allow the generation of valid information. They must therefore present the phenomenon to be verified as precisely as possible.</p> <p>Measurability Must include units or variables of measurement (percentage, number, degree, level) to measure or verify the element in question.</p>

Advisory line:

Elements of the results chain	Description	Indicators
		<p>Relevance. Significant enough to reveal a larger reality and in line with the direct result of the chain of results.</p> <p>Timeliness. Make sure they provide information at the necessary intervals to facilitate timely decisions.</p> <p>Neutrality. They may not lead to premature interpretations. They may not contain numbers or terms which express a priori the direction (increase, decrease, improvement, etc.) of change. They must be restricted to indicating the presence or lack of the aspect or fact under observation.</p> <p>Gender sensitivity. The indicators must allow observing progress towards a reduction of gender gaps; this involves generating indicators that show changes in relations between men and women.</p>

step is Product N° 5: List of gender indicators in the selected advisory line.

development of the activities undertaken to meet the objectives.

Step 6

Monitor the fulfillment of planned actions

How? Monitoring is a permanent tool of program or project management whose main purpose is to give the executing team early indications about progress or obstacles in the

To ensure effective follow-up, it is necessary to define responsibilities at each level of the results chain as well as the periodicity, formats and methodology for the monitoring of the established gender indicators. Although follow-up on gender indicators should be an integral part of the monitoring of the program or project, it is also possible to use **Instrument N° 6: Monitoring Matrix**

Indicator	Current situation	Deviations	Probable cause of the deviation	Lessons and recommendations
	Are results being achieved within the established time frame?	Are we doing what we had planned? If not so, why not?	<p>What external elements have had a negative influence on the execution of the program or project?</p> <p>What internal elements have impeded action?</p>	

The result of this step is **Product N° 6: Monitoring report on the selected advisory line.**

Summary of Stage 3: Monitor and improve

Step	Instrument	Product
Step 5: Build gender indicators throughout the result chain of the selected advisory line.	Instrument N° 5: Criteria to keep in mind to formulate the gender indicators for the selected advisory line.	Product N° 5: List of gender indicators for the selected advisory line.
Step 6: Monitoring fulfillment of planned action.	Instrument N° 6: Monitoring matrix	Product N° 6: Monitoring report on the selected advisory line.

Stage 4. Inform and communicate

Whereas all of the previous stages have concentrated on selecting and developing an advisory line to conduct a gender analysis and incorporate a gender focus, the objective of this stage is to communicate the results of all of the previous stages to the entire program or project and its key players.

Objective

The program or project, the counterparts, other GIZ programs or projects and other key players

have been informed about the progress made on gender issues.

Step 7

Analyze the communication situation

How? A workshop will be held to identify the strengths, opportunities, weaknesses and threats of specific structures (organization and communication) to define the objectives of the communication strategy and the target group.

Instrument N° 7 is developed for this purpose:
List of questions to gather information on communication in the program or project:

Elements	Questions
Strengths	Does the program or project inform the public about the measures that are being adopted to address gender issues and about the results of these actions? Do the reports of the program or project provide differentiated data for key areas of performance?
Weaknesses	Is this information communicated to groups of interest in the community (men and women)? Does the program or project have the financial, human and material resources it needs to take advantage of opportunities to disseminate information on actions?
Opportunities	Do the counterparts or other key players show interest in learning more about actions aiming at equality between men and women?
Threats	Will the policies of the organization which favor the communication of institutional actions geared at reducing gender gaps be continued?

The result of this step is **Product N° 7: Results of the SWOT analysis of the communication efforts of the program or project.**

How? During a workshop, a work plan will be developed regarding the use of different communication channels. The result of this step is **Product N° 8: Work plan for the implementation of the communication strategy.**

Step 8

Develop and apply a communication strategy

Items	Description
Diagnosis	Summary of the main elements of the communication situation of the organization.
Design a communication strategy	<p>This section includes:</p> <ul style="list-style-type: none"> • Presentation. • Objectives and central points of the communication plan. • Defining audiences and segmentation. Answer to the question: Who do we want to reach? • Media plan and products. Answer to the question: Which media are we going to use to disseminate our information and message? • Schedule and budgets. Answer to the questions: How long will it take to do this? How much do these actions cost?
Development of products, pre-tests and reviews	Design and development of the products we will use: reports, publication of studies, systematizations, etc.
Execution and monitoring	Implementation of a communication strategy. Monitoring of actions.
Evaluation and feedback	Evaluation of strategy implementation and feedback information to improve actions.

Summary of Stage 4: Inform and communicate

Step	Instrument	Product
Step 7: Analyze the communication situation.	Instrument N° 7: List of questions to gather information on the communication situation in the program or project.	Product N° 7: Results of the SWOT Analysis for the communication of the program or project
Step 8: Develop and apply the communication strategy.		Product N° 8: Work plan for the implementation of the communication strategy.

Section two

Chapter 3

Gender in the Program “Modernization of the State and Democratic Participation”

Objectives, indicators and advisory lines of the Program “Modernization of the State and Democratic Participation”

The general objective of the Program “Modernization of the State and Democratic Participation” (henceforth called the Program) is to ensure that the “state’s actions are guided by principles of transparency, efficacy, democratic inclusion and subsidiarity and demonstrate significant improvement in these areas.” This program is composed of three central components: (i) strengthening the control and supervision of state actions; (ii) strengthening the state’s financial management to ensure that it is transparent and efficacious and (iii) support state reforms.

The following indicators have been defined for the third stage of the Program:

1. The number of users of at least three services which have been improved has been increased (in this case, in the areas of civil registries, tax collection/self-generated income, and fiscal management). Sources: annual reports of the National Registry for Identification and Civil Status (RENIEC), fiscal reports from the Ministry of Economy and Finance (MEF), annual reports from the Tax Administration Service (SAT), reports from the Ombudsman’s Office.

2. New procedures and methodologies are applied in 30% of the annual audits of the National Control System (SNC) in the provinces and districts of the selected regions (Cajamarca and Lambayeque). Sources: reports from the Comptroller’s Office.
3. At the sub-national level, the sub-national authorities have fulfilled legal requirements to assume decentralized responsibilities in selected areas of public finance policies (in this case, financial monitoring, spending policy, tax policy and budget policy). Sources: annual reports of the Parliamentary Commission for Decentralization, Comptroller’s reports.
4. At least two counterparts that participate in the program (MEF, the Ombudsman’s Office, the Comptroller of the Republic and RENIEC) have adapted at least one of the selected services from their range of functions to meet the needs of marginalized target groups (socially disadvantaged groups, indigenous populations). Sources: annual reports and evaluations of the Comptroller’s Office, the Ombudsman’s Office and RENIEC.

Each of the components develops different advisory lines for government offices. The following table summarizes the counterparts, objectives and indicators as well as the advisory lines of each of the components that make up the Program.

Component	Objective	Counterpart	Indicator	Advisory Lines
C1. Strengthen control and supervision of state actions	State bodies for control and supervision apply new and improved norms, procedures and information systems.	General Comptroller's Office of the Republic (CGR)	The CGR implements at least three new or improved procedures to conduct an efficient and complete audit of management based on the results of state action in the areas of public investment, social programs and the fight against corruption.	<p>Institutional strengthening of the CGR.</p> <p>Process improvement:</p> <p>Special reports.</p> <p>Control for result-based management.</p> <p>Monitoring of social program management.</p> <p>Internal control of public entities.</p> <p>National Information System for Public Works.</p>
		Ombudsman's Office (DP)	In at least five thematic areas, national and sub-national government bodies have implemented more than 30% of the recommendations of the Ombudsman's Office regarding the strengthening of citizens' rights and democratic inclusion as well as compliance with the legal regulations on equal rights for men and women.	<p>Strengthening of the actions of the Ombudsman's Office by monitoring its recommendations.</p> <p>Supervision of public policies with a focus on rights.</p> <p>Specific interventions:</p> <ul style="list-style-type: none"> • Climate change • Social conflicts
C2. Financial management at the state level	State players manage public finances in a transparent, result-oriented way.	Ministry of Economy and Finance (MEF) – Head Office for Public Budget (DGPP).	<p>25% increase in public budget allotments for Strategic Programs in the Result-Based Budget in the area of social policies.</p> <p>At least 15% of the Regional Governments and Local Governments use result-based budgeting for health, education and basic social services.</p>	<p>Methodologies to improve public budget management.</p> <p>Operations planning for strategic programs.</p> <p>Support for the DGPP in the coordination of the budget between different government levels</p>
		MEF – Head Office for Multi-Annual Planning (DGPM).		Methodologies to evaluate pre-investment studies.

Component	Objective	Counterpart	Indicator	Advisory Lines
C3. Support for state reforms	The state reform processes in the areas of public administration and social policy are based on principles of efficiency, coherence, transparency, and gender equality.	Presidency of The Council of Ministers (PCM) – Technical Secretariat of the Inter-Ministerial Commission for Social Affairs (ST-CIAS)	At least three social programs have implemented five of the recommendations of the PCM to increase a result-based orientation, coherence and gender equity.	Construction of a Monitoring System for Social Programs - SINAMEIS. Formulation of the Multi-Annual Social Framework (MSM). Formulation of a proposal for a One-Stop Window for Social Services (VUS).
		PCM – Secretariat for Public Management (SGP)	At least five public institutions have implemented the recommendations of the PCM; at least two of them refer to better access to information and three are related to making public administration more efficient.	Promotion of administrative simplification in public entities. Implementation of the Organic Law of the Executive Branch (LOPE). Reorganization of public entities of the executive branch in the framework of LOPE. (Planned) Application of the matrix of competences for the development of decentralized management processes. Improvement of transparency and access to information in public entities.

Status of the Program “Modernization of the State and Democratic Participation” in terms of gender issues

Part of the project whose results are documented in this publication consisted in conducting interviews with the program's staff and reviewing some of the program

documents. This section describes the results of these activities prior to the application of the methodology to analyze and incorporate a gender focus in the advisory lines of the program.

The interest in incorporating the gender focus in the Program reflects the fact that GIZ has prioritized this issue. This becomes evident in the abundant policy documentation that this entity has produced and disseminated on this topic, among which the Gender Strategy 2010-2014 stands out in particular. As far as the offering of the Program in its third phase

is concerned, the most concrete sign of this interest was the design of two indicators with elements of a gender focus:

- In at least five cases, national and sub-national offices have implemented more than 30% of the recommendations of the Ombudsman’s Office regarding the strengthening of citizens’ rights and democratic inclusion as well as compliance with legal norms on equal rights for men and women (indicator 2 of Component 1 of the Program).
- At least three social programs have implemented five of the recommendations made by the Presidency of the Council of Ministers (PCM) to increase a result-based orientation, coherence and gender equity (indicator 1 of Component 3 of the Program).

