

LATIN AMERICA & CARIBBEAN REGION

GENDER AND DEVELOPMENT IN LATIN AMERICA

A STORY OF GROWING PROSPERITY BUT INCREASING INEQUALITIES

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Quito, Ecuador

Donor organizations and governments must jointly push for an analysis and conceptual discussion of the relationships between gender, macroeconomics and development. Countries must take responsibility for shaping a development agenda that takes critical gender issues into account, and Multilateral Development Banks (MDBs) must help them with the requisite technical assistance and resources to implement this plan. Merely addressing gender issues at the project level is not adequate....

Rebecca Grynspan, Former Vice-President of Costa Rica.

BACKGROUND AND OBJECTIVES

1.1 The Gender Workshop for the Latin American and Caribbean (LAC) region held in Quito, Ecuador, was jointly designed and organized by the Inter-American Development Bank (IDB) and the World Bank. The range of issues on the agenda reflected the organizers' different areas of concern as well as the needs expressed by the workshop invitees. The conceptual framework for the discussion was laid out during the first session, with presentations on the IDB's and World Bank's work on gender. During the second session, participants discussed country specific experiences in introducing a gender dimension into their development agendas. The third session, organized by IDB, focused on integrating a gender perspective in national budgeting, a topic of particular interest in the Latin American region. In the fourth session, the World Bank's Gender Team for the Latin America region described the approaches adopted by the Bank for integrating a gender perspective into investment interventions, and explained how commercial marketing techniques could be used to advance gender issues. The last session focused on ways of supervising and evaluating the gender dimension of

development assistance programs, an issue of particular concern to the World Bank's Operations Evaluation Department.

1.2 The inaugural address¹ presented the case that decades of economic, social, and political development efforts in Latin America have brought mixed results. That there is more robust but more volatile growth, heavier social outlays but higher absolute poverty indexes, more democratically governed nations but an increasingly dissatisfied citizenry. At the root of this performance, a reductionist agenda was blamed that has excluded some central dimensions of development strategy—among them issues of gender. It was reiterated that the region's performance has, likewise, been mixed in the area of gender. Though countries have pursued legal and policy reforms and gender dimensions have been integrated into development assistance, there still are some serious gaps, notably in the macroeconomic, sectoral, and public policy spheres.

1.3 The Address stated that there are studies to show that gender-sensitive macroeconomic analysis can provide a more accurate picture of how an economy operates; however, there is still a lack of full understanding about the barriers women face in the labor market, or the biases of certain market institutions. Countries initiate sector reforms without an understanding of what the consequences on women might be. Given the progress and the rapid changes in the region, it was promulgated that countries cannot continue the same trends as carried out in the past, and expect to get results. There is need for a new development paradigm, in the definition of which women must participate, and within which countries must create and determine national agendas for change. For instance, institutional development, in terms of processes for consulting the different economic development stakeholders and strengthening civil society institutions (women's organizations and others), is critical for effective development. Encouraging and facilitating women's efforts to obtain positions embodying higher decision-making power is also urgent. Until women have the power that comes with such posts, governments will not be pushing for gender equity. There is a need to move forward carefully with a clear and prioritized strategy, keeping in mind that a sense of fatigue around these issues may also be emerging.

1.4 The Address concluded with several suggestions of how multilateral development banks (MDBs) can take responsibility in supporting this process. They must move from tinkering at the project level to securing a more strategic and macrolevel policy, while providing the resources, knowledge and tools to support these agendas. Multilateral organizations should foster gender aware development and champion a new economic, political, and social development strategy in which gender is a fundamental component. This will require donor organizations and governments to jointly push for an analysis and conceptual discussion of the relationships between gender, macroeconomy and development, and take joint responsibility for shaping a development agenda that takes these issues into account. Additionally, it was suggested that multilateral agencies, particularly in the Latin American region should advocate the adoption of a gender perspective in spheres in which women have traditionally not been economic actors, for

¹ Presented by Rebecca Grynspan.

instance, in the rural economy and agriculture. They should help to enhance understanding about the impact of market reform --particularly in the labor and financial markets-- on women's participation in productive processes and help to achieve a balance between moves to build a gender component into projects, programs and strategies and those to put gender concerns on national development agendas. Where resources are scarce and choices need to be made, the priority should be to fashion a national agenda that will make a difference for both gender equity and development.

LISTENING TO THE CLIENT: EXPERIENCES IN LATIN AMERICA

1.5 An entire session was devoted to "Listening to the Client." From this session a series of views emerged. It was felt that development effectiveness requires that interventions be owned and implemented by country stakeholders. Yet, traditional economic development models have failed to yield the hoped-for results. Poverty is worsening in the region, taking its heaviest toll on women now, as in the past. Additionally certain participants stated that the growth paradigm that has guided international development assistance has not looked at individuals or at processes of social change; that many countries are leaning toward a new economic development paradigm that sees economic growth as a means, not an end. At its core is the idea of individuals as citizens, with rights, and of giving priority to equal access to opportunities as a fundamental weapon against poverty.

1.6 Another view presented was that Latin America has looked too readily to welfare policies that treat the vulnerable as groups of incompetent individuals without rights; such policies have helped perpetuate poverty. Civil society has made it clear that a problem as widespread as gender inequality cannot be resolved with handout policies. What these groups are proposing is that their governments adopt gender-sensitive public policies and give recipients a say in their design.

1.7 It was also felt that efforts to introduce the concept of gender in Latin America have fared better in some areas than in others, but with generally lackluster results. Gender policies have had the same problems as development policies: they have attempted to tackle women's issues without addressing the need to rewrite gender relations. Though some countries are producing sex-disaggregated statistics and sensitization materials, gender equity is still far from integrated in national development plans. Based on gender neutral assumptions, governments have excluded the gender dimension from their development agendas. The women's movement opposes this neutrality concept because of the fallacy that men and women have similar needs and priorities.

1.8 Another issue highlighted was that strong institutional arrangements are also needed to ensure the engendering of development agendas. It was felt that countries have historically approached gender mainstreaming strategies through the dismantling of central government units charged with gender policy design and transferring the task of putting gender policy into practice to assorted ministries. At the same time, procedures have not been devised to shape gender policies with, and within, decentralized agencies. The result has been a huge margin for discretion in gender policy implementation. It was

stressed that there is need for a central coordinating and monitoring unit, with ability to provide timely and relevant feedback in policy implementation.

