

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**GENDER AND DIVERSITY  
SECTOR FRAMEWORK DOCUMENT**

**GENDER AND DIVERSITY DIVISION**

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This document is being made publicly available simultaneously with its distribution to the Board for information.



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## ABBREVIATIONS

CAF	Andean Development Corporation
ECLAC	Economic Commission for Latin America and the Caribbean
EEPA	Encuesta Especializada sobre la Población Afroperuana [Specialized Survey on the Afro-Peruvian Population]
EPSI	Empresas Prestadoras de Salud Indígena [Indigenous Health Provider Trusts]
ILO	International Labor Organization
LGBTI	Lesbian, gay, bisexual, transgender/transsexual, and intersex
MSMEs	Micro, small, and medium-sized enterprises
OAS	Organization of American States
OECD	Organization for Economic Cooperation and Development
OVE	Office of Evaluation and Oversight
PES	Payments for environmental services
PISA	Program for International Student Assessment
PWD	People with disabilities
SFD	Sector Framework Document
STEM	Science, technology, engineering, and mathematics
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WeB	Women Entrepreneurship Banking Program
WEF	World Economic Forum
WEPS	Women's Empowerment Principles
WHO	World Health Organization

## EXECUTIVE SUMMARY

- (i) The Gender and Diversity Sector Framework Document orients the Bank's work on policies to enhance gender equality and support development with identity for indigenous peoples and Afro-descendants. In Latin America and the Caribbean, factors of race, ethnicity, and gender create additional challenges to climbing out of poverty and achieving economic progress. Attaining equal access to opportunities for these groups has positive implications for both economic growth and sustainable development.
- (ii) **Gender equality.** Women and girls represent half of the world's population and, therefore, half of its potential. The evidence shows that gender equality persists in every country in the region, curbing social and economic progress. Key challenges in policies to support gender equality are as follows:
  - a. **Expand access and improve the quality of public services for women and children.** Maternal mortality remains high in Latin America and the Caribbean, and pregnancy rates among adolescents (15-19 years old) are 20 points above the world average. The gender gap in school attendance has been eliminated at the primary level and favors girls at the secondary and post-secondary levels. However, in most countries in the region, girls score worse than boys in mathematics and science, a difference that widens throughout the school years and leaves girls at a disadvantage in these areas. This leads to a disproportionate lack of women in certain industries and jobs, contributing to the gender wage gap.
  - b. **Expand economic opportunities for women.** Gender equality in the labor market is an ongoing challenge. Over the last half century, the sharp increase in female labor force participation has been one of the most striking socioeconomic changes in Latin America and the Caribbean. The female labor force participation rate has climbed to 68%, insufficient to close the gap with respect to men, whose participation rate has remained at around 95%. There are high levels of occupational segregation by gender, and women's participation is concentrated in low-quality employment. Women entrepreneurs also face higher barriers than their male peers.
  - c. **Strengthen women's voice and agency.**<sup>1</sup> There is a very large gap in terms of political representation, and women are underrepresented at the management level in private enterprise. Violence against women is widespread. One in three women in Latin America and the Caribbean experiences physical and/or sexual violence at some point in their lives, and this has a detrimental impact (physical and psychological) on survivors' health. It also increases the likelihood that children will suffer mistreatment, such as physical punishment or negligent/dysfunctional care.
- (iii) **Development with identity and social inclusion of indigenous peoples, Afro-descendants, and other diverse populations.** Poverty affects 43% of indigenous households in the region, more than double the rate for non-indigenous households. Key challenges in policies to support development with identity and social inclusion for indigenous peoples, Afro-descendants, and other diverse populations are as follows:

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<sup>1</sup> Agency is the capacity to make effective decisions and transform them into desired results (ECLAC, 2014; World Bank, 2013; United Nations, 2009).