The explicit willingness of all components to incorporate a gender focus based on gender analysis in their advisory lines has confirmed the importance of this issue in the institutional framework. This is complemented by the political will demonstrated by the Program director.

Nevertheless, the majority of those interviewed agreed that a common gender concept had not been built or shared. In this sense, there was no agreement on what the Program understood by incorporation of the gender focus or by gender analysis. This might be due to the fact that training had been very specific and had failed to make the concept of gender operational in the daily workings of each component and, more specifically, in the advisory lines.

Some of the members of the Program indicated that the difficulties were exacerbated in cases in which the counterparts’ actions had a direct impact on public administration rather than on citizens. In other cases, the problem stemmed from the orientation or contents of the topics. The latter concern arose in various components, for example

with regard to internal control of public entities or the National Information System on Public Works, methodologies for the evaluation of pre-investment studies or the improvement of public budget management, to give just a few examples.

Concrete initiatives to incorporate gender in the Program’s previous stages were very specific and occurred at the counterpart’s request.

In any case, the Program’s gender focus was not institutionalized, because the advisors were focused on the topics they had been entrusted with in the context of the advisory lines they were in charge of, and their first concern was meeting the objectives that had been set for these issues. In this context, the majority of the interview respondents said that the time they invested in the incorporation of the gender focus was extra time in addition to the time they spent on their regular tasks. Besides, the program lacked necessary tools to allow the teams to:

- Evaluate where it was appropriate to incorporate the gender focus.
- Determine to what extent the gender focus had been incorporated: Is it simply used to identify the initial situation in terms of differences between men and women, based on the problem identified in the advisory line and to determine the effects on these differences (conducting a gender analysis), or does the incorporation of a gender focus also imply a contribution to promoting equal rights and opportunities for men and women within the area of the advisory lines, where a number of gender differences exist that the counterparts can tackle?
- Validate if the route taken is the correct one.

In addition to the aforementioned problems, the budget allotted for actions defined in this line was insufficient. It was clear that the gender focus was to be implemented in the program’s third phase, but the budget had not taken this

issue into account. In fact, it had even been reduced in comparison with the previous phases of the Program.

As far as the knowledge and experience in the area of gender issues among the experts of the Program is concerned, there were no advisors who were specialists in the field. Although it was clear that not all advisors were expected to acquire this competence and become specialists in this area, the majority of interview respondents expressed a certain degree of concern about this situation.

The members of the gender group —created in 2008—were not specialists in this area either, as they are the advisors of the very components which make up this group.¹⁹

With regard to the latter, it is important to point out that the initial stimulus the creation of the gender group gave to the Program in terms of the incorporation of gender issues was valuable in itself. Nevertheless, the group's actions were not part of the overall planning of the Program, so they merely provided information about the concept of gender and raised awareness of this issue.

Finally, apart from the advisors' concerns about making the gender focus operative in the components of the Program, the availability of time to dedicate to this task, the lack of budget and of a common language for gender analysis, there was no continuous training in the area and no monitoring system to follow up on compliance with transversal issues such as gender.

¹⁹ At the time that these interviews were conducted, this team was made up of one representative and his/her substitute per component and from the administrative area, the person in charge of knowledge monitoring and management of the Program, as well as the coordinator of the group.

Chapter 4

Development of a Gender Analysis and incorporation of the Gender Focus in the Advisory Lines of the Program “Modernization of the State and Democratic Participation”

This section is directed at describing the Program team’s efforts to apply stages 1, 2 and 3 of the methodology developed for the gender analysis and the subsequent incorporation of the gender focus in the advisory lines to be developed in the third phase.²⁰ This is meant to provide an example so that the methodology can be applied by other programs and projects in the governance sector. The process described below is the result of the work and internal effort of the Program team: active participation in workshops, participative identification of the main issues to be addressed, deskwork to elaborate summaries, etc. A subsequent step will be the discussion, modification and approval of the actions planned so far with the respective counterpart.

The application of the methodology was worked on together with each of the Program components. In every case, the consulting team that accompanied the Program in this process provided preliminary versions of the documents (workshop methodologies and programs, workshop minutes, partially developed instruments, proposals for

products, among others) to be reviewed, modified and approved by the component teams. On average, ten to twelve hours were dedicated to collective construction workshops in each of the components, which is why it is recommendable to plan the application of the methodology in advance. During the first workshops in **Stage 1: Know and understand**, all the members of each component team were present²¹ along with the person in charge of the selected advisory line.

Given the results achieved, we believe that this working method is well-suited to first build a common language for the gender focus in the team of the advisory line, which was considered necessary based on the interviews conducted before. Besides, this procedure helped determine gender inequalities in the topics and problems addressed by each component and strengthen the capacities of the people in charge of the advisory line and the “gender antenna” to conduct a gender analysis, focusing their work on an in-depth gender analysis in the selected advisory line.

20 Due to time limitations, the application of part of **Stage 3** of the methodology: **Monitor and improve** and of **Stage 4: Inform and communicate** is yet unfinished. Besides, in some cases, the gender focus was incorporated in one or several products, which can be considered the starting point for including a gender focus in an advisory line.

21 The representatives of each component in the gender group were appointed “gender antennas”.

The application process has resulted in three cases that serve as examples for other programs and projects in the governability sector. All of the following were formulated based on the respective gender analysis:

- **Incorporation of the gender focus in one of the products of an advisory line that is being executed:** Improving public budget management towards a result-based focus. Developed by **Component 2: Strengthening transparent and efficient financial management at the state level**.
- **Formulation of a new advisory line with a gender focus:** Incorporation of the gender focus in the operational planning, management and monitoring of social programs. Put into practice by **Component 3: Support for state reforms**.
- **Incorporation of the gender focus in two products of an advisory line that is being executed:** Guidelines for the formulation and follow-up of recommendations from the Ombudsman's Office, and an information and monitoring system for these recommendations. Put into practice by **Component 1: Strengthening of control and supervision of state action**.

Incorporation of the gender focus in a product of an advisory line that is being executed

As mentioned before, this example was developed by **Component 2: Strengthening**

transparent and efficient financial management at the state level. The counterpart for this action was the Ministry of Economy and Finance (MEF).

Stage 1. Know and understand

Step 1

Select an advisory line to conduct a gender analysis

The methodology of the first workshop focused on the collective elaboration of **Instrument N° 1: Matrix to identify the viability of gender analysis in the advisory lines implemented by the component or project**.

This process consisted in collectively responding to the questions of the respective matrix in each of the advisory lines. This task proved to be particularly arduous due to the exchange of ideas which initiated in the team. Topics, focuses and strategies for all members of the component became evident and commitments, objectives and expected results in each advisory line were reaffirmed.

The result of this process of collective reflection was a first sketch of the ways that the gender focus could be incorporated in each of the advisory lines. It is important to note that this sketch was based on the knowledge that the component team had at that point with regard to the gender inequalities in the context of the problem addressed by the advisory line. As will become obvious in the description of this case, this sketch improved gradually in the course of the process.

Instrument N° 1:

Matrix to determine the viability of a gender analysis in the advisory lines implemented by the project or component

Advisory line (1)	What is the main problem addressed by this advisory line? (2)	How do situations of inequality between men and women manifest themselves in the problem addressed by the advisory line? (3)	Is the counterpart partner willing to apply the gender analysis? (4)	What human, financial and logistic resources does the component or project have / need to implement the gender analysis in this advisory line, taking into account the answers to the previous questions? (5)
Sub-national tax collection	<p>Tax collection at the local government level is low.</p> <p>These entities are highly dependent on funds transferred from the central government.</p> <p>The objective is to improve the institutional capacities for local financial management.</p>	<p>This component has no information on the risks or benefits for each gender of actions linked to improving tax collection.</p> <p>The diagnostics conducted have not gathered information on situations of inequality between men and women.</p>	<p>The counterpart is the Ministry of Economy and Finance, specifically the Head Office for the Public Budget. This entity does not necessarily show resistance to the development of products with this focus.</p>	<p>There is one person in charge of this advisory line. It became evident that incorporating a gender focus in this advisory line would mean that the needs and requirements in terms of human, material and financial resources would vary according to the magnitude of the implementation of the gender focus.</p>
Design of instruments for transparency and access to information	<p>The information generated in this framework impedes the implementation of a result-based budget, which is not easily accessible to citizens or civil society institutions among others.</p>	<p>This component does not have any information on the demand for information differentiated by gender. It contemplates a particular type of user with knowledge of and access to internet.</p> <p>Discussions indicated that it would be appropriate to identify the need for information on the public budget in some sectors of civil society, for example women's organizations.</p>	<p>Different laws consider the need to work on the gender focus at the ministry level, which might be favorable to our work in this line.</p>	<p>One of the elements the component should strengthen will be the creation of strategic alliances with civil society, e.g. women's organizations. The objective is to identify their demands for information and the use of transparency instruments and access to information which are being elaborated.</p>

Advisory line (1)	What is the main problem addressed by this advisory line? (2)	How do situations of inequality between men and women manifest themselves in the problem addressed by the advisory line? (3)	Is the counterpart partner willing to apply the gender analysis? (4)	What human, financial and logistic resources does the component or project have / need to implement the gender analysis in this advisory line, taking into account the answers to the previous questions? (5)
Improvement of public budget management towards a result-based focus	It is necessary to improve the articulation and the methodological development of instruments with a result-based focus which are applied in the planning, execution, follow-up and evaluation stages of the budget cycle.	<p>There is no information differentiated by gender on the risks or benefits of the application of this methodology.</p> <p>After discussing this point, it was considered appropriate to conduct a more in-depth analysis based on a revision of the products of this line in the following areas: planning, follow-up, budget evaluation, strengthening of capacities and management incentives.</p> <p>Among other points, the advisory line provides consulting to the MEF and the sectors to design Strategic Programs for the Result-Based Budget.</p>	<p>The MEF apparently shows no resistance to developing this type of actions.</p> <p>The guidelines for half-year and annual budget evaluations stipulate that public entities must provide information on the resources used for gender issues.</p>	The incorporation of a gender focus in the actions of the advisory line will probably require hiring consultants (additional investment).
Articulating the budget between different government	It is necessary to develop mechanisms for the territorial articulation of the management of sub-national budgets.	No information is available on the differentiated impact on men and women of a budget management whose degree of territorial articulation continues to be low.	Different laws consider the need to work on the gender focus in the ministries, which might be favorable to the work in this line.	We foresee the need to hire consultants who are specialists on these issues.