1.9 A final issue raised was the feeling that advances achieved in the area of gender in the region in the past 25 years can be attributed mainly to the efforts of volunteers from the women's movement and to the support of bilateral grants, most of them from the Nordic countries. Multilateral organizations are late-comers to this agenda. To secure support from these agencies in such nontraditional areas as gender, it was suggested that the other development stakeholders, particularly civil society, will have to fight for a fairer sharing of power so they can participate and help influence political agendas.

GENDER STRATEGIES FOR MDBS, COUNTRIES, AND CIVIL SOCIETY

1.10 Overall, participants welcomed the presence of MDBs in the area of gender, even as latecomers. It was recognized that officials from multilateral agencies have devised guidelines to help combat gender disparities and make women full partners in progress. However, until now, MDBs have focused on engendering social sector programs and projects, with far less emphasis on projects in such fields as infrastructure, trade reform, and privatization. They have acknowledged, however, the importance of working on such crucial issues as reproductive health, promoting women's leadership, combating domestic violence, and employment training for women, as well as broadening the spectrum of interventions to include projects in areas that traditionally have lacked a gender perspective, such as infrastructure or privatization.

1.11 Many speakers and participants felt, however, that the mandates of MDBs were unclear and that it is important to clarify the conceptual and analytical framework underlying their mandates in order to formulate a clear development model if development assistance is to be effective. For example, although the World Bank's policy talked of reducing gender disparity, a few participants noted that the Bank is for the most part still following a women and development approach rather than aiming for changed gender relationships and systems within countries. The Bank policy needs to be clarified; is the Bank targeting changes in gender relations and systems, or rather the advancement of women through a gender analysis? These two approaches, they asserted, have different implications for planning and implementing development interventions, training, and monitoring and evaluation.

1.12 Additionally, participants felt that MDBs should send a clear message about their commitment to gender equality by ensuring that integration of a gender perspective is required in all assistance for grant/loan eligibility. They could also encourage the institutionalization of a gender perspective in key national agencies, and stimulate and support women's advocacy organizations, which often lack resources and the capacity for effective action.

1.13 Most importantly, participants urged that MDBs should focus on the macro level. Development of gender aware policies that address issues facing both men and women is a necessary condition of any assistance that aims to change gender relations between the sexes. This would have a much larger impact than addressing issues at the project level.

In this context, MDBs are well-positioned to provide requisite technical assistance to the clients to engender their development policies. Participants expressed the potential learning value of sharing experiences (successful and unsuccessful). Therefore, they recommended that MDBs should institute the practice of sharing experiences on gender issues between international organizations. It was also suggested that they could direct more funding toward activities to produce and publicize experiences with gender-related issues, and assist in the creation of both a database and internet site providing information on best practices of, and for, governments and civil society.

1.14 Participants felt that the IMF, another prominent international financial institution, should start building a gender perspective into all structural adjustment processes and begin to explore and assess how its policies affect men and women differently. An important facet of this, and an aspect in which client countries are weak, is the monitoring and evaluation of the impact of different policies. The IMF as well as MDBs should consider this a priority and allocate more funds for this activity.

Country Accountability and Civil Society

1.15 Participants stressed that the primary responsibility, however, fell on the countries themselves. It was important for clients to take hold of the development agenda and to define and design its content. The first step would involve adopting a less asymmetric approach to cooperation relations and to see the agenda in its totality. It would then be important for the countries to define how they proposed to move forward. In this regard, some participants maintained that the development model imposed by multilateral organizations needed to be critically appraised and challenged if necessary. There is need to come up with a viable alternative to the development model that would make economic development a more inclusive process, opening avenues for deliberation and embracing a more flexible concept of economic progress that accommodates social considerations, not merely macroeconomic indicators.

1.16 Participants expressed the view that incorporating a gender perspective into national development planning that goes beyond discrete social-sector interventions is important. Efforts should focus on converting development planning into genuine public policy making (i.e., working out policies by consensus with civil society). Women's institutions and agencies continue to be weak; therefore, it is important for governments to develop effective and responsive institution-building programs for women's bureaus and to allocate them with the necessary budget to effectively undertake their work. Governments should be willing to invest in gender training for government employees as a key step for ensuring the implementation of decisions that are made at the higher levels. Governments should also support efforts to help women secure positions of power in the administration. More women in the public sector could mean more gender-sensitive public policy; a larger number of women, by themselves, is not a guarantee of stronger advocacy or gender-sensitive policy, however. Accordingly, the efficacy of proactive policies needs to be evaluated at the country level.

1.17 Participants recognized that there have been a few successful initiatives undertaken by governments, although few and far between. For example, as members of

the International Union of Local Authorities,² local governments have been working for six or seven years on methods for introducing a gender dimension into everyday activities. In a Mexico City project, budget funds were earmarked for an institute that had a mandate to introduce a gender perspective into projects funded by international agencies.

1.18 Finally, it was felt that civil society institutions and organizations were important partners in the process. These groups will need to coordinate and build coalitions so to apply pressure on the respective governments and on international organizations. Civil society should be a watchdog of government and multilateral agency poverty-reduction commitments.

GENDER-SENSITIVE BUDGETING

1.19 There was a presentation and panel discussion on "Gender Sensitive Budgeting." It was presented that the concern with "engendered" budgeting in Latin America emerged in an era of consolidating democracy in a context of a neo liberal economic approach. That this juncture created a serious democracy deficit, with civil society having been excluded from moves to construct new socioeconomic, political, and cultural orders. In spite of that, growing pressure from civil society, backed at times by multilateral and bilateral agencies and by autonomous organizations concerned with accountability, brought attention to how public monies can be managed more transparently and how the public can take a keener interest in the budgeting process.

1.20 The presentation stressed that developing participatory, gender-sensitive budgets is more a matter of politics and economics than a technical feat—in other words, it depends more on governments' political resolve than on technical expertise. Although civic groups have succeeded in pressuring governments into participatory budgeting, many of these experiences are still not gender-sensitive. In Latin America, budgets have become a fighting ground because they still do not reflect women's contributions to the national economy (e.g., the reproductive dimension of the domestic economy). The close relationship between gender and macroeconomics, and the realization that integrating gender issues into the macro-economy makes economics a more exact discipline, are not always clear. However, in the last several years, new initiatives around gender sensitive budgets at local and national level are beginning to confront this reality.