- a. **Expand access and improve the quality of public services.** The educational challenges faced by children in indigenous families are more serious than those of their non-indigenous peers, and they face specific difficulties in scholastic learning. Health outcomes among indigenous peoples are considerably worse than for other groups due to both a lack of cultural adaptation and discrimination in service delivery. Indigenous peoples also have less access to infrastructure services linked to improved health outcomes (water) and incomes (electricity).
  - b. **Support the economic empowerment of indigenous peoples, Afro-descendants, and other diverse populations.** The income gap between workers of ethnic and non-ethnic origin is 40% in those Latin American and Caribbean countries for which data disaggregated by ethnicity is available. Indigenous peoples tend to work in low-wage, low-skill occupations, and they depend to a large extent on subsistence agriculture.
  - c. **Strengthen the governance<sup>2</sup> of indigenous peoples and Afro-descendants.** Three important issues affect this governance: (i) respect for the right to free, prior, and informed consultation and consent; (ii) land titling and autonomy for nationally recognized indigenous and Afro-descendant territories; and (iii) the preservation of environmental and cultural heritage.
- (iv) The Bank seeks to support the countries in strengthening policies and strategies to close gender gaps in the areas of health, education, economic participation, and leadership. Three lines of action are proposed: (i) improve the well-being of women and children by expanding access to quality public services that are culturally relevant; (ii) expand economic opportunities by increasing female participation, closing economic gender gaps, and improving women's access to more productive and better-paid jobs and occupations; and (iii) strengthen women's voice and agency by promoting their leadership in the public and private sectors and supporting the prevention, care, and reduction of violence against women and children.
  - (v) The Bank will base its work with indigenous peoples, Afro-descendants, and other diverse populations on promoting the conditions necessary for development with identity and social inclusion through culturally appropriate and other activities. Three lines of action are proposed: (i) improve living conditions by increasing access to quality public services; (ii) support economic empowerment through partnership-based production initiatives and access to high-quality jobs; and (iii) strengthen governance through the sustainable management of land and natural resources, the recovery of knowledge, and strengthening of traditional leaders.
  - (vi) The priority lines of action that will guide the Bank's work on policies to improve gender equality and support development with identity and social inclusion for indigenous peoples, Afro-descendants, and other diverse populations were determined based on international evidence and best practices, the substantial progress in the region, and the lessons from operational and analytical work, as documented in this Sector Framework Document.

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<sup>2</sup> Indigenous governance is defined as the scope of administration by indigenous peoples that, within the structure of the applicable law and of the nation-states of which these peoples are part, and in keeping with indigenous peoples' own organizational structures, contemplates control of their own economic, social, and cultural development, internal management of their own lands and territories in recognition of the special relationship that exists between the land and ethnic and cultural identity, and effective participation in local, subnational, and national government.

## **I. THE SECTOR FRAMEWORK DOCUMENT IN THE CONTEXT OF EXISTING REGULATIONS AND THE INSTITUTIONAL STRATEGY 2010-2020**

### **A. The Gender and Diversity Sector Framework Document as part of existing regulations**

- 1.1 Consistent with paragraph 1.20 of “Strategies, Policies, Sector Frameworks, and Guidelines at the IDB” (document GN-2670-1), which stipulates that Sector Framework Documents (SFDs) should be updated every three years, this document replaces the Gender and Diversity Sector Framework Document (document GN-2800-3) approved by the Operations Policy Committee on 18 February 2015.
- 1.2 This update of this SFD incorporates new topics and perspectives drawn from advances in research and lessons learned from designing and executing projects. The main changes are: (i) separation of gender and diversity into two thematic areas, for the purpose of highlighting the policy interventions that are relevant and applicable to each, while continuing to identify synergies between the two; (ii) greater targeting of actions by simplifying and reducing the number of dimensions of success (from 5 to 2) and lines of action (from 17 to 6); and (iii) inclusion of new gender topics related to educational gaps, such as the disadvantage among secondary-school-age boys in terms of access and dropout rates and the poor performance of girls in mathematics and science.
- 1.3 The Gender and Diversity SFD orients the Bank’s work on policies to enhance gender equality and support development with identity and social inclusion for indigenous peoples,<sup>3</sup> Afro-descendants,<sup>4</sup> and other diverse populations (people with disabilities (PWD) and lesbian, gay, bisexual, transgender/transsexual, and intersex (LGBTI) people). It lays out the Bank’s targets in the areas of gender and diversity and guides its operational, dialogue, and knowledge generation work with the countries and their governments.
- 1.4 The Operational Policy on Gender Equality in Development, the Operational Policy on Indigenous Peoples, and the Gender Action Plan for Operations are related to this SFD, but are different instruments. The policies are regulatory documents that apply to all Bank interventions, and the Gender Action Plan offers detailed guidelines for implementing the gender policy and supporting gender mainstreaming in Bank actions. The SFD is not regulatory in nature, nor is it a tool for mainstreaming. It