Advisory line (1)	What is the main problem addressed by this advisory line? (2)	How do situations of inequality between men and women manifest themselves in the problem addressed by the advisory line? (3)	Is the counterpart partner willing to apply the gender analysis? (4)	What human, financial and logistic resources does the component or project have / need to implement the gender analysis in this advisory line, taking into account the answers to the previous questions? (5)
levels Evaluation of pre-investment studies	It is necessary to improve the guidelines for the evaluation of pre-investment studies conducted by the offices of investment projects.	The component does not have any information on benefits differentiated by gender considered by the authors of public investment projects in their diagnostics which form part of the pre-investment studies.	Different laws consider the need to work on the gender focus in the ministries, which might be favorable to the work in this line.	

At the end of this workshop, we selected the advisory line that demonstrated the highest potential in terms of incorporating a gender focus: *Improvement of public budget management with a result-based focus*. The reasons for this decision were the following:

- This advisory line addresses the budget in a comprehensive way (all phases of the budget cycle), which will allow us to analyze the incorporation of a gender focus starting with the design, planning and execution stages of a result-based budget program.
- This line will require the efforts and dedication of the entire component team.
- This line currently has the budget and human resources necessary for the development of actions planned in this context.
- This advisory line seeks to contribute to the allotment and execution of the public budget according to criteria of efficiency and equity, giving priority to articulated strategic

interventions with the greatest impact on the improvement of the citizens' well-being.

The workshop concluded with the appointment of the team members responsible for coordinating subsequent action: the gender antenna, the person in charge of the advisory line, and the gender group coordinator.

Step 2

Complement information on gender in the selected advisory line

The next step after selecting the advisory line *Improvement of public budget management with a result-based focus* was a process of gathering and analyzing information on inequalities between men and women in the context of the problem addressed by the line. This search was conducted with secondary sources.

Where should work begin taking into account that the advisory line produces result-oriented methodologies, mechanisms and instruments

to be applied throughout the entire budget cycle? It began by identifying a product in this line, - in this case the design of Strategic Programs²² in the framework of the Result-Based Budget - as adequate for a first exercise of incorporating a gender focus. Next, based on a basic review of the bibliography, gender inequalities in the issues addressed by some of the Strategic Programs were identified: Articulated Nutrition Program, maternal and neonatal health, education, among others. The data gathered were inserted in **Instrument N° 2: Matrix of specific findings by gender**

in the problem addressed by the selected advisory line based on existing literature.

Quantitative and qualitative data on the situation of inequality between men and women in the context of the issues addressed by the strategic programs²³ were inserted in this matrix. The main problem was that the information had not been built from a gender perspective. Thus, a first version of **Instrument N° 2** was developed which was later modified and adjusted to their needs, and the final outcome was the following matrix:

Product N° 2:

Summary of the bibliographic review of complementary information

Topic identified in the strategic program	Specific findings by gender
Articulated nutrition program	<ul style="list-style-type: none"> • <i>Infant mortality (2009)</i>: urban 17.0%, rural 27.0%; by gender (2005-2010): girls 17.75%, boys, 24.09%. • <i>Chronic malnutrition (up to five years of age) (2009)</i>: girls 18.4%, boys 18.2%; urban: girls 10.0%, boys, 9.8%; rural, girls 33.5%; boys, 32.3%. • <i>Anemia (up to 36 months of age) (2009)</i>: girls, 36.0%; boys, 51.7%.
Maternal, neonatal health	<ul style="list-style-type: none"> • <i>Adolescent pregnancy (2008)</i>: coast 8.5%, highlands 12.5%, jungle 22.4%. • <i>First pre-natal checkup in the first quarter (data from PRONAA)</i>: 2000 45.2%, 2009 72.4%. • Qualitative studies in impoverished areas indicate that women tend to associate having a lot of children with precarious health, weakness and premature aging. Nevertheless, they are afraid of and reticent to using modern contraceptives (FRANCKE, 2007). • These studies indicate that both in urban and rural areas, women often report mistreatment by medical staff - both men and women - during pregnancy checkups and childbirth. This reduces the chances that women will go to scheduled checkups (FRANCKE, 2007). This is related to investment in training for medical staff.
Learning at the end of the third cycle of Basic Regular Education	<ul style="list-style-type: none"> • <i>Net rate of enrollment (2008)</i> <ul style="list-style-type: none"> - Pre-school: women 67.8%, men 65.1%. - Primary: women 96.3%, men 96.4%. - Secondary: women 77.4%, men 76.0%.

22 The Strategic Program is an articulated set of results (effects on the population) and products (goods and services delivered to the population) that seeks to achieve significant improvements in the citizens' well-being. The aforementioned are designed and implemented in the framework of the Result-Based Budget reform, which has been promoted by the Ministry of Economy and Finance since 2007.

23 The information in this instrument may also be related to practical cases or situations that serve as examples of gender gaps in this area.

Topic identified in the strategic program	Specific findings by gender
	<ul style="list-style-type: none"> • <i>Delays in schooling (2008)</i> <ul style="list-style-type: none"> - Primary: women 25.3%, men: 26.6%. - Secondary: women 31.5%, men 33.3%. - Among the poor <ul style="list-style-type: none"> - Primary: women 32.8%, men 34.3%. - Secondary: women 38.8%, men 43.9%. • <i>Level of education (2008)</i> <ul style="list-style-type: none"> - Primary: women 39.0%, men 28.8%. - Secondary: women 38.0%, men 45.5%. - University studies: women 23.0%, men 25.7%. • <i>Illiteracy rate (2008)</i>: women 13.8%, men 4.6%; urban: women 7.6%, men 2.4%; rural: women 33.9%, men: 11.0%.
Child labor²⁴	<ul style="list-style-type: none"> • 36.0% of children between 5 and 7 years of age attend school and at the same time dedicate their time to household chores. 44.6% of girls in this age group divide their time between the same activities. • 47.6% of boys between 14 and 17 dedicate 1 to 10 hours of their time per week to household chores. 31.4% of women in the same age group dedicate the same amount of time on average to household chores. 8.6% of women in the same age group dedicate more than 31 hours a week to household chores.
Gender-sensitive budgets	<ul style="list-style-type: none"> • Should not be understood as a percentage of spending on men and women. Instead, the focus should be on reducing gender gaps. ²⁵ • The disaggregated analysis of the impact of public spending by gender should at least be applied to certain social programs to determine how much is spent on men and women separately. This kind of analysis will help us evaluate the impact of spending on women despite the fact that it will require additional resources. • Income may also be affected by gender gaps. It is necessary to understand that direct taxes are determined by income levels and women tend to earn less. It might also be interesting to “examine the degree to which different tax benefits and incentives are governed by criteria that have differentiated impacts on the possibilities of access of different groups. These criteria may be linked to a specific economic sector, type of employment or salary level and may thus imply tacit restrictions of access”. • Non-remunerated work, for example providing healthcare—which is primarily women’s work— means lower public spending. Therefore, “part of the government obligations rest on the implicit assumption that others can dedicate their time to compensate for the deficiencies in the health system”. • Some elements to consider when designing a gender-sensitive budget include ensuring that the general objectives cover the needs of men and women; developing specific objectives for women where necessary; and ensuring that the criteria that determine which objectives are given priority include gender considerations.

²⁴ Unlike the strategic programs that are mentioned in the matrix, the design for the Strategic Program on Child Labor has not been published yet.

²⁵ HOFBAUER/VINAY (2002).

Step 3

Present the results of the gender analysis in the selected advisory line

For this step, a workshop was held with the entire component team. Given that this advisory line is dedicated to developing methodologies, mechanisms and instruments that help public budgets allot funds according to criteria of efficiency and equity, it was considered appropriate to invite a specialist in formulating public budgets with a gender focus, an experience known as “gender-sensitive budgets.”²⁶ The objective of this specialist’s presentation was to reveal the progress and challenges implicit in building a gender-sensitive budget and discuss its articulation with a result-based management approach. The contents of this presentation can be summarized in three general points:

- In order for a budget to be gender-sensitive, it must address gender gaps through budget programs. The budgets must consistently close the gaps that have been identified as barriers.
- A gender-sensitive budget is not a separate budget for women; it is a budget that recognizes the specific needs of men and women in terms of public resource allotment.
- The methodology developed for Peru proposes four stages: (i) analyze gender gaps, determine which should be given priority and what action the state will take; (ii) examine existing programs that should address the gaps detected; check current legal regulations and analyze

how this is reflected in the budget; (iii) elaborate proposals to incorporate actions, and finally (iv) incorporate the proposal in several programs. The team, both internally and with the specialist, discussed the possibilities to make this focus operational; the contingencies that needed to be addressed for its implementation; and the resistance that these measures may encounter along the way. Finally, the team recognized the efforts of a group of specialists in this area, who have worked to ensure that public spending does not increase gender gaps in the country.

Next, a summary of the bibliographic review of **Product N° 2** was presented, which revealed that some budget programs (strategic programs) are still in the design process. This will make it easier to incorporate a gender focus in these programs: child labor, domestic and sexual violence, and citizen security.

To provide an example, the component team suggested to apply this methodology to the Strategic Program linked to the problem of child labor. This seemed appropriate thanks to the fact that quantitative data is available on this topic. It is important to stress that this is a purely academic exercise that has not been put into practice yet.

The individuals in charge of this task began to search for information on the differentiated impacts on boys and girls as well as male and female youth. This contributed to an in-depth gender analysis and the development of a product which contains a summary of the information gathered on the situation in the area of child labor differentiated by gender. The information that was compiled and analyzed was included in the following product:

26 This focus must answer two key questions: How much is invested in reducing gender gaps? What are the results of this investment?

Product N° 3:
Results of the gender analysis in the selected advisory line²⁷

Problem to solve	Situation of girls and female adolescents	Situation of boys and male adolescents
The population of children between 5 and 12 years of age and adolescents between 12 and 17 years of age who are working and thus postponing their studies and risking their physical, mental or moral well-being or who are in a situation of forced labor.	<p>In general terms, the domestic tasks performed by girls and female adolescents are not considered "work". Girls and female youth who do not attend school dedicate almost twice as much time to household chores as those who do attend school.</p> <p>More often than not girls spend more time per week on household chores than boys, while economic activities are not differentiated by sex.</p> <p>General data indicate that the EAP of children aged 5 to 17 is basically working as non-remunerated family workers in farming (in rural areas) and tertiary activities (urban area). Girls make up 45% of the EAP.</p>	<p>Currently, boys participate in household tasks only in exceptional cases, occasionally and secretly.</p> <p>Families tend to have higher expectations of boys than girls. This is evident in the fact that boys can become professionals while girls rarely achieve this status.</p> <p>Boys make up 55% of the EAP. The majority work up to twenty hours a week in small businesses - according to the number of employees - and in a family context.</p>

As you can see in this matrix, the snapshot of gender inequalities related to the advisory line is becoming much more precise and allows us to observe differentiated situations for girls and boys, which reduces the bias of neutrality when addressing this issue.