1.21 Examples were given as to how gender-sensitive budgeting can achieve many things, such as empowering women, strengthening civil society and democracy, enhancing redistributive justice and equity, instilling greater respect for women's economic and social rights, and improving resource distribution. However it was stated

² IULA's mission statement is to promote and unite democratic local government worldwide. IULA has Regional Sections for Asia and the Pacific (IULA-ASPAC, based in Jakarta, Indonesia), North America (IULA-NORAM, based in Washington DC, USA), Latin America (IULA-CELCADEL, based in Quito, Ecuador), Central America (IULA-FEMICA, in Guatemala), Africa (IULA-AULA, in Harare, Zimbabwe), Eastern Mediterranean and the Middle East (IULA-EMME, based in Istanbul, Turkey) and Europe (IULA-CEMR, based in Paris, France). These Regional Sections run their own local government training courses, set up information and documentation services, conduct research and consultancy projects, and promote municipal international cooperation.

that there is no cookie-cutter strategy for “engendering” the budget process. Some strategies are brought to bear at the central government level, others at the municipal level, and sometimes at both levels. Some strategies target the spending side, others the revenue side. But the starting point for any such blueprint is the need to encourage public input into the budgeting process, adopt a democratic focus, and respect citizens’ rights.

1.22 It was highlighted that one sticking point in gender-responsive budgeting is budget inertia, which leaves little if any room for flexibility in a budget. Budgets are not simply the product of political and interest-group bargaining, they also embody long-range commitments, often inherited from previous administrations. Additional difficulties include the lack of uniform criteria for understanding and applying a gender perspective in budgeting, governments’ tendency to dole out aid rather than embark on processes that can truly change the status of women, a lack of budget expertise among gender staff in different institutions, and meager efforts thus far in to advance gender issues in decentralized public institutions.

1.23 The presentation proffered the viewpoint that only concerted efforts among MDBs, other development agencies, and governments can make the budgeting process more transparent. MDBs need to provide technical assistance for conducting a gender analysis of budgets as well as of its own expenditures. They should also pressure the IMF to consider how the absence of a gender perspective in adjustment programs affects economies, and how these measures affect women in particular.

1.24 Government and civil society also need to work in concert to produce gender-sensitive budgets. Women’s movements do not have the power, the wherewithal, or the legal standing within the State to be able to integrate a gender perspective into budgets. Women thus need to be empowered so they can be proactive citizens, enabled to demand transparency and accountability, not simply ‘victims’ or passive individuals, incapable of demanding their rights. Coming up with gender-sensitive local government budgets may prove easier than central ones, since local budgets tend to be more flexible. At the same time, until systemic changes are made, there is a need to track budget execution as closely—if not more closely—than the budgeting process itself.

1.25 A number of positive initiatives were cited. In Honduras, for example, the strategy followed included providing information on the budget process to civil society groups who wanted changes in the budget, discussing proposals and a strategy paper produced to make budgets gender-sensitive, sensitizing ministers’ offices to gender concerns, and reviewing plans and budgets in key ministries. In Mexico, there were two gender equity initiatives, one in the civil society sphere, and the other in the Federal District National Women’s Commission--*Equidad* and *Fundar*— to identify inequities in budget programming and apprise the institutions accordingly. One particular focus has been to point out the importance of the unpaid economy. In Chile, the *Exagrama* group has been working on the targeting of municipal spending in four Santiago districts. Also, the National Association of Municipalities in Chile has taken steps to integrate gender

issues while the Servicio Nacional de la Mujer (SERNAM³) has been organizing seminars and is planning to introduce gender sensitive budget analysis within other ministers. Peru has two very interesting experiences: The Flora Tristán Center is working with women mayors and city council members in 40 municipalities to build a gender perspective into municipal policies, and the Universidad del Pacífico is studying how and where funding targeted for women is being expended. In the Andean region, UNIFEM is running the Andean Women's Program to advance the economic and social rights of women in Andean countries and has begun gender budget analysis in three countries: Peru, Bolivia and Ecuador. Seventy cities in Porto Alegre, Brazil are looking at how public monies are expended and are proposing alternative uses. Municipal governments in São Paulo, Brazil, are voting on priorities that include gender-related concerns, and working to create partnerships in areas such as youth and children's services. One of the major challenges faced by these efforts is to strengthen the networks that are beginning to coordinate these various initiatives, and to disseminate the findings and the preliminary results of these experiences more widely.

GENDER AND INDIGENOUS PEOPLES

1.26 One of the highlights of the workshop was a session with representatives of indigenous and Afro-Ecuadorian groups, who addressed the questions of what were the gender issues in their communities, and whether there was a need to address such issues through a different lens. All groups acknowledged that gender issues were a problem and that there was need to address them. It was evident that there has been progress in that there were many organized groups, highlighting and addressing these issues.

1.27 Two issues emerged strongly from this roundtable. Firstly, indigenous and Afro-Ecuadorian groups function in an overall context of general inequity and discrimination. Unless some of the overall critical socioeconomic issues they face are addressed, it would be difficult to target gender issues in a sustainable manner. The groups raised the issue of cultural differences in approaches to dealing with gender issues, and stressed the need to address these issues in a holistic fashion. Secondly, indigenous peoples approach life on the basis of complementary roles for both men and women, rather than on equality of sexes; thus, the introduction of approaches based on individual rights and gender equality is creating social tensions. Women agreed, on the other hand, that although gender equity in terms of individual equality was an alien approach, the traditional practices of equitable participation of women in community affairs had given way. They had no choice, therefore, but to seek equity through these new approaches unless men would credibly change their attitudes towards these issues.

SOCIAL MARKETING/MASCULINITY

1.28 An entire half day session was devoted to the topic of "Social Marketing and Masculinity." This topic was given significant attention due to the fact that the social and

³ SERNAM, the Chilean National Office for Women was created in 1991. Its mandate consists of designing and coordinating public policies aimed at tackling discrimination against women in the following spheres: familiar, social, economical, political and cultural.

economic crisis that has affected many Latin American countries has had a profound effect on the roles men and women perform in society. Women have been called to participate in productive, not merely reproductive, roles. However, higher participation of women in the economic activity has neither brought about a change in power relations, nor a higher female share on decision-making positions.