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<sup>3</sup> The IDB defines indigenous peoples as people who meet the following three criteria: (i) they are descendants of populations that inhabited the region of Latin America and the Caribbean at the time of the conquest or colonization; (ii) irrespective of their legal status or current residence, they retain some or all of their own social, economic, political, linguistic, and cultural institutions and practices; and (iii) they recognize themselves as belonging to indigenous or pre-colonial cultures or peoples (IDB, 2006).

<sup>4</sup> Several countries have recognized Afro-descendants as having the same legal and collective rights as indigenous peoples. In Brazil, *quilombos*—rural Afro-descendant communities—acquired constitutional rights to their collective lands in 1988. In Colombia, Afro-descendants were given a similar status as indigenous peoples in the 1991 Constitution, which recognized their right of collective ownership of their ancestral lands, cultural protection, and political participation. In 1998, the Afro-Ecuadorian population was officially recognized in Ecuador’s Constitution as a people (a culturally and politically distinct population group). And in this SFD, indigenous peoples and Afro-descendants refer to these population groups with collective rights in their countries, for whom intervention would be in the area territorial development with identity. Meanwhile, interventions for social inclusion are warranted in the case of the large majority of the Afro-descendant population (in Brazil, Uruguay, etc.) who are vulnerable owing to discrimination and inequities.

- identifies interventions that are effective in supporting gender equality and development with identity and social inclusion; creates a diagnostic assessment of the main challenges in the region; and indicates the actions that, based on the evidence, the Bank will take to address those challenges.
- 1.5 The Gender and Diversity SFD complements, guides, and is one of the 20 SFDs prepared under the framework of document GN-2670-1, which together provide a comprehensive vision of development challenges in the region and include specific lines of action that address gender equality extensively and development with identity and social inclusion to a lesser extent (see Annex). Since issues of gender and diversity are cross-cutting in nature and are relevant for a broad range of Bank operations and knowledge generation, this SFD complements the other sector framework documents that incorporate gender and diversity issues.
- 1.6 The level and depth of inclusion of gender and diversity aspects varies by SFD. The following lines of action stand out for their potential impact: (i) the provision of urban and rural infrastructure for women, indigenous peoples, Afro-descendant communities, and people with disabilities (including water and sanitation services, electrification, rural roads, etc.); (ii) efforts to guarantee land-titling for women and indigenous peoples; (iii) the promotion of female participation in the labor force (by facilitating child care); (iv) training for women and members of indigenous and Afro-descendant communities in nontraditional sectors (such as STEM careers and operation of heavy machinery); (v) empowerment of women for senior management and political leadership positions; (vi) efforts to reduce maternal and perinatal deaths, especially in rural and indigenous communities, as well as cultural sensitivity in the delivery of health and nutrition services; (vii) interventions to overcome access barriers for women in transportation, as well as in terms of safety; (viii) interventions to overcome barriers and improve access for women and indigenous and Afro-descendant people in supply chains and financial services; and (ix) actions to support the disaggregation of data by gender, ethnicity, and race.

**B. The Gender and Diversity Sector Framework Document and the Bank's Institutional Strategy**

- 1.7 This SFD is consistent with the Update to the Institutional Strategy 2010-2020: Partnering with Latin America and the Caribbean to Improve Lives (document AB-3008), which incorporates gender equality and diversity as one of the institution's three cross-cutting pillars. Accordingly, all operational divisions at the Bank include actions to address gender equality, development with identity, and the social inclusion of indigenous peoples, the Afro-descendant population, and other diverse populations.