The development of this matrix marks the conclusion of **Stage 1: Know and understand**. This process was intense, because it required reviewing the premises of work and adopting a gender focus. At the same time, the team learned to use tools for gender analysis.

Stage 2. Plan and implement

Step 4

Draw up the chain of results with a gender focus for the selected advisory line

The advisory line *Improvement of public budget management with a result-based focus* has several different products. We chose to focus gender analysis on one of the products which might be generated in this advisory line: *Design of the Strategic Program to reduce child labor in the country*.

²⁷ Information obtained from: Encuesta Nacional de niveles de vida (National Survey on Standards of Living) (ENNIV) from 2000, INEI (2007), IPEC (2001), IPEC-ILO (2008), IPEC-PUCP (2007).

Instrument N° 4: *Matrix for the elaboration of the results chain with a gender focus* was applied to this product by answering the guiding questions for the incorporation of a gender focus. After this proposal was

presented by the team in charge of the component, its contents were examined closely together with the consultants, and some adjustments were made. The following matrix was the final product of this stage:

Product N° 4:
Results chain of the selected product with a gender focus

Product: Design of the strategic program on child labor	
Elements of the results chain	Description
Indirect result	The allotment and execution of the public budget is based on criteria for efficiency and equity, giving priority to articulated strategic interventions (result-oriented strategic programs) with a great impact on improving the well-being of the population.
Direct result	<ol style="list-style-type: none"> 1. The MEF allots resources to activities to reduce child labor involving boys and girls from 5 to 11 years of age and adolescent boys and girls aged 12 to 17. 2. Public entities have articulated actions and a budget, orienting them at reducing child labor in children from 5 to 11 years of age and adolescent boys and girls aged 12 to 17.
Product use	<ol style="list-style-type: none"> 1. The MEF maintains the allotment of resources from the public budget to the strategic program to reduce child labor in boys and girls, primarily in rural areas. 2. The Ministry of Work leads, articulates and manages the interventions of public entities involved in reducing child labor affecting boys and girls from a result-based focus. 3. Public entities use information on child labor differentiated by gender, age and area. On this basis, they formulate specific sub-activities which contribute to decreasing gender gaps.
Products	Strategic program (SP) on child labor that has been designed based on indicators disaggregated by sex, age and sphere of intervention.
Activities	<ol style="list-style-type: none"> 1. Development of the terms of reference for the design of the SP, specifying the following: Incorporation of the gender focus (gathering information for the diagnostic that reveals the gender gaps between boys and girls in different age groups (5 to 12 and 12 to 17) according to geographic area (rural-urban). 2. Design of the SP: <ul style="list-style-type: none"> - Identify and characterize the condition of interest (reduction of child labor in boys and girls between 12 and 17 years of age in the country's rural areas). - Identify and adapt a conceptual model for the problem identified (condition of interest). It must include the results of the search for systematic and monographic evidence. Validate the proposal together with the entities involved in the SP.

Product: Design of the strategic program on child labor

Elements of the results chain	Description
	<ul style="list-style-type: none"> - Analyze and support the structure of the explicative model, which is derived from the adaptation of the conceptual model. Based on the explicative model, it is then necessary to identify and create a hierarchy for the chains of causal paths. Validate the proposal together with the entities involved in the SP. - Analyze and support the structure of the prescriptive model which serves to determine and prioritize the interventions needed to generate changes in the results chain. The interventions identified must be formulated as products. These interventions must include qualitative and quantitative information disaggregated according to the situation of boys and girls, age groups, geographic area and other factors that facilitate a more rigorous analysis of the current situation. Validate the proposal together with the entities involved. - Develop a logical model from the identification of the inputs and actions needed to generate the products identified, up to the results chain that affects the final results of the model. With regard to the indicators, it is necessary to disaggregate information by age group and gender. - Estimate the physical objectives and spending goals for each budget item by Specification and/or Executing Unit based on the norms for budget formulation and on strategic budgetary programs. - Develop a proposal for the functional program structure of the SP according to the products identified.
Inputs	Requires hiring a consultant and making additional investment.

Stage 3: Monitor and improve

Step 5

Build gender indicators throughout the results chain for the selected product

The next step after fine-tuning **Product N° 4** was the development of monitoring indicators

for the results chain of results. The consulting team developed a proposal for indicators which was later discussed with and approved by the team in charge of the component. As a result, the following matrix was presented:

Product Nº 5:*List of gender indicators for the selected product*

Product: Design of the Strategic Program on Child Labor		
Elements of the results chain	Description	Indicators
Indirect result	The allotment and execution of the public budget is backed by criteria for efficiency and equity, giving priority to articulated strategic interventions (strategic programs) with high impact on improving the citizens' well-being.	
Direct result	<ol style="list-style-type: none"> 1. The MEF allots resources to activities to reduce child labor in boys and girls from 5 to 11 years of age and adolescent boys and girls aged 12 to 17. 2. Public entities have articulated actions and a budget, orienting them at reducing child labor in children from 5 to 11 years of age and adolescent boys and girls aged 12 to 17. 	<ol style="list-style-type: none"> 1. Report on the budget allotment of the MEF. 2. Number of public entities which take action and develop their budget in a joint manner, aiming at reducing child labor in boys and girls aged 5-11 and adolescents aged 12-17.
Product use	<ol style="list-style-type: none"> 1. The MEF maintains the allotment of resources from the public budget to the strategic program to reduce child labor involving boys and girls, primarily in rural areas. 2. The Ministry of Work leads, articulates and manages the interventions of public entities involved in reducing child labor affecting boys and girls from a results-based focus. 3. Public entities use information on child labor differentiated by gender, age and area. On this basis, they formulate specific sub-activities which contribute to decreasing gender gaps. 	Logical model of the strategic program which records products/sub-products and indicators differentiated by gender, age and area of intervention.
Products	Strategic program (SP) on child labor that has been designed based on indicators disaggregated by sex, age and sphere of intervention.	<ol style="list-style-type: none"> 1. Percentage of boys and girls who return to educational programs. 2. Percentage of boys and girls who have stopped doing work which put their physical, mental and moral well-being at risk.

Product: Design of the Strategic Program on Child Labor

Elements of the results chain	Description	Indicators
Activities	<ol style="list-style-type: none"> 1. Development of the terms of reference for the design of the SP, specifying the following: Incorporation of the gender focus (gathering information for the diagnostic that reveals the gender gaps between boys and girls in different age groups (5 to 12 and 12 to 17) according to geographic area (rural-urban). 2. Design of the SP: <ul style="list-style-type: none"> - Identify and characterize the condition of interest (reduction of child labor in boys and girls between 12 and 17 years of age in the country's rural areas). - Identify and adapt a conceptual model for the problem identified (condition of interest). It must include the results of the search for systematic and monographic evidence. Validate the proposal together with the entities involved in the SP. - Analyze and support the structure of the explicative model, which is derived from the adaptation of the conceptual model. Based on the explicative model, it is then necessary to identify and create a hierarchy for the chains of causal paths. Validate the proposal together with the entities involved in the SP. - Analyze and support the structure of the prescriptive model which serves to determine and prioritize the interventions needed to generate changes in the results chain. The interventions identified must be formulated as products. These interventions must include qualitative and quantitative information disaggregated according to the situation of boys and girls, age groups, geographic area and other factors that facilitate a more rigorous analysis of the current situation. Validate the proposal together with the entities involved. 	<ol style="list-style-type: none"> 1. A diagnostic of the conditions of child labor in boys and girls from 5-17 years of age in urban and rural areas which takes into account the following aspects: <ul style="list-style-type: none"> - Child labor that impedes the education and full development of boys and girls. - The conditions in which this work takes place put at risk the boy's or girl's physical, mental or moral well-being. - Any of the unquestionably worse forms of child labor, internationally defined as: slavery, human trafficking, debt bondage, forced labor, among others. 2. A SP designed to eradicate child labor involving boys and girls in urban and rural areas which meets the following requirements: Coherence in the logical sequence of objectives, results and products to guarantee the program's internal coherence.

Product: Design of the Strategic Program on Child Labor

Elements of the results chain	Description	Indicators
	<ul style="list-style-type: none"> - Develop a logical model from the identification of the inputs and actions needed to generate the products identified, up to the results chain that affects the final results of the model. With regard to the indicators, it is necessary to disaggregate information by age group and gender. - Estimate the physical objectives and spending goals for each budget item by Specification and/or Executing Unit based on the norms on budget formulation and on strategic budgetary programs. - Develop a proposal for the functional program structure of the SP according to the products identified. 	
Inputs	Requires hiring a consultant and making additional investment.	<p>A professional with the following profile has been selected:</p> <ul style="list-style-type: none"> - Professional from social sciences and/or similar backgrounds. - Experience in managing development programs with a gender focus. - Knowledge of and experience in handling the topic: child labor.

Given that steps 4 and 5 were conducted for a specific product of the selected advisory line, the next step will be to include the outcome in the results chain of the advisory line itself. This will require a consensus with the counterpart.

Formulation of a new advisory line with a gender focus

As was already mentioned, this exercise was conducted for **Component 3: Support for state reforms**, whose counterpart is the Presidency of the Council of Ministers (PCM).

Stage 1. Know and understand

Step 1

Select the advisory line to conduct a gender analysis

A workshop was held to collectively build **Instrument N° 1: Matrix to identify the viability of gender analysis in the advisory lines implemented by the component or project:**

The process consisted in collectively responding to the questions of this matrix for

each advisory line. This exercise was complex, because it was the first collective attempt to organize information that was disaggregated by sex and to reveal the inequalities that exist between men and women in the context of the issues addressed by the component. This required from the team the willingness to review the focuses it had worked with and to overcome the resistance this tends to generate. The discussion which took place within the team at this first encounter was quite productive, as it opened the door for further analysis of the problems addressed by the advisory line.

This collective construction process generated an initial snapshot of the possibilities to incorporate a gender focus in each of the advisory lines. It is important to note that this initial snapshot was based on the team's knowledge at the time regarding the gender inequalities associated with the issue addressed by the advisory line. It is a snapshot which reached higher degrees of resolution and quality in the course of the process, as is evident in the description of this case.