1.29 Panelists presented the idea that gender-focused initiatives have usually concentrated on social and cultural processes in which men and women adopt a set of socially accepted behaviors about what it means to be a man or a woman. These behaviors are at the root of gender inequity. Masculinity, defined as a value system that determines the attitudes men take in their social dealings, is one side of the ‘gender focus’ coin, yet gender studies have been silent on questions of masculinity. Introducing equity in gender relationships implies dismantling old mechanisms of value system formation, which identify masculinity as the exercise of dominant power and women’s subordination.

1.30 It was also felt that there is a danger that development stakeholders could embrace the idea that “gender focus” means a focus on women only. Two male panelists spoke of the need for the gender agenda to actively include men. Introducing gender equity in projects, programs and national agendas implies a change in the power relationships between men and women, and both are crucial actors in this process. Excluding men from gender policies—an approach often embraced by the feminist movement—has seriously compromised the objective of enhancing gender equity, because it has left no room for changing certain male behaviors that are the root causes of many cases of inequity.

1.31 World Bank staff panelists, working on gender issues in the Latin American and Caribbean region, expressed that they have adopted a “social marketing” strategy to integrate a gender dimension into projects. They defined social marketing as applying commercial marketing principles to programs or projects to encourage changes in behavior of a target audience in order to achieve social goals. They have identified two of the most important lessons learned from applying social marketing techniques. One, is that the family is the best place to work on gender relations. Family-centered interventions re-shape the roles of men and women within the family circle, the roles that are drilled into girls and boys (domestic work, school attendance), and inter-generational relations. Two, is that segmentation of the client market—Bank officials, governments of countries in the region, etc.—has made it possible to understand the interests and motivations of different groups, and to target scarce funds to groups that offer the best prospects for success (behavioral changes).

1.32 Another of the panelists voiced the view that MDBs need to strengthen national women’s commissions that have mandates to make public policies gender-responsive. In particular, they need to avoid creating structures that operate parallel with, or compete with the state apparatus for gender equity policy implementation. The challenge will be for the multilateral institutions to coordinate their local technical capacity-building efforts with those of the national technical assistance sources.

1.33 Participants offered several suggestions on how to address the issues raised in this session. Some suggested that the World Bank should include a specific line item for gender issues in its projects. This would entail a change within the Bank and in the various governments in the region, of which should be prepared to borrow in order to protect gender equity. Other participants highlighted the need to catalyze changes in value systems that lie at the root of behaviors that threaten gender equity. Rewriting laws is not enough. There is need for more research on the cultural roots of gender differences and the process of identity construction. The effects of societal change on men and women in the different contexts need to be studied. Do value systems change during periods of economic stress? What are the consequences of labor emigration? It was also stressed that giving men an equal voice in gender policy design and program implementation is essential if programs for women are to be successful in moving toward gender equality.

1.34 Several examples of successful social marketing in the region were provided. Women in a gender equity project in Peru wanted their husbands to take part in awareness-raising seminars. They felt that male behavior would never change and no progress would be made on gender equity until their spouses understood and supported women's involvement in public life. This experience shows that a key element in effective gender policy will need to include both men and women in project activities.

1.35 In Ecuador, the ProGenial project provides technical assistance for World Bank projects so they can build a gender dimension into project design. ProGenial has two components: (i) support for institutional development of the National Women's Council (CONAMU) and (ii) technical assistance on gender-related issues in Bank projects in Ecuador. ProGenial services are demand-driven, not provided automatically. Of the 18 projects seeking technical assistance, 12 were chosen, most of them recently approved operations. Once the technical assistance is approved, projects are helped to identify interventions that will address the distinct needs of men and women, achieve more meaningful social and economic impacts, and become a tool to narrow the gender gap. The National Statistics Bureau (INE) administers surveys to update Ecuador's agricultural census. Since the survey questionnaire was not gender-sensitive, CONAMU and the World Bank proposed changing it to could capture information on women's participation in farm work, access to property ownership, etc. Technical assistance to Prodepine, a project designed to serve the needs of indigenous populations, reviewed problems with local participation plans (which typically were ranking women's investment project needs below men's), leadership issues, and leadership training and sensitization issues. Another component was a social assessment that examined the project beneficiaries' perceptions.

1.36 In the eight months since the project's inception some lessons are clear. Developing a one-size-fits-all strategy for projects with an array of objectives is difficult. Additionally, Ecuador has experienced human resources, as well as technical means and know-how for interventions in many spheres, particularly the social sectors. The challenges ahead are to build capacity in other areas such as environment, macroeconomics, and infrastructure and sanitation; to secure Bank investments in two areas considered crucial—agricultural production and the labor market; and to make

certain that the program will be sustainable, meaning that projects will be able to pay for gender technical assistance.

SUPERVISION AND EVALUATION

1.37 In the last few years, several efforts have been undertaken in the area of evaluation of gender policies. Evaluation processes, participants declared, need to go beyond formal declarations adopted at conferences to looking at the measures taken in order to put them into practice.

1.38 Several of these recent evaluation were presented. As this publication discusses, the World Bank, through OED, has carried out an evaluation of the gender dimensions of World Bank assistance. Beijing+5 reviewed the gender-equity gains achieved in pursuit of commitments made at the international women's conferences. The evaluation found that most countries have launched or strengthened gender policy development and implementation processes, the State today has a stronger role in remedying social inequities, and civil society is more actively involved in development strategy design. The evaluation also showed, however, that all the measures needed to honor the conference commitments had not been adopted, and that measures introduced to improve women's lives, particularly very poor women, had had limited impact.

1.39 "Women's Eyes on the World Bank" conducted an evaluation of the Bank's lending portfolio for Latin America and the Caribbean. The evaluation found that the Bank has no single definition of the concept of gender, and it does not always pursue equity between the sexes; that available resources are not being targeted to combat inequity but are being put toward much broader objectives such as protecting vulnerable groups; and that there is no one definition of "participation." The ultimate aim of participation is beneficiary ownership of a project and a greater say in decisions. The evaluation also concluded that the chief obstacles to governments' supervision and evaluation work are weak public institutions in developing countries, a citizenship deficit, and the absence of a gender perspective in national development agendas, because so few states and political parties see gender equity as a core component of such a strategy.