**II. INTERNATIONAL EVIDENCE ON THE EFFECTIVENESS OF POLICIES AND PROGRAMS TO PROMOTE GENDER EQUALITY AND DEVELOPMENT WITH IDENTITY**

**A. Relevance of gender and diversity to the region's development strategies**

- 2.1 In Latin America and the Caribbean, factors of race, ethnicity, and gender create additional challenges that stand in the way of a large number of people rising out of poverty and achieving economic progress (Barros et al., 2011). Attaining equal access to opportunities for these groups has positive implications for both economic growth and sustainable development in the region.

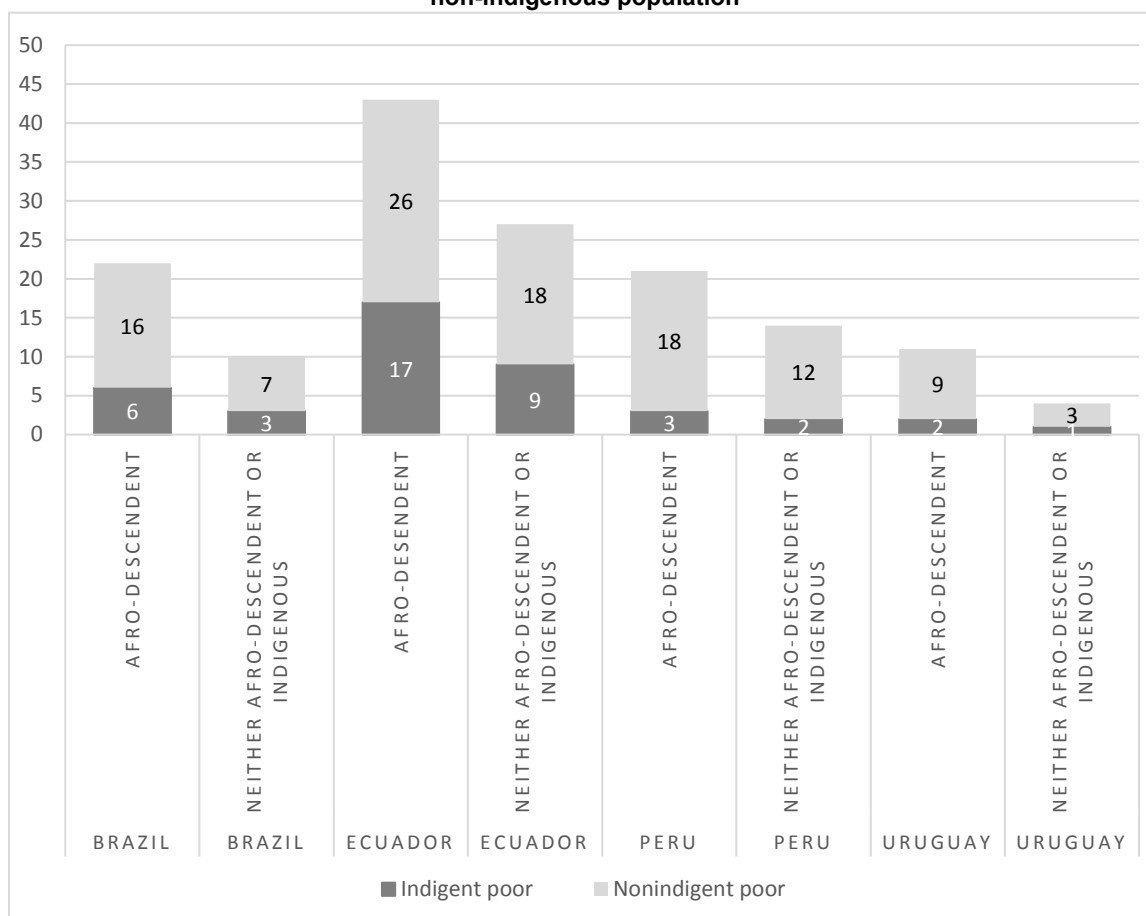
- 2.2 **Key challenges in policies to support gender equality:** (i) strengthening of the delivery of quality public services, particularly in health, to reduce high rates of maternal mortality, and in education, with support for girls in areas such as science, technology, engineering, and mathematics (STEM); (ii) the existence of economic gaps between men and women in terms of labor force participation, earnings, and entrepreneurial capacity; and (iii) strengthening of women's agency, expressed as living a life free from violence with a greater say and influence in the public and private sectors.
- 2.3 Women's economic participation plays a key role in economic development in the countries. Firstly, if women's labor force participation in Latin America and the Caribbean were the same as that of men, per capita GDP would be 16% higher (Cuberes and Teignier, 2016). Increased female employment also contributes significantly to declines in poverty and inequality (Gasparini and Marchioni, 2015): in the first decade of the twenty-first century, income earned by women reduced extreme poverty in the region by 30% and inequality by 28% (World Bank, 2012).
- 2.4 **Key challenges in policies to support development with identity and social inclusion for indigenous peoples, Afro-descendants, and other diverse populations.** There is little rigorous evidence on effective diversity policies, partly owing to questions surrounding the relevance of impact evaluation methodologies for measuring social, cultural, and behavioral changes among indigenous and Afro-descendant peoples.<sup>5</sup> Nevertheless, the following challenges can be identified with respect to development with identity and social inclusion: (i) gaps in human capital indicators such as education, health, and limited access to basic services such as water and electricity; (ii) barriers to economic empowerment and access to better quality jobs; and (iii) threats affecting the governance and sustainable management of their lands and natural resources,<sup>6</sup> as well as knowledge recovery and the strengthening of traditional authorities.
- 2.5 Data on the macroeconomic benefits of eliminating opportunity gaps linked to race and ethnicity are less extensive. However, poverty is known to affect 43% of indigenous households in the region—more than double the rate for non-indigenous households (World Bank, 2015). In 2014, poverty rates among Afro-descendants in the four countries for which information is available were significantly higher than among the non-indigenous, non-Afro-descendant populations in those countries (more than twice as high in Brazil and Uruguay and around 1.5 times as high in Ecuador and Peru), with rates ranging from 11% in Uruguay to 42% in Ecuador (Figure 1).
- 2.6 The following sections present international data on effective interventions for promoting gender equality and development with identity and social inclusion.