Instrument N° 1:

Matrix to identify the viability of gender analysis in the advisory lines implemented by the component or project

Advisory line (1)	What is the main problem addressed by this advisory line? (2)	How do situations of inequality between men and women manifest themselves in the problem addressed by the advisory line? (3)	Is the counterpart willing to apply the gender analysis? (4)	What human, financial and logistic resources does the component or project have / need to implement the gender analysis in this advisory line, taking into account the answers to the previous questions? (5)
Incorporation of the gender focus in the operational planning, management and monitoring of social programs	Social programs (PPSS) have no criteria for the incorporation of a gender focus in their interventions	The PPSS have no instruments or mechanisms to identify their differentiated impacts on male and female beneficiaries.	Willingness varies depending on the counterpart executing the PPSS. It is planned to initiate work with the PPSS that are currently being executed by the Ministry of Women and Social Development (MIMDES).	A consultant specialized in gender will be needed to formulate the methodology that will be implemented. The dimension of the actions to be taken by this advisory line will depend on the available budget.
Strengthening of transparency and access to information in public entities	Public entities fail to guarantee a sufficient degree of transparency in their administration. Public entities have many legal mandates to fulfill and tend to consider transparency and access to information as additional and unsubstantive tasks. Lack of mechanisms (tools, methodologies, etc.) that facilitate transparency in public entities and promote citizen oversight.	Initially, state institutions were identified as the target group, and disaggregating the data was not considered to be necessary. This advisory line should ask who would be interested in the information, especially to promote citizen oversight by applying the Standard Transparency Portal tool. Based on the information produced so far, it is possible to identify some gender gaps. For example, with regard to public servants: How many women are in executive management positions?	The Secretariat of Public Management (SGP) is committed to the program and the gender focus, but unfortunately it lacks resources. Technical and human resources are insufficient.	It has become apparent that there is a need to identify strategic allies to promote the use of the Standard Transparency Portal tool and the information it generates. Women's organizations are relevant players in this respect.

Advisory line (1)	What is the main problem addressed by this advisory line? (2)	How do situations of inequality between men and women manifest themselves in the problem addressed by the advisory line? (3)	Is the counterpart willing to apply the gender analysis? (4)	What human, financial and logistic resources does the component or project have / need to implement the gender analysis in this advisory line, taking into account the answers to the previous questions? (5)
		<p>Do salary gaps exist between men and women who hold the same positions?</p> <p>Where does this occur most frequently?</p>		
Implementation of the Organic Law of the Executive Branch (LOPE)	The LOPE requires ministries and public entities in the executive branch to adapt their management system to a decentralized model. Nevertheless, the functions of governing and executing entities are not clearly defined between government sectors and levels, which impedes adaptation.	Covers the functions of the ministries which correspond to the formulation of policies, norms, regulations, planning, administration, execution, supervision and evaluation. In this line, it is necessary to conduct an analysis of inequality based on the products of this advisory line.	The Secretariat of Public Management (SGP) is committed to the program and the gender focus, but currently does not have the resources for a gender analysis.	We consider it necessary to develop strategic alliances with cooperating entities and the private sector.
Promotion of administrative simplification in public entities	Procedures and processes provided by public entities are inefficient, untimely and of low quality, which is why the provision of adequate services to the citizens is not guaranteed.	In terms of the problem addressed by the advisory line, we found that identifying gender gaps was no easy task. But it has been viable in the products of the line. There is no gender differentiation in the procedures, and there is no differentiation in terms of who requests information.	It is assumed that the counterpart has no interest in requesting disaggregated information due to the complexity this might entail.	Specialized support is needed to define what information is required to implement a gender analysis.

At the end of this workshop, the advisory line *Incorporation of the gender focus in operational planning, management and monitoring of social programs* was selected. The reasons for this choice were the following:

- This advisory line is still at a design stage, which offers greater possibilities to insert a gender focus from the very conception of the line on.
- It is in line with the counterparts: ST-CIAS and MIMDES.
- It is oriented at providing guidelines and tools for the incorporation of a gender focus in the interventions of the social programs.

The workshop concluded with the appointment of the team members responsible for coordinating subsequent action: the gender antenna, the person in charge of the selected advisory line, and the gender group coordinator.

Step 2

Complement information on gender in the selected advisory line

The next step after selecting the advisory line *Incorporation of the gender focus in operational planning, management and monitoring of social programs* was a process of gathering and analyzing information on inequalities between men and women in the context of the problem addressed by the line. This search was conducted among secondary sources

The question was: Where should work begin given that the advisory line aims at generating guidelines, methodologies and tools that contribute to developing a gender focus in the management of social programs? The first step was to draw up a list of social programs which can be taken into account. Subsequently, the objectives of these programs were identified to put together a list of problems that are addressed by each of the social programs. This led to the following matrix:

Social program	Summary of the objectives of the social program	Problem
Juntos	Reduction of inter-generational transference of poverty by improving access to and use of basic services in education, health and nutrition in poor or extremely poor households. As of June 2009, about a half a million households in 638 rural districts had become beneficiaries of the program.	Health and nutrition in boys and girls under the age of 3. Basic regular education offering. Expectant mothers: pre-natal checkups. Identity.
SIS	Limited access of the poor and extremely poor population to health services.	Coverage of health services. Social security is underdeveloped.
ProJoven	Facilitating access to the formal market for poor youth by providing training and job experience to meet requirements in the productive sector. No differentiation by gender.	Insertion into the labor market. Quality of employment. Levels of income. Conditions of employability. Job demand.
Construyendo Perú	Generating temporary jobs through the execution of small-scale construction projects and capacity development to improve employability and/or insertion into the labor market among the poor population. The program's target group: the target population consists in vulnerable groups living in poverty or extreme poverty in marginalized rural or urban areas of the country who are classified as unskilled labor.	Employment. Job training.

Social program	Summary of the objectives of the social program	Problem
Pronaa	Contributes to improving nutrition in the poor and extremely poor population; focuses primarily on vulnerable groups and high-risk groups in terms of nutrition, especially boys and girls, expectant mothers and nursing mothers.	Nutritional situation in boys and girls under the age of three; in children under the age of 12; expectant mothers and nursing mothers. Food safety.
Pronama	Illiterate population over the age of 15 who lack basic reading, writing and math skills.	Illiteracy.
Programa Nacional Wawawasi	Provides integral health care, nutrition and education to small children, responding to the need for daycare for boys and girls under 4 years of age whose mothers work or study; focuses particularly on children in high-risk situations who live in poverty or extreme poverty.	Integral development of boys and girls under 48 months of age. Child-raising practices. Diversified service models.
National Program against Family and Sexual Violence (Programa Nacional Contra la Violencia familiar y sexual -PNCVFS)	Designs and executes actions and service policies, prevention and support for people involved in acts of family and sexual violence at a national level.	Promoting healthy individual and family relations. Training for social and economic undertakings.

In the following, **Instrument N° 2: Matrix of specific findings on gender in the problem addressed by the selected advisory line** was applied to develop **Product N° 2: Summary of the bibliographic review of complementary information**. For this purpose, quantitative and qualitative data on gender inequalities in the issues addressed by the selected social programs²⁸ was used after an analysis of

existing literature.²⁹ The main problem was that the literature had not been developed from a gender perspective. Thus, a first version of **Product N° 2** was put together which the component team gradually modified and adapted to their requirements. Finally, the information was focused on two of the social programs which offered the best possibilities for intervention: Wawawasi and PNCVFS.

28 To apply this methodology, only social programs of individual intervention were analyzed, meaning those whose beneficiaries are individuals and not a community: Juntos, Seguro Integral de Salud (SIS), ProJoven, Pronama, Pronaa, Construyendo Perú, Wawawasi y PNCVFS.

29 It is important to note that the information taken into account here may also be related to practical cases and/or specific situations which are examples of gender gaps in this area.

Product N° 2:*Summary of the bibliographic review of complementary information³⁰*

Problem	Specific findings by gender
Child malnutrition	<ul style="list-style-type: none"> • <i>In terms of chronic malnutrition in children under the age of five</i> - based on the NCHS/ CDC/WHO guidelines – there is little difference between the sexes (girls: 18.2% and boys 18.4%) at a national level in 2009; but the situation changes at the regional level in cases such as La Libertad (girls 25.4% and boys 16.9%), where the percentage of girls is markedly higher, and Amazonas (girls 18.5% and boys 25.4%) or Ica (girls: 3.1% and boys 12.8%), where more boys are affected. • In terms of boys and girls between 6 years and 36 months of age who suffer from anemia, the difference between girls and boys is considerable at the national level (girls 36.0% and boys 51.7%). At the regional level, the percentage of boys with anemia remains higher than that of girls and is particularly notable in Moquegua, Tumbes and Puno with gaps close to 30.0%. • According to the data provided by Programa Wawawasi, at a national level, the <i>percentage of girls and boys protected from chronic malnutrition</i> following evaluations by size and age during the third quarter of 2010 was the following: both sexes 81.22%, girls 83.25%, boys 79.23%. In terms of protection against severe malnutrition, the percentage at a national level was: both sexes: 97.01%, girls 97.21%, boys 96.81%. • Data provided by Programa Wawawasi in terms of <i>fathers and mothers who use the program</i>: 35 987 mothers, 25 230 fathers. • The number of women that manage and provide the Wawawasi service in their community at the national level is 11 568. • 25 916 girls are beneficiaries and 26 105 boys. • In terms of the evaluation of <i>mothers acting as child caretakers</i>, 95.7% of these mothers showed excellent or good performance, abilities and skills.
Family and Sexual Violence	<ul style="list-style-type: none"> • «Gender violence, in addition to constituting a violation of human rights and fundamental liberties, is also a health issue. Women are generally the victims, which is a reflection of unequal power between men and women. It occurs in different places (household, community, public institutions, workplace, the media) and in different interpersonal relations (father, partner, public authorities, teachers, etc.) and leads to physical, sexual or psychological damage that include threats, coercion or arbitrary deprivation of freedom. In the family sphere, estimates indicate that 8 out of 10 cases of sexual abuse are perpetrated by a member of the victim's family and 6 out of 10 pregnancies in girls between 11 and 14 years of age are the product of incest or rape. In the year 2000, 41.0% of women who had been in a relationship at one point in their lives were physically abused by their husbands and 28.0% by others. In terms of the frequency of violence, 83.0% indicated that abuse occurred occasionally, while 16% said it was frequent. The data also indicated that the higher the women's level of education, the lower the proportion of frequent physical violence. • With regard to the percentage of women who had been in a relationship at one point in their lives and who suffered physical violence at the hands of their husbands or partners, data from 2007- 2008 indicate that a total of 39.5% suffered physical violence. In terms of the severity of the violence, 5.9% indicated that it was slight physical violence (pushing, shaking, throwing objects) while 24.2% indicated that the violence was severe (dragging her, hitting her with the fists, kicking her, use of firearms or sharp objects) and 9.4% suffered physical violence that ended in sexual violence.