1.40 In response to the above evaluations, participants felt it was necessary to establish clear monitorable benchmarks for measuring progress towards achieving gender equality. Some suggested treating the commitments made at international conferences on women's rights as categorical objectives to be achieved with the help of gender policy. Accordingly, the yardstick for gender equity gains should be how far countries have advanced in these goals. Many participants stressed the need to define the object of evaluations clearly. If we want to assess how a project has changed women's status in society we need to look at whether the project helped boost women's participation. If our focus is to perceive shifts in gender roles and relations, we need to see how a project has changed people's access to and control of resources and the fruits of progress. The focus is important.

1.41 Further concerns were expressed from participants. Some felt that women's participation in the supervision and evaluation of development assistance is critical, yet

rarely is funding made available to boost participation. When participation gains are achieved, it is usually thanks to pressure from women's advocacy circles. Additionally, it was felt that the indicators currently used to understand the dynamic transformation of gender roles do not necessarily reflect the reality of gender. For instance, a classic indicator such as labor-force participation does not accurately portray women's participation in the economy because it ignores their contribution to the domestic economy and the informal economy. Nor do declining fertility rates necessarily reflect gains in gender equity.

1.42 Participants stated that MDBs have an important role to play in improving the quality of indicators used to evaluate gender interventions. It was suggested that they should develop and popularize the use of long-range indicators that can measure societal changes that take time to unfold; the indicators should, at the same time, be dynamic and capable of measuring the incidence and depth of societal changes. MDBs should also provide technical assistance to develop suitable monitoring and evaluation mechanisms to make sure that gender policies are adopted and implemented. Broadening the evaluation spectrum to include not just social projects but also technology and infrastructure projects is also important. MDBs should also examine other methodologies proposed in evaluation studies, disseminate knowledge on combining quantitative and qualitative evaluation techniques, and improve data gathering.

WHAT WAS HEARD DURING THE SEMINAR AND WHAT WAS LEARNED?

1.43 Representatives from the various donor organizations as well as the participants themselves reflected on what they heard during the workshop. The underlying theme seemed to be that although impressive strides have been made in integrating a gender perspective into development assistance, there still is a long way to go. The economic shocks that have buffeted Latin America in the past three or four years have worsened poverty and spotlighted gender inequities in the region. Today, more than ever, there is a need to come up with new economic development models and macroeconomic scenarios to address the region's specific needs. The other major messages are highlighted below.

1.44 *Ownership.* To date, when "women and development" issues and a gender perspective have been integrated into projects, it has been due largely to the efforts of civil society volunteers (primarily women's groups), and bilateral donors. The challenge today is to move beyond projects and institutionalize a gender perspective in programs and political agendas, and to make public expenditure gender-sensitive. Participants recognized, however, the need to create greater demand in their countries for such assistance from multilateral Banks. Ownership, they reiterated, was important, not just by Governments, but also by members of civil society.

1.45 *Resources.* Funding and training are the most pressing resources needed to move toward gendered development policies. Funds are needed for gender affairs at every level—government, development banks, civil society—as are outlays for capacity-building. The multiple stakeholders in the development process must be encouraged to work in concert. All parties can learn if they share their experiences, and the MDBs need to work closely together.

1.46 *Institutional Strengthening.* Institutional strengthening within the countries is very important. Mainstreaming gender policy requires strengthened gender units in governments and development banks, and a gender dimension in assistance projects. As a result of the Beijing Conference, almost all countries have established organizational machineries to coordinate issues related to gender/women. Resources and capacity have been critical constraints for these organizations. It is also important to bolster women's civil-society organizations to help these groups have a stronger voice in policy dialogue and decision-making.

1.47 *Participation.* More women need to be involved in politics, government, public administration, and MDBs if a gender perspective is to be instilled in development cooperation. The message from participants however, is that the World Bank has not been fully forthcoming in strengthening their participation in the development dialogue, planning and implementation.

1.48 *Gender Mainstreaming.* Mainstreaming is not a purely technical exercise; it has to do with power sharing and changes in decision-making on resources. Gender mainstreaming—not merely a WID approach—is needed across the board, not just in projects in order to help change relations between the sexes. It should penetrate macroeconomic and sectoral policies and become an integral part of public policies. Civil society organizations, and women's organizations specifically, need to adapt to the changes unfolding at different levels. Participants stressed that we need to look at men and woman as citizens with rights, not as victims in need of government assistance. This is the perspective the World Bank is adopting in its poverty-reduction policy and, to some extent, in its gender policy. Both men and women need to be included in our gender initiatives if we are to improve women's lives and move on to questions of men and gender. The World Bank's Latin America and Caribbean region, in fact, has been focusing on problems specific to men in gender relations.

1.49 *Indigenous and Afro-American Communities.* The region's indigenous and Afro-American populations are living with problems of racism, discrimination, social exclusion, economic marginalization, domestic violence, alcoholism, and paternalistic government policies that dispense welfare aid to these segments of the population. Gender policies for those communities need to empower these groups, respect their unique characteristics and address their needs. Culture has a strong influence on relations between the sexes and on creating new behaviors in both groups. In matters related to culture and other sensitive issues, governments and civil society need to accept their responsibility for development process design; this is crucial for successful, sustainable development assistance.

1.50 *Gender in World Bank Projects.* The key to instilling a gender perspective in Bank projects in Latin America is to spur demand at the country level. Governments can press for such a perspective in lending approvals. On the other side, the World Bank is currently reviewing its gender policy and strategy and should ensure integration at the project level. Additionally, technical assistance projects that help integrate a gender perspective into development assistance operations are exemplary because they show how adopting that approach at the project design stage can improve project outcomes.

1.51 *Conditionality.* The World Bank should look at ways of ensuring attention to gender issues a condition for eligibility for its loans. At the moment this is a requirement only for IDA (soft) loans; it should be extended to take in IBRD (hard) loans. However, the Bank will have to weigh the downside of adding new eligibility requirements for its loans.

1.52 *World Bank Gender Products.* The Bank is being asked to develop more effective information and reporting systems, to produce or fund research on gender issues, to develop a sex-disaggregated basic data base, and to improve supervision and evaluation systems. These requests pose formidable challenges to the Bank and need to be addressed. At the time of the workshop, the Bank was conducting an evaluation on gender and development and planned to have the 2004 World Development Report focus on gender; was launching a multi-year research project to explore relations between gender and macroeconomics; in addition, its Web page contains information, available to everyone, on World Bank gender policy mainstreaming approaches and gender statistics and indicators.