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<sup>5</sup> These questions arise from the collective and community-based way in which decisions are taken in these communities, and the fact that the rigorous quantitative methodologies used to evaluate impact are better suited to analyzing the impact of decisions made at the individual or household level.

<sup>6</sup> Most rural indigenous and Afro-descendant communities are located in areas of high biodiversity that are disproportionately affected by climate change (Kronik and Verner, 2010; World Bank, 2010 and 2013). Given the strong degree to which the members of these communities depend on natural assets for their subsistence and cultural survival, climate change and the reduction in biodiversity are a threat to their existence.

**Figure 1. Poverty rates in the Afro-descendant population and the non-Afro-descendant, non-indigenous population**



Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of special tabulations of household surveys conducted in the respective countries. *The Social Inequality Matrix in Latin America*. ECLAC, 2016.

## **B. Interventions to increase gender equality**

### **1. Expand access and improve the quality of public services for women and children**

#### **a. Improve maternal health**

**2.7 Quality basic care from the pregestation stage through to delivery and the postnatal period is vital for reducing maternal mortality and morbidity.** The literature highlights five priority areas for policy design: (i) providing quality maternal health services; (ii) promoting equity through universal coverage of quality services; (iii) training health personnel to use evidence-based clinical protocols; (iv) improving facilities; and (v) ensuring sustainable funding for maternal and perinatal health (The Lancet, 2016).

**2.8 Comprehensive packages of essential services are more effective than isolated interventions.** This includes family planning and access to modern contraceptive methods, pre- and postnatal care, institutional delivery with the support of qualified health staff, emergency obstetric care and safe abortion in cases

permitted under national law, as well as post-abortion care (Nyamtema, Urassa, and van Roosmalen, 2011; The Lancet, 2016; Adam et al., 2005; Singh and Darroch, 2012).