30 Information obtained from: CEDAW (s/f), INEI-MOVIMIENTO MANUELA RAMOS (2010), data provided by Wawawasi and PNCVFS.

Problem	Specific findings by gender
	<ul style="list-style-type: none"> Percentage of men and women who received care at Women's Emergency Centers between 2005 and 2007: 88.3% are women and 11.7% are men. In terms of physical and/or psychological violence by age groups: 0-17 years of age 58% were women and 4.2% men; 18 to 59, 59.8% were women and 4.2% were men; 60 years and older, 75.2% were women and 24.8% were men. According to data from the National Program against Family and Sexual Violence, 90.0% of the new cases reported in 2010 (January to September) were women and 10.0% were men. In terms of events to promote prevention in 2009, 28% of the participants were women between 12-17 years of age; 30% were women between 18 and 25; and 23% were men between 18 and 25 years of age. 2010: (January to September): 29% of the participants were women between 12 and 17 years of age; 24%0 were men between 12 and 17 year of age; 24% were men between 12 and 17 years of age; 28% were women between 18 and 25 years of age and 18.0% were men between 18 and 25 years of age.

Step 3

Present the results of a gender analysis in the selected advisory line

For this step, a workshop was held with the entire component team. Given that this advisory line focuses on developing methodologies, mechanisms and instruments to incorporate a gender focus in social programs, it was considered appropriate to hire a specialist to provide the methodological elements for the incorporation of a gender focus in the development projects. This expert's presentation can be summarized as follows in three main points:

- Gender analysis gives us a more precise idea of the reality of the processes and allows us to better identify the beneficiaries by evaluating the differentiated effects.
- All policies, programs or projects have a gender focus. The reality is also built with gender components. All of the focuses of the different programs include a gender focus, whether explicit or implicit, that seeks to reinforce, maintain or change the situation of men and women. Thus, the

objective must not be to incorporate a new focus, but rather to make explicit which is the focus these social programs are being implemented with.

- It is necessary to identify the strategies women use to improve/modify their position and determine how the program can support and strengthen them.

The subsequent debate focused on concrete aspects of the implementation of the methodology. An important aspect which arose from the discussion was that women should not be instrumentalized in social programs, but should rather be considered agents of change.³¹

The following step was the presentation of a summary of the bibliographic review contained in **Product N° 2**. In this respect, the participants were informed that the information provided was general and was meant to be used as a frame of reference. It was necessary to look for more specialized sources for each of the social programs, so the information produced by each of them was reviewed. The result of these efforts on the part of the team responsible for this task was the following:

31 For example, in the framework of the social program, women may be assigned certain tasks and receive specific benefits to improve their children's situation. In this case, it would be appropriate to analyze the impact this may have on gender roles and relations to subsequently establish measures to restrict negative effects and promote greater gender equality.

Product N° 3:**Results of the gender analysis in the selected advisory line³²**

Problem to solve	Situation of adult women and girls	Situation of adult men and boys
<i>The problem this line seeks to address is the fact that social programs make limited use – and in some cases no use at all – of instruments and mechanisms to identify their differentiated impacts in male and female beneficiaries</i>	According to the data provided by Programa Wawawasi, at a national level, the percentage of girls protected from chronic malnutrition who were evaluated by size and age during the third quarter of 2010 was 83.3%. In terms of severe malnutrition, the percentage at the national level was 97.2%.	The incidence of anemia at a national level is higher in boys than in girls (girls 36.0% and boys 51.7%). In boys, the protection from severe malnutrition was 96.8%.
	According to data from the Programa Wawawasi, 35 987 mothers use the program. The number of women who manage and provide Wawawasi services in their communities is 11 568. Gender violence, in addition to constituting a violation of human rights and fundamental liberties, is also a health issue. Women are generally the victims, which is a reflection of unequal power between men and women.	Fathers that use the program: 25 230.
	The percentage of women who received care at Women's Emergency Centers between 2005 and 2007 was 88.3%.	The percentage of men who received care at Women's Emergency Centers between 2005 and 2007 was 11.7%.
	More than half the women in Cuzco (52.5%) and one out of three women in Lima have been physically or sexually abused by their partners even during pregnancy.	
	One out of four women seek assistance at local police stations when they become victims of domestic violence; women use this service more than any other, but only 38.0% reported they were satisfied with the service they received.	
	Although many women do not report sexual attacks, rape and other forms of sexual aggression are estimated to be the third most common kind of crime in the country.	

32 Information obtained from: INEI-MOVIMIENTO MANUELA RAMOS (2010), MACASSI/CASAVARDE (2003), data from the Wawawasi program and the National Program against Family and Sexual Violence.

The development of this matrix marks the conclusion of **Stage 1: Know and understand**. This process was intense, because it required reviewing the premises of work and adopting a gender focus. At the same time, the team learned to use tools for gender analysis.

Stage 2. Plan and implement

Step 4

Develop a results chain with a gender focus for the selected advisory line

This step was conducted using **Instrument N° 4: Matrix to develop a results chain with a gender focus in the selected advisory line; in this case: Incorporation of the gender focus in operational planning, management and monitoring of social programs**.

Instrument N° 4 was applied by the team in charge of the component. After its presentation, it was reviewed together with the consulting team, and some changes were made to the proposal. The final product of this stage was the following matrix:

Product N° 4:

Results chain with a gender focus in the selected advisory line

Advisory line: Incorporation of a gender focus in operational planning, management and monitoring of social programs	
Elements of results chain	Description
Indirect result	The target group of the social programs benefitted from goods and services that promote the reduction of inequalities between men and women.
Direct result	<ol style="list-style-type: none"> 1. The social program selected in this context has modified its intervention cycle by contemplating a gender focus. 2. ST-CIAS and MIMDES have created conditions to allow social programs to incorporate a gender focus in their intervention cycle.
Product use	<ol style="list-style-type: none"> 1. The social program selected in this context has modified its operational planning, management and monitoring according to the recommendations made for the incorporation of a gender focus. 2. ST-CIAS and MIMDES provide their social programs with the methodology to incorporate a gender focus in their operational planning, management and monitoring.
Products	<ol style="list-style-type: none"> 1. Diagnostic document and recommendations for the incorporation of the gender focus in the selected social program. 2. Methodology for the incorporation of the gender focus in social programs which includes: <ul style="list-style-type: none"> - a guideline to raise awareness about the gender focus and - a guideline with the processes to follow to incorporate the gender focus in social programs (diagnosis, interviews, database analysis, among others).
Activities	<ol style="list-style-type: none"> 1. Incorporate the gender focus in the selected social program. <ul style="list-style-type: none"> - Review the focus/es the selected social program uses for its interventions. - Review good practices in the incorporation of a gender focus in social programs to facilitate an outline of the conceptual and methodological design. How can the dimensions of change in a social program be modified

Advisory line: Incorporation of a gender focus in operational planning, management and monitoring of social programs

Elements of results chain	Description
	<p>in a deliberate manner: roles, gender relations, access to resources and power, participation, representation and level of decision-making, prestige, decrease in vulnerability, capacities?</p> <ul style="list-style-type: none"> - Determine the factors that facilitate or limit equal access for men and women to the benefits of the social program (analysis of the design of the social program, its implementation, institutional capacity, and the users' perspectives). Determine the factors that promote the role of women as agents of change and analyze the impacts of the social program on dimensions of change. - Hold training and awareness-raising workshops for executive and operations staff of the selected social program, ST-CIAS and MIMDES, to strengthen their capacities in the incorporation of and follow-up on a gender focus. - Conduct interviews with the main employees and beneficiaries of the social program. - Formulate recommendations to incorporate a gender focus in the operational planning, management and monitoring of the indicators of the social program and review its databases. These recommendations may not inhibit or diminish the importance of the main objectives of the social program, their implementation must be feasible, and the program must commit itself to following them. These recommendations must be discussed in the plenum of the social program. <p>2. Systematize the process to incorporate the gender focus in the selected social program.</p>
Inputs	Requires hiring staff (consultants) and making additional investment.

Stage 3. Monitor and improve

Step 5

Build gender indicators throughout the results chain of the selected advisory line.

To conduct this step, the consulting team developed a proposal for indicators that was subsequently discussed with and approved by the team in charge of the component. The result was the following matrix:

Product N° 5:

List of gender indicators in the selected advisory line

Advisory line: Incorporation of a gender focus in operational planning, management and monitoring of social programs		
Elements of the results chain	Description	Indicators
Indirect result	The target population of the social programs benefitted from goods and services that promote the reduction of inequalities between men and women.	
Direct result	<ol style="list-style-type: none"> 1. The social program selected in this context has modified its intervention cycle by contemplating a gender focus. 2. ST-CIAS and MIMDES have created conditions to allow social programs to incorporate a gender focus in their intervention cycle. 	<ol style="list-style-type: none"> 1. The social program selected has implemented the gender focus according to the commitment matrix. 2. At least X social programs have requested technical assistance from ST-CIAS for the incorporation of the gender focus in their intervention cycles.
Product use	<ol style="list-style-type: none"> 1. The social program selected in this context has modified its operational planning, management and monitoring according to the recommendations made for the incorporation of a gender focus. 2. ST-CIAS and MIMDES provide their social programs with the methodology to incorporate a gender focus in their operational planning, management and monitoring. 	<ol style="list-style-type: none"> 1. Commitment matrix formally presented by the social program to ST-CIAS and MIMDES. 2. Number of employees and directors of social programs that have participated in the presentation of the methodology for the incorporation of a gender focus in social programs.
Products	<ol style="list-style-type: none"> 1. Diagnostic document and recommendations for the incorporation of the gender focus in the selected social program. 2. Methodology for the incorporation of the gender focus in social programs which includes: <ul style="list-style-type: none"> - a guideline to raise awareness about the gender focus and - a guideline with the processes to follow to incorporate the gender focus in social programs (diagnosis, interviews, database analysis, among others). 	

Advisory line: Incorporation of a gender focus in operational planning, management and monitoring of social programs

Elements of the results chain	Description	Indicators
Activities	<ol style="list-style-type: none"> 1. Incorporate the gender focus in the social selected social program. <ul style="list-style-type: none"> - Review the focus/es the selected social program uses for its interventions. - Review good practices in the incorporation of a gender focus in social programs to facilitate the conceptual and methodological design. How can the dimensions of change in the social program be modified in a deliberate manner: roles, gender relations, access to resources and power, participation, representation and level of decision-making, prestige, decrease in vulnerability, capacities? - Determine the factors that facilitate or limit equal access for men and women to the benefits of the social program (analysis of the design of the social program, its implementation, institutional capacity, and the users' perspectives). Determine the factors that promote the role of women as agents of change and analyze the impacts of the social program on dimensions of change. - Hold training and awareness-raising workshops for executive and operations staff of the selected social program, the ST-CIAS and the MIMDES to strengthen their capacities in the incorporation of and follow-up on a gender focus. - Conduct interviews with the main employees and beneficiaries of the social program. - Formulate recommendations to incorporate a gender focus in the operational planning, management and monitoring of the indicators of the social program and review its databases. These 	

Advisory line: Incorporation of a gender focus in operational planning, management and monitoring of social programs

Elements of the results chain	Description	Indicators
	<p>recommendations may not inhibit or diminish the importance of the main objectives of the social program, their implementation must be feasible, and the program must commit itself to following them. These recommendations must be discussed in the plenum of the social program.</p> <p>2. Systematize the process of incorporating the gender focus in the selected social program.</p>	
Inputs	Requires hiring staff (consultant) and making additional investment.	