1.53 *Information and Data.* The role of the MDBs in knowledge management and as a provider of information, especially to women, was stressed. As part of the information systems, participants reiterated that MDBs should assist clients to collect, analyze and use sex-disaggregated data, critical in making informed policy choices that will benefit both men and women (a message that has been consistently raised in all three regional workshops.) There is a need to shift some of the focus of the gender agenda to a higher plane by providing greater assistance to client countries on how to analyze their macro and sectoral policies and their expenditures from a social and gender perspective. Although the MDBs have provided intermittent guidance in selected countries, what is needed is a systematic integration of data and tools for such analysis into the work with all clients.

2. GÉNERO Y DESARROLLO EN AMÉRICA LATINA

AGENDA

26 de octubre de 2000

SALÓN AMAZONAS SWISSOTEL

8:30-9:00 Inscripción

9:00-10:30 Sesión de Apertura

Moderadora: Sa. **Isabel Guerrero**, Directora para Ecuador,
Banco Mundial

Discurso de bienvenida Exmo. Sr. **Raúl Patiño**, Ministro de
Bienestar Social, Ecuador.

Discurso de inauguración Sa. **Rebeca Grynspar**, Ex-Vice Presidente
de Costa Rica.

Temas sujetos a debate Sa. **Burke Dillon**, Vice Presidente Ejecutivo
del Banco Interamericano de Desarrollo.

Sa. **Jan Piercy**, Director Ejecutivo para los
Estados Unidos y Presidente del Comité de
Eficacia en el Desarrollo, Banco Mundial..

10:30-11:00, Receso

11:00-12:30 Sesión II: Escuchando al Cliente

Moderador: Sr. **Rubén Lamdany**, Gerente del
Departamento de Evaluación de Países y
Relaciones Regionales del Departamento de
Evaluación de Operaciones del Banco
Mundial

Ponentes: Sa. **Line Bareiro**, Centro de Documentación
y Estudios (CDE), Paraguay.

Sa. **Teresa Quiroz** .

Sa. **Gabriela Delgado**, Instituto de la Mujer,
México.

12:30-14:30, Receso: Almuerzo

14:30-17:00 Sesión III: Introduciendo una perspectiva de género en los presupuestos

Moderadora: Sa. **Burke Dillon**, Vicepresidenta Ejecutiva del Banco Interamericano de Desarrollo.

Ponentes: Sa. **Simel Esim**, Centro Internacional de Investigación sobre la Mujer.

Sa. **Virginia Vargas**, Centro Flora Tristán, Perú.

Sa. **Narda Meléndez Rosales**, Ministerio de Finanzas, Honduras.

Sa. **Cecilia López**, Consultora, Naciones Unidas.

18:00-20:00, Recepción de Bienvenida.

27 de octubre de 2000

SALÓN AMAZONAS SWISSOTEL

9:00-12:00 Sesión IV: Marketing Social e Introducción del Género

Moderador: Sa. **Lucía Fort**, Departamento de Género, Banco Mundial.

Ponentes: Sa. **Maria Correia**, Departamento de Género, Banco Mundial.

Sa. **María Arboleda**, Coordinadora del Programa ProGenial en Ecuador, Banco Mundial.

Sr. **Fernando Larrea**, Coordinador Continental de RIAD, Director Proyecto Heifer, Ecuador

Sr. **Arturo Granados**, Escuela Mayor de Gestión Local, Perú.

12:00-14:30, Receso: Almuerzo

12:00-12:30 Sesión especial: “Escuchando a las poblaciones indígenas y afroecuatorianas.”

Sa. **Teresa Simbaña**, Presidenta del Consejo Nacional de Mujeres Indígenas
Sa. **Katherine Chalá**, Presidenta del Consejo de Mujeres Negras
Sr. **Ariruma Kowi**, Consultor de PRODEPINE

14:30-16:30, Sesión V: Supervisión y Evaluación

Moderador: Sa. **Gabriela Vega**, Directora de la Unidad de Mujer y Desarrollo en el Banco Interamericano de Desarrollo

Ponentes: Sr. **Rubén Lamdany**, Gerente del Departamento de Evaluación de Países y Relaciones Regionales del Departamento de Evaluación de Operaciones del Banco Mundial

Sa. **Laura Frade**, El Banco Mundial en la mira de las mujeres.

Sra. **Lucy Wartember**, Centro de Investigaciones sobre Dinámica Social. Colombia

Sa. **Mónica Muñoz Vargas**, UNIFEM, Ecuador

16:30-17:00 Sesión de Clausura:

¿Qué hemos oído?

¿Qué hemos aprendido?

Banco Interamericano de Desarrollo: Sa. Gabriela Vega.

Banco Mundial: Sa. Jan Piercy

Sr. Rubén Lamdany.

Preguntas clave para cada sesión.

Sesión de Apertura

- Qué grado de efectividad han alcanzado los donantes a la hora de integrar cuestiones de género en sus programas de asistencia al desarrollo en América Latina y el Caribe
- Qué se hizo bien? Qué se podía haber hecho de una manera diferente?

Sesión IV: Marketing Social e Introducción del Género

- Cuáles han sido las limitaciones de las anteriores estrategias para promover la equidad e igualdad entre hombres y mujeres.
- Qué conceptos de marketing social pueden ayudarnos a tener un mayor impacto a la hora de obtener equidad e igualdad entre hombres y mujeres?

Sesión II: Escuchando al cliente

- Cuáles son las experiencias de los países de la región a la hora de introducir la problemática de género en los proyectos de asistencia al desarrollo? Cuáles has sido las mejores experiencias?
- Qué dificultades han tenido que afrontar y cuáles han sido las lecciones aprendidas?
- Qué lecciones deberían ser incorporadas por los donantes de aquí en adelante? Como pueden incorporar los donantes éstas lecciones en sus estrategias a nivel del país?

Sesión V: Supervisión y Evaluación

- Cual es la estrategia y la metodología del Banco Mundial a la hora de evaluar y supervisar indicadores desagregados por género?
- Cuáles son las dificultades para evaluar los proyectos desde una perspectiva de género?
- Como es posible medir el impacto de los proyectos?

Sesión III: Introduciendo una perspectiva de género en los presupuestos

- Cuáles han sido las estrategias de los gobiernos para incorporar una dimensión de género a sus presupuestos?
- Como se puede diseñar una política de hacienda pública que sea sensible a las cuestiones de género?