- 2.9 **Strengthening the ability of women to take informed decisions may lead them to use reproductive and maternal health services more regularly, with consequent improvements in health outcomes.** This strengthening must be achieved through health education, the skills required to make reproductive decisions, and the existence of economic opportunities (Grépin and Klugman, 2013; Darney et al., 2013; Hou and Ma, 2011; Barber and Gertler, 2009).
- 2.10 **Comprehensive interventions are also more likely to be successful in reducing adolescent pregnancy** (Manlove, Fish, and Moore, 2015; Azevedo et al., 2012). Changes are needed on various levels (adolescents, services, social norms, economic barriers). The following logic model lists the different actors that play a key role in reducing adolescent pregnancy and suggests a set of interventions that can help to reduce it (Figure 2).<sup>7</sup>

Figure 2. Logic model



Source: Adapted from United Nations Population Fund (2015) "Girlhood, Not Motherhood: Preventing Adolescent Pregnancy."

<sup>7</sup> The logic model is based on existing evidence regarding the relevant actions that should be included in the design of interventions to reduce adolescent pregnancy. One example from the region is the Juventud y Empleo program in the Dominican Republic, which offers training in both soft and technical skills and a private sector apprenticeship to young people between the ages of 16 and 29 who are from low-income groups, have not completed secondary studies, and are not currently in the education system. Although reducing adolescent pregnancy was not the program's primary objective, working on social and emotional skills with the program beneficiaries had an effect on their pregnancy decisions. Measuring against a control group, the program evaluation found a 20% reduction in adolescent pregnancy for the group of young people targeted (Novella and Ripani, 2016).

- 2.11 The literature highlights the example of the United Kingdom's Teenage Pregnancy Strategy, which was implemented in around 150 local governments in the United Kingdom from 2000 to 2010, targeting young people under the age of 18. The program had three strategic components: (i) cross-sector coordination encompassing all levels of government; (ii) high-quality sexual and reproductive health education in schools, with access to effective and appropriate contraceptive methods, targeting of high-risk groups and young men, and communication campaigns; and (iii) support and care for pregnant teenagers and adolescent fathers to ensure that they complete their education and have access to safe housing (Hadley, Chandra-Mouli, and Ingham, 2016). It is estimated that for each £100 invested in the strategy, the pregnancy rate was reduced by between 8.2 and 11.4 per 1,000 young women (Wellings et al., 2016).<sup>8</sup>
- 2.12 **Given their key role as agents of change, there is also a need to work with men in order to achieve gender equality.** Various studies show that men's constructive commitment in reproductive and maternal health services supports shared health decision-making between women and their partners, as well as more responsible behavior and improved health outcomes (Barker et al., 2007; Khan, Khan, and Mukerjee, 1998; Varkey et al., 2004; Turan et al., 2001; Greene et al., 2006).
- b. Close gender gaps in education**
- 2.13 **In several countries in the region, boys are at a disadvantage in secondary education in terms of access and dropout rates.** Attendance or a connection with a school is an important factor in reducing violent behavior among young people (Chioda, 2016). Positive youth development programs include resilience, emotional skills, self-determination, gender equity, pro-social norms, and belief in the future, and they help to improve educational outcomes for boys (Gaylord-Harden et al., 2017; Ciocanel et al., 2016).<sup>9</sup>
- 2.14 **In Latin America and the Caribbean, boys score better than girls on math and science tests.** The exception to this trend is observed in the Dominican Republic and Trinidad and Tobago.<sup>10</sup> The gap widens across a student's life: women lag behind in the STEM fields, creating a disproportionate absence of women in certain industries and jobs, and contributing to the gender wage gap (Ñopo, 2012; Blau and Kahn, 2016).
- 2.15 **Motivating girls using female role models in the STEM disciplines or play-based activities related to these fields helps to fuel their interest in math and science.** Social norms or parental aspirations mean that girls are not generally encouraged to study math or science, and they frequently internalize the belief that

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<sup>8</sup> In Latin America and the Caribbean, this multisector approach has been adopted through a pilot program in Costa Rica under the Salud Mesoamérica Initiative. The program includes an impact evaluation, which is currently under way.