Incorporation of the gender focus in two products of an advisory line that is being executed

These products are part of the advisory line *Strengthening of the actions of the Ombudsman's Office by monitoring its recommendations* of **Component 1: Strengthening of control and supervision of state action**. The counterpart of this advisory line is the Ombudsman's Office (DP) and its Public Policy Team in particular.

Stage 1. Know and understand

Step 1

Select the advisory line to conduct a gender analysis

The methodology of the workshop conducted during this step focused on collectively building **Instrument N° 1: Matrix to identify the viability of gender analysis in the advisory lines implemented by the component or project**. The component team participated actively in this workshop. The process consisted in collectively answering the questions of the aforementioned matrix in each of the advisory lines.

In this component, it was evident that it would be easier to incorporate a gender focus in the products of the advisory line rather than approaching the task at the level of the problems addressed by the advisory line. It is important to note that intervening at the product level will modify the results chain of the advisory line, given that changes will be made to the products and the monitoring indicators.

The result of this collective construction process was a first snapshot of the possibilities to insert the gender focus in two products of the advisory line.

Instrument N° 1:

Matrix to identify the viability of gender analysis in the advisory lines implemented by the component or project

Advisory line (1)	What is the main problem addressed by this advisory line? (2)	How do situations of inequality between men and women manifest themselves in the problem addressed by the advisory line? (3)	Is the counterpart willing to apply the gender analysis? (4)	What human, financial and logistic resources does the component or project have / need to implement the gender analysis in this advisory line, taking into account the answers to the previous questions? (5)
Strengthening of the actions of the Ombudsman's Office by monitoring its recommendations	The recommendations contained in the Ombudsman's reports ³³ may lose impact on the generation of sustainable change in state administration and the protection of fundamental rights unless an integral, articulated strategy is developed for the formulation, follow-up and monitoring of these recommendations.	<p>The advisory line is applied to all recommendations in the Ombudsman's reports, whether or not they directly impact on women's right to non-discrimination. Nevertheless, the pilot phase with regard to this advisory line will begin with the reports from the Office for Women's Rights.</p> <p>The products of this advisory line include: (i) Guidelines for the formulation of and follow-up on the Ombudsman's recommendations and (ii) System for information and recommendation monitoring among others</p>	The Ombudsman's Office incorporates a gender focus, performing its function of defending women's right to equality and non-discrimination.	The development of a methodology to conduct a gender analysis and incorporate a gender focus has facilitated the adjustment of products from a gender perspective. Besides, the consultancy regarding the elaboration of a plan to make gender issues visible and a persuasion plan, which are part of the guidelines and the system, is offered by an expert in gender issues.

33 The Ombudsman's Report contains information on the general research conducted by the Peruvian Ombudsman's Office. It addresses issues which are particularly relevant or transcendent for the protection of fundamental rights and the consolidation of the democratic system. The research is geared towards an analysis of the structural causes of the problems that have been identified and the formulation of recommendations aiming at restoring the affected rights.

Advisory line (1)	What is the main problem addressed by this advisory line? (2)	How do situations of inequality between men and women manifest themselves in the problem addressed by the advisory line? (3)	Is the counterpart willing to apply the gender analysis? (4)	What human, financial and logistic resources does the component or project have / need to implement the gender analysis in this advisory line, taking into account the answers to the previous questions? (5)
Control of social program management	The social programs have weaknesses in terms of management and of meeting their objectives in favor of the beneficiary population; the national control system does not perform management audits that could provide guidance to overcome these weaknesses.	The proposal will be that the Comptroller's Office incorporate elements in the management audit design which will allow it to identify whether the management area audited produces impacts differentiated by gender. Currently, the Comptroller's Office lacks the tools to request that the programs identify gender gaps.	The Comptroller's Office is interested, but has yet to define a way to apply the gender focus at the institutional level. The Equal Opportunities Law obliges the Comptroller's Office to seek to ensure equal opportunities for men and women.	

At the end of this workshop, the advisory line that offered the best possibilities to incorporate a gender focus was selected for this process: *Strengthening of the actions of the Ombudsman's Office by monitoring its recommendations*. This advisory line is structured in four components: One related to the systematization of recommendations and a diagnosis of the latter; a second component related to guidelines and advice regarding the elaboration, monitoring and incidence of the recommendations; a third component aiming at building an information and recommendation monitoring system, and finally a component of sustainability of the improvements achieved. The following products fall under this scheme: (i) *Guidelines for the formulation of and*

follow-up on the recommendations of the Ombudsman's Office and (ii) information and recommendation monitoring system.

The workshop concluded with the appointment of the team members responsible for coordinating subsequent action: the gender antenna, who is the representative of the component in the gender group and at the same time responsible of the selected advisory line, and her substitute.

Step 2

Complement information on gender in the selected advisory line

After selecting the advisory line *Strengthening of the actions of the Ombudsman's Office by monitoring its recommendations* and selecting the two products in which the gender focus was going to be incorporated (*guidelines for the formulation of and follow-up on the recommendations of the Ombudsman's Office, and the information and recommendation monitoring system*), a process was initiated to search for and analyze information on gender inequality related to the issue addressed by the advisory line. This search was conducted among secondary sources.

The recommendations issued in two selected reports by the Office for Women's Rights will be the first ones to be monitored through this system and the first ones the methodology for

the incorporation of a gender focus could be applied to.

Therefore, during this pilot phase, efforts to address the problem of the advisory line about the compliance with the recommendations of the Ombudsman's Office would be limited to the violation of women's right to non-discrimination in the areas covered by the reports from the Office for Women's Rights.

By using **Instrument N° 2: Matrix of specific findings on gender in the problem addressed by the selected advisory line**, information was gathered about the subject areas of these reports as well as data related to information systems with a gender perspective. This step produced the following matrix:

Product N° 2:

Summary of the bibliographic review of complementary information³⁴

Topic	Specific findings by gender
Reproductive health	<p>Action taken by the Office of Women's Rights</p> <p><i>Ombudsman's report N° 7: «Voluntary surgical contraception I. Cases investigated by the Ombudsman's Office».</i></p> <p>The Ombudsman's Office issued a series of recommendations to improve the Program for Reproductive Health and Family Planning 1996-2000 (PNPF) and urged that representatives from the District Attorney's Office and the Department of Justice conduct a thorough investigation on the causes of death of individuals subject to surgical sterilization, the reasons for the complications that occurred after the operation, as well as cases of involuntary sterilization.</p> <p><i>Ombudsman's Report N° 27: «The application of surgical contraception and reproductive rights II. Cases investigated by the Ombudsman's Office».</i></p> <p>This second investigation showed that although the Ministry of Health had adopted a series of measures to improve the application of the PNPF, problems persisted such as insufficient access to information prior to the procedure; the failure to observe the period for reflection; and the failure to use the format of informed consent.</p>

³⁴ Information obtained from: ESCOBAR (2004), FRANCKE (2007), INEI-MOVIMIENTO MANUELA RAMOS (2010), INSTITUTO DE LA MUJER DE CASTILLA LA MANCHA (2009), ROTONDO/VELA (2004), EUROPEAN UNION (s/f), EUROPEAN UNION (2004).

Topic	Specific findings by gender
	<p><i>Ombudsman’s Report N° 69:</i> «The application of surgical contraception and reproductive rights III. Cases investigated by the Ombudsman’s Office».</p> <p>Adopt the measures needed to guarantee that health establishments have a complete range of contraceptive methods; issue a guideline to be distributed in all Regional Health Offices, reminding people that all family planning services are free of charge; provide that campaigns be held to inform and educate women from rural areas to encourage them to use safe health services to reduce maternal mortality.</p> <p><i>Ombudsman’s Report N° 78:</i> «Oral emergency contraception». The refusal of the Ministry of Health to comply with RM 399-2001-SA/DM and distribute free oral emergency contraception pills as part of the contraceptive methods of the PNPF proved to be discriminatory, given that this restriction only affects women with limited resources who approach the health facilities of the state to receive free contraceptives. This restriction of access to OEC constitutes a public health matter, because it impedes women with limited resources from using a contraceptive method scientifically proven to avoid undesired pregnancies.</p> <p><i>Ombudsman’s Report N° 138:</i> «Right to Safe Maternity: National Supervision of the gynecology and obstetrics services of the MINSA».</p> <p>Develop a General Plan for a Sexual and Reproductive Health Strategy for this period and urge the MINSA to increase coverage for medical care during childbirth, pregnancy and the 45-day period after childbirth.</p> <p>Quantitative Data</p> <ul style="list-style-type: none"> • <i>First marriage or relationship (2008):</i> <ul style="list-style-type: none"> - Before the age of 15: women 3.2%, men 0.3%. - Before the age of 18: women 23.4%, men 4.1%. • Use of modern contraceptive methods: women: 51.9%, men: 52.4%; traditional methods: women: 21.9%, men: 25.2%; do not use contraceptives: women 26.2%, men 22.4%. • <i>First pre-natal checkup in the first quarter:</i> 2000: 45.2% 2009: 72.4%. • Qualitative studies in impoverished areas show that women tend to associate having many children with precarious health, weakness and premature aging. Nevertheless, they are afraid of and reticent to using modern contraceptives. (FRANCKE, 2007). • These studies show that women in both urban and rural areas frequently report mistreatment by medical staff during pregnancy check-ups or childbirth. (They report comments such as: “Spread your legs. Now you’re ashamed, but when you got pregnant, you weren’t ashamed to spread them.”). This reduces the chances that women will go to their medical check-ups (FRANCKE, 2007).
Gender and political participation quota	<p>Action taken by the Office of Women’s Rights</p> <p><i>Ombudsman’s Report N° 122</i> «The gender quota in Peru: Supervising the regional, municipal and provincial elections in 2006».</p> <p>Modify legislation, stipulating that 30% of the candidates on the party lists must be women, and they must be in positions on the lists which offer real possibilities to be elected. Establish a standardized regulation of gender quotas.</p>