Quiénes son nuestros/as ponentes y moderadores?

Maria Arboleda (Ecuador): Socióloga, con experiencia en gobiernos locales, desarrollo local, políticas públicas y género. Actualmente coordina el Proyecto ProGenial del Banco Mundial en Ecuador y el Seminario Académico del Programa CILA/HECUA. Dirigió el Proyecto Género y Municipios en América Latina de IULA/CELCADEL. Fundadora del Movimiento Mujeres por la Democracia, de la Editorial El Conejo y de la Fundación de Defensa del Consumidor. Articulista y ensayista.

Line Bareiro (Paraguay): Abogada y politóloga, co-fundadora y Directora del Centro de Documentación y Estudios (CDE), y de DECIDAMOS--campana por la expresión ciudadana y de la Coordinación de Mujeres del Paraguay. Asesora de la Coordinación Latinoamericana de ONGs hacia Beijing y coorganizadora de los paneles de ciudadanía en Mar del Plata y Huairou. Line es co-autora de varios libros: *Alquimistas, Documentos para otra historia de las mujeres* (1993), *Campesinas frente a la pobreza* (1994), *Hacia una cultura para la democracia en el Paraguay* (1994), *Ciudadanas: Una memoria inconstante* (1997).

Maria Correia (Canadá): Maria es la Gerente del Departamento de Género para Latinoamérica y el Caribe en el seno del Banco Mundial. Su trabajo se ha concentrado en asuntos de género, agricultura y manejo de recursos naturales. Actualmente dirige un grupo de investigadores y especialistas en género y su relación con los mercados de trabajo, la educación, la economía familiar y las relaciones familiares, salud, seguridad social, violencia y desarrollo rural.

Gabriela Delgado (México): Psicóloga, con una maestría en psicología clínica y experimental de la Universidad Nacional Autónoma de México (UNAM), Gabriela tiene una extensa carrera en la universidad. Es investigadora del Centro de Estudios sobre la Universidad UNAM, profesora de la Facultad de Psicología UNAM, y fundadora del Programa Universitario de Estudios de Género (PUEG) UNAM. Actualmente es Directora General del Instituto de la Mujer del gobierno del Distrito Federal y es asesora de la Comisión Nacional de la Mujer. Es co-autora de varias publicaciones en temas de educación (*Mujer y Educación, La Problemática de los Estudios de Género, Género y Educación, y Educación Indígena* entre otros).

Burke Dillon (Estados Unidos): Economista por la Northwestern University, con maestrías en economía por la London School of Economics y Yale University. En 1973 ingresó en el Fondo Monetario Internacional (FMI) y dirigió varias divisiones del actual Departamento de Desarrollo y Evaluación de Políticas y la representación del FMI en Moscú; también dirigió el Departamento de Administración del FMI. Burke ha sido también Consejera Económica de la Casa Blanca. Desde 1999 es Vicepresidente Ejecutiva del Banco Interamericano de Desarrollo. Ha trabajado en numerosos países en América Latina (Argentina, Nicaragua, Perú), así como en diversos países en África.

Simel Esim (Turkey): Economista, con una maestría en Economía Internacional y estudios en Oriente Medio por la Johns Hopkins University (SAIS) y un Doctorado en Economía por la American University en Washington D.C. En 1997 Simel ingresó en el Centro Internacional para la Investigación sobre la Mujer donde trabaja en temas laborales tales como empleo informal, salarios, condiciones laborales y seguridad social. Dirige una investigación sobre reducción de la pobreza, generación de empleo e introducción de género en los presupuestos. También ha colaborado como especialista en género y microempresa con Development Alternatives Inc. y con el Banco Mundial.

Lucía Fort (Perú): Socióloga, candidata al Doctorado en sociología por la American University en Washington D.C., Lucía tiene una amplia experiencia en temas de género y familia, desigualdad económica y social, pobreza y empleo. Actualmente es especialista en cuestiones de género en el seno del Banco Mundial donde asesora al personal del Banco sobre los métodos para introducir una perspectiva de género en los proyectos de asistencia, reviewúa los esfuerzos del Banco por introducir una perspectiva de género y promueve procesos de aprendizaje y disseminación de “buenos ejemplos” en asuntos de género.

Laura Frade (México): Educadora, con una maestría en Ciencias Políticas y Sociales por la Universidad de Chihuahua, México. Actualmente es la coordinadora regional del proyecto Los Ojos de las Mujeres en el Banco Mundial en Latinoamérica, proyecto que reúne a organizaciones civiles de doce países. Laura es co-fundadora de Alternativas de Capacitación y Desarrollo Comunitario, una ONG cuyo objetivo es promover el desarrollo humano desde una perspectiva de género. Autora de varias publicaciones sobre temas de género, desarrollo, educación y educación para la salud.

Rebeca Grynspan (Costa Rica): Economista, con una maestría en economía por la Universidad de Sussex (Reino Unido). Durante su vicepresidencia en el gobierno de Costa Rica coordinó los equipos económico y social y fue responsable del Plan Nacional para la Erradicación de la Pobreza. Fue también Ministra de Vivienda y Asentamientos Humanos y Vice-Ministra de Finanzas. Ha trabajado ampliamente como consultora de organismos internacionales, tarea que ha compaginado con su trabajo de investigación y docencia en la universidad. Es co-autora de numerosas publicaciones sobre temas económicos y de política social.

Isabel Guerrero (Chile): Economista y Psicoanalista, con una maestría en economía por la London School of Economics, comenzó su trabajo en el Banco Mundial en 1982 como Joven Profesional y ha trabajado en todo el mundo, especialmente en Filipinas y Marruecos. En 1995 Isabel fue promovida a Jefe del Departamento de Política y Gestión Macroeconómica del Instituto para el Desarrollo Económico. Actualmente es Directora para Bolivia, Ecuador y Perú en el seno del Banco Mundial.

Ariruna Kowi (Ecuador): Estudio Leyes, hizo una Maestría en Estudios Culturales. Es profesor de la Universidad Politécnica Salesiana, editorialista del Diario Hoy. Actualmente trabaja como consultor nacional del Programa de Capacitación del Proyecto PRODEPINE. Fue miembro y coordinador de la Comisión que elaboró la propuesta de reformas constitucionales sobre los derechos colectivos de los pueblos indígenas.

Rubén Lamdany (Argentina): Economista, con un doctorado de la universidad de Columbia en Nueva York y una maestría de la Universidad Hebrea en Jerusalén. Rubén ha sido Consejero del Departamento de Europa en el Fondo Monetario Internacional y en el Banco de Israel. Actualmente es el Gerente de la división encargada de la evaluación de países y de las relaciones regionales en el Departamento de Evaluación de Operaciones del Banco Mundial. Ha publicado sobre temas de recursos humanos, sector financiero, y economías en transición.

Fernando Larrea (Ecuador): Antropólogo, con estudios de maestría en Ciencias Sociales. Es especialista en temas relacionados con desarrollo local, agricultura sostenible y manejo de recursos naturales. Últimamente ha indagado en temas de masculinidad por la Facultad Latinoamericana de Ciencias Sociales (FLACSO), y publicó el estudio *“Cómo un indio viene a mandarnos” frontera étnica y masculinidades en el ejercicio del gobierno local.* Director Ejecutivo del Proyecto Heifer Ecuador, es también Coordinador Ejecutivo del Comité de Coordinación Continental de la Red Interamericana de Agriculturas y Democracias, RIDA, y Miembro del Instituto de Estudios Ecuatorianos, IEE, centro de investigaciones en temas sociales y de desarrollo.

Cecilia López (Colombia): Economista, con maestrías en Demografía y Economía de la Educación por la Universidad de Los Andes y el Centro de Estudios Educativos de México, ha ocupado diversos cargos en el gobierno siendo embajadora en Holanda, Vice Ministro de Agricultura y Ministra de Medio Ambiente, de Agricultura y de Planificación. Actualmente es consultora y conferencista internacional del BID, Banco Mundial, CEPAL, FIDA y CAF. Cecilia tiene una larga trayectoria como investigadora y ha publicado numerosos libros en temas económicos, desarrollo social, salud, seguridad social, empleo, equidad de género, América Latina, y política y ayuda internacional.

Narda Meléndez Rosales (Honduras): Abogada, con experiencia en investigación social y en desarrollo de procesos de capacitación para personas de diferentes niveles y en el manejo de herramientas metodológicas para la incorporación de la perspectiva de género en procesos de desarrollo. Cofundadora del Consultorio Jurídico Popular y de la Asociación Andar, y consultora de organismos nacionales e internacionales desde hace varios años. Actualmente es miembro del Comité de Dirección de la Asociación Andar y Consultora en género de la Secretaría de Finanzas.

Mónica Muñoz (Chile): Politóloga, con una maestría en sociología por la universidad de Brasilia y un doctorado en sociología por la universidad de Manchester (Reino Unido), Mónica ha trabajado para diversos organismos internacionales. Coordinó en Guatemala el programa regional de Educación para la Mujer llevado a cabo por la UNICEF y fue responsable de la planificación en el seno de UNICEF-Brasil durante cuatro años. Actualmente es Consejera regional del Fondo de las Naciones Unidas para el Desarrollo de la Mujer (UNFEM) con sede en Ecuador. Ha sido investigadora en el Ministerio de Educación y Cultura en Brasil y ha publicado sobre temas de género, infancia y pobreza.

Raúl Patiño (Ecuador): Abogado, Licenciado en Ciencias Políticas y Sociales, con una maestría en Derecho y un Doctorado en Sociología por la UNAM, México, Raúl se ha desempeñado como Profesor en la Universidad de Guayaquil y tiene una amplia

experiencia en trabajo de organización comunitaria. Entre las funciones que ha desempeñado están la de Diputado de la República, Presidente de la Comisión de Defensa del Consumidor del Congreso Nacional, Presidente de la Comisión de Defensa del Usuario y el Consumidor del Parlamento Latinoamericano, Director del Fondo de Desarrollo Urbano de Guayaquil, y Asesor Ad-honoren del Vicepresidente de la República del Ecuador, Dr. Gustavo Noboa. Actualmente se desempeña como Ministro de Bienestar Social.

Jan Piercy (Estados Unidos): Jan tiene una extensa carrera académica a sus espaldas. Fue Directora de la Maestría en Gestión Pública en las universidades de Stanford y Cornell. Posteriormente fue Vice-presidenta de la Corporación Shorebank, grupo interesado en promover el desarrollo económico en las comunidades. Fue consejera del Presidente en la Casa Blanca e ingresó en el Banco Mundial en 1994 donde ejerce el cargo de Directora Ejecutiva de los Estados Unidos. Actualmente preside el Comité de Eficacia en el Desarrollo (CODE) y ejerce funciones en el Comité de Personal. Es cofundadora de la Fundación Lewis T. Preston para la educación de niñas y miembro del Consejo de Relaciones Exteriores y del Consejo de la Mujer.

Virginia Vargas (Perú): Socióloga, fundadora del Centro de la mujer peruana Flora Tristán, fue coordinadora para el movimiento de mujeres latinoamericano y caribeño de las actividades para la Conferencia Mundial de la Mujer de Beijing. Actualmente coordina el Programa de los derechos económicos y sociales en UNIFEM.

Gabriela Vega (Perú): Socióloga, con una maestría en Desarrollo Económico por la Universidad de Cambridge (Reino Unido) y es candidata al doctorado por la universidad de Oxford. Actualmente Gabriela es Directora de la Unidad Mujer y Desarrollo del Banco Interamericano de Desarrollo. Ha sido consultora del Banco Mundial en temas de protección social e investigadora en el Banco Central y en el Centro de Investigaciones Sociales y Económicas de la Universidad Católica de Perú. Ha trabajado en las siguientes áreas: liderazgo femenino, género y administración pública, género y modernización del Estado, género en desastres naturales, y género en los mercados laborales y en la reducción de la pobreza.

Lucy Wartenberg (Colombia): Antropóloga, con maestrías en Sociología y Dinámica de Población por las Universidades de Manchester y Johns Hopkins respectivamente. Actualmente coordina una Maestría en Estudios de Población en la Universidad Externado de Colombia e investiga en el Centro de Investigaciones sobre Dinámica Social de la misma universidad. Sus trabajos de investigación se centran en la problemática de los hogares urbanos pobres y los cambios en las variables intervinientes en los procesos de transición demográfica. El aborto inducido y los problemas de la salud sexual y reproductiva han sido una de sus áreas de especialización.