<sup>9</sup> The objective of positive youth development programs is to help adolescents acquire a sense of competency, self-effectiveness, belonging, and empowerment, with the aim of promoting positive behavior and reducing the likelihood of risky behaviors.

<sup>10</sup> According to PISA 2015 data, Trinidad and Tobago is the only country in the region where girls score better than boys in the three subject areas of the test (science, math, and reading). Trinidad and Tobago also has the largest gap in favor of girls in mathematics globally (18 points) (Bos et al., 2016).

boys are simply better in these fields (Master et al., 2017; Bohnet, 2016; Stoeger et al., 2013).

- 2.16 In relation to gender, a review of teaching programs aimed at developing science and math skills at the primary level<sup>11</sup> emphasizes that such programs should not be gender-neutral, and that it is important to motivate the active participation of both girls and boys in the classroom-based activities.<sup>12</sup> There is also a need to build teacher awareness regarding girls' interest in math (Naslund-Handley and Bando, 2016). Certain studies confirm that teachers that build girls' belief in their own abilities tend to reduce gender gaps (Halpern et al., 2007).

## **2. Expand economic opportunities for women**

### **a. Promote women's participation in the labor force**

- 2.17 **Barriers to women's participation in the labor force include the lack of policies supporting work-life balance**, such as care services (Todd, 2013; Blau and Kahn, 2016), the incidence of cultural factors (Morton et al., 2014), employer discrimination (Arceo-Gomez and Campos-Vázquez, 2014; Galarza and Yamada, 2014; Bohnet, 2016), and the role of soft skills, such as women's lower propensity to negotiate compared with their male peers (Bohnet, 2016).<sup>13 14</sup> Addressing the myriad obstacles to employment that women face requires multiple public policy actions; however, there is still only limited robust empirical evidence regarding effective interventions in Latin America and the Caribbean.
- 2.18 **Policies of shared responsibility for care seek to relax limitations on women's time, given the potential conflict that exists between time demanded for work and care activities.** Maternity/paternity leave is one example. Mothers with rights to maternity leave are more likely to return to work than mothers without these benefits (Baum and Ruhm, 2016; Berger and Waldfogel, 2004; Espinola-Arredondo and Mondal, 2008; Han, Ruhm, and Waldfogel, 2009). The evidence on maternity leave from empirical studies in the United States and Canada indicates an increase

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<sup>11</sup> The programs are based on the following key principles: (i) professional learning; (ii) the sciences as a social enterprise; and (iii) individual scaffolding and tangible materials for experiments.

<sup>12</sup> The results of an experimental evaluation of the Tikichuela pedagogical program, implemented in Paraguay, illustrate this point. An original version of the program improved the performance of both boys and girls on a standardized test, but with a significantly higher increase in the case of boys. An improved version of Tikichuela, which included specific actions to improve girls' performance, was partially successful in eliminating gender gaps in program impacts (Naslund-Handley and Bando, 2016). Programs should not be neutral in terms of diversity, either, although the evidence from two pedagogical programs offering bilingual education shows mixed results. The Tikichuela program in Paraguay provides evidence of a narrowing of the learning gap among Guaraní-speaking students, with greater impact in the case of bilingual students. The study's authors suggest that this may be the result of hearing key messages twice—first in Spanish and then in Guaraní. Meanwhile, the Mimate program in Peru was unsuccessful in reducing the language gap, and its results showed that students who had been educated in Spanish improved at a faster pace than those who spoke Quechua or were bilingual. The Mimate program trained teachers to mix both languages, but it may be that this was not done as consistently as in the Tikichuela model, based on audio recordings to ensure that all lessons were completely bilingual (Naslund-Handley and Bando, 2016).

<sup>13</sup> Negotiation capacity affects professional recruitment and promotions (for further discussion of this issue, see Bohnet, 2016).

<sup>14</sup> Some of the literature considers the spatial