Topic	Specific findings by gender
	<p>Quantitative data</p> <ul style="list-style-type: none"> • Participation of men and women in Parliament: 2001-2006: women: 23, men 97; 2006-2011: women: 35, men 85. • District mayors: 2003-2006: women: 62, men: 1 745; 2006-2010: women: 48, men: 1 758. • Ministers and Vice Ministers in February 2010: Male ministers: 14, female ministers, 3; Males vice ministers: 22, vice ministers: 6. • Percentage of municipal councilors: 2003-2006: women 26.3%, men 73.7%; 2006-2010: women: 27.3%, men: 72.7%
<p>Family and Sexual violence</p>	<p>Action taken by the Office of Women's Rights</p> <p>In this paragraph, it is appropriate to refer to the <i>Ombudsman's Report N° 21</i> "Sexual violence: A public security concern. The victims' voices." Prevent the victims from withdrawing from legal proceedings; eliminate discriminatory regulations in the Operational Procedures Manual of the police; allow someone to accompany the victim during the legal medical examination.</p> <p><i>Ombudsman's report N° 110</i> «Family Violence: An analysis from a penal law perspective».</p> <p>Judges may not consider conciliation in these cases. Approve a protocol or guide on assistance for victims of psychological violence. Provide temporary protection to women whose freedom and personal integrity are at risk.</p> <p><i>Ombudsman's Report N° 144</i> «Women's Emergency Center: supervising specialized services to assist victims of family and sexual violence».</p> <p>These recommendations include the guarantee that the WEC have adequate staff and infrastructure, provide services in the victims' native language, and create mechanisms for the participation of the population in the management of assistance programs.</p> <p>Quantitative Data</p> <ul style="list-style-type: none"> • <i>Women at child-bearing age who are currently or were in a relationship at one point in their lives and who have been victims of physical violence at the hands of their husband or partner who have sought assistance (2007-2008): 39.5%</i> • <i>Persons who received assistance at a WEC because of family or sexual violence (2007): women 88.3%, men 11.7%</i> • <i>Physical and psychological violence by age group</i> <ul style="list-style-type: none"> - 0-17: women 58.0%, men 42.0% - 18-59: women 95.8%, men 4.2% - 60 and older: women: 75.2%, men 24.8% • <i>Complaints filed for family violence according to the victim's sex (2007): women 78 286, men 9 006.</i>
<p>Monitoring and evaluation systems: general considerations</p>	<ul style="list-style-type: none"> • Evaluating with a gender focus implies a comprehensive consideration of all elements that explain inequalities between men and women, and in our case, the different effects of the policies applied to ensure equality for both sexes.

Topic	Specific findings by gender
	<ul style="list-style-type: none"> • It also means tracing signals in the evolutionary processes of the subtle mechanisms that create these differences. • On the other hand, it implies acting as a sensor to detect emerging spaces for opportunities and new strategies and practices that may be more useful and appropriate to guide efforts towards equality. • Introducing the evaluation of the impact of policies in terms of gender means analyzing if the policy will have adverse effects on women and men or, on the other hand, in what ways a policy can have positive repercussions, for example, on the global objective to ensure equality between men and women. • It is not enough to apply positive measures centering on women; instead [...] it is necessary to review all policies and general measures with the specific purpose to achieve equality. • It has turned out that the majority of regulations, no matter how distant their sphere of influence might appear to be from people's lives, do have different impacts on both groups. This underlines the importance of incorporating a gender perspective in their design to avoid undesired sexist effects.
Gender indicators	<ul style="list-style-type: none"> • There are two types of indicators: (i) according to the level of the result: impact, effect and process; (ii) according to the kind of information they handle and generate: quantitative, qualitative and mixed. • Projects must generate an institutional environment which guarantees and provides the same rights and resources to men and women. Additionally, projects must provide measures and economic resources that facilitate efforts to address and correct inequalities between men and women.

Step 3

Present the results of the gender analysis in the selected advisory line

This section will analyze each of the selected products of the advisory line in greater detail in order to improve them so they contribute to the implementation of a gender focus. The persons in charge of the component presented the two products at the workshop held for this step. The consulting team's suggestions on the incorporation of a gender perspective in each one of them will be presented in the following.

Presentation of the information and monitoring system of the Ombudsman's recommendations

The objective of this advisory line is to develop a comprehensive strategy for the formulation, monitoring and incidence or persuasive power of the recommendations given by the Ombudsman's Office. To accomplish this, a set of elements was taken into account which includes guidelines and the information system.

The design of the information and monitoring system is based on the constitutional

competence of the Ombudsman's Office and a result- and achievement-based public management focus. The goal is to monitor the institutional task of formulating recommendations for the state administration to defend fundamental rights. The higher-level indicators or indicators of success of the Ombudsman's Office are the following:³⁵ (i) visibilization of problems and state actions which violate fundamental rights and (ii) the power to persuade the respective public entities to adopt measures to restore the rights that have been violated.

In this sense, the following points are considered as the contact points for monitoring:³⁶ (i) the elaboration of the Ombudsman's report and the formulation of the recommendations registered in the information system; (ii) the elaboration of a strategy to make the Ombudsman's recommendations visible and increase their persuasive power; (iii) the execution of the strategy to make the recommendations visible and more persuasive; (iv) the verification of whether the objectives of these activities have been met, and (v) the compliance with the recommendations.

Recommendations for the incorporation of a gender focus in the information and monitoring system of the Ombudsman's recommendations

One of the recommendations given to Component 1 of the Program regarding the design of an information and monitoring system was to identify intermediate indicators that contribute to the compliance with the Ombudsman's recommendations, making

sure that men and women are benefitted under equal conditions and with equal opportunities.

With regard to the higher-level indicator of "visibilization of the problem", it was suggested to use an intermediate indicator to identify, classify, make explicit, disseminate and explain problems which show differentiated impacts on men and women in situations that constitute a violation of rights which are the subject the Ombudsman's report.

In terms of the second higher-level indicator of "persuasion in the decision- making process of public entities," the intermediate indicator proposed was the "persuasive power to facilitate or promote the implementation of solutions to the problems made visible that have a significant impact on women.

Recommendations on the incorporation of a gender focus in the guidelines for the formulation of and follow-up on the Ombudsman's recommendations

Suggestions were made to improve the research stage and gather information from a gender perspective in the process of drawing up the Ombudsman's Report and its recommendations.

Different elements must be considered when incorporating a gender focus in the guidelines. One of these elements refers to making women a visible part of the target population and to observing differences in the access to resources compared to men. It was suggested to use the following chart:

35 Higher-level indicators summarize the progress made by the Ombudsman's Office with regard to the recommendations contained in the Ombudsman's Report in the framework of this Office's objective and constitutional mission.

36 The conceptual map and the points of contact of the information and monitoring system are currently undergoing the trial and validation process at the Ombudsman's Office.

Main research questions	Main questions from a gender perspective	Examples
What is supposed to be researched?	Does the issue chosen demonstrate gender differences? Are the causes of this issue linked with gender differences? Can the consequences be differentiated by gender?	Violence: most victims are women.
Why is this topic supposed to be researched? What is research expected to change? (justification)	Is this issue equally important to men and women? Do research results contribute to reducing gender gaps?	Health policies.
What methods will be used to conduct research?	Are the selected methodologies and techniques appropriate to register the voices of both men and women? Are they adapted to gender differences (age, understanding, etc.)? Are the selected indicators gender-sensitive?	Place to apply the instruments.
With whom? (team)	Is gender considered when putting together the research team?	Participation of men or women.
For whom? (who does this research target)	Does the presentation of the results take into account gender differences?	Changes may be required in language, structure etc., depending on the player the presentation is directed at.

It was considered that this matrix could be incorporated into the *Guidelines for the formulation of and follow-up on the Ombudsman's recommendations* in the form of guiding questions and as an annex to the document. This would prevent the staff of the

institution from considering these questions as a strict set of rules. Instead, they could be taken into account for orientation and as supporting instruments for a gender analysis in the context of research and the elaboration of the Ombudsman's report.

Chapter 5

Recommendations

Recommendations to ensure the sustainability of the products developed by the Program “Modernization of the State and Democratic Participation”

This section aims at helping the Program team accomplish the sustainability of the products elaborated in this context, taking into account the Program’s initial situation with regard to gender. In this respect, the following recommendations can be made:

1. The efforts will lack transcendence if they are not sustainable over time. One of the important elements is that the incorporation of the gender focus in the new advisory lines or products to be elaborated forms part of the institutional dynamics. Thus, it must interact with the planning and monitoring instruments the Program has been developing. These instruments must promote the integration and applicability of a gender focus and analysis in the planning, execution, monitoring and evaluation process of the Program’s advisory lines.
2. Although the Program team has strengthened its capacities to conduct a gender analysis in its advisory lines, training and capacity-building must be a permanent process. It is recommendable to design a plan on developing the staff’s capacities in handling a gender perspective.

3. One of the main reasons that this experience developed satisfactorily was linked to the support we received from the gender group and the gender antennas in each of the components. It is vitally important to ensure that a group feeds debate on this focus and special attention must be paid to strengthening the team’s capacities. As such strategies must be designed to ensure that the capacities of the team responsible for implementing this methodology are constantly fine-tuned.

General recommendations for applying the methodology

Based on reflection regarding the experiences with the project, the following recommendations can be made:

1. The methodology involving a cooperation between advisors and the consulting team has proven to be very fructiferous, because it allowed the people involved to relate specific knowledge about gender with the issues GIZ addresses and the way GIZ is working. Expert advice provides guidance to the advisors so they ask themselves the appropriate questions, which raises their awareness and strengthens their capacities to include the gender focus in the issues they are working on. Additionally, teamwork is crucial to establishing a common concept of what is understood by a gender focus in a program or project.

2. Teamwork requires intense coordination; which is why it is recommendable to assign responsibilities to members of the program or project and at the level of the components or to the people responsible for the advisory lines that are being worked on.
3. It is important to emphasize that the tools that have been designed may not be applicable without the support and experience of a gender expert. These experts are of great help, but they must adapt themselves to the specific requirements of the program or project. Besides, the consulting team must be flexible and open to answering the questions that may arise among the advisors.
4. The political will and the willingness of all people involved are very important, as well as sufficient (financial and time) resources. These inputs are needed to achieve the participation of the entire program or project team, not only to make gender inequalities visible in the area of the selected advisory line, but also to develop the corresponding capacities.
5. Given that results chains are formulated or reformulated, communication and consensus with the counterparts on the activities are essential.
6. The ability of the project to plan ahead and maintain internal and external communication are important to ensuring its success.
7. All activities must be integrated with the existing management instruments, especially in the areas of planning and monitoring.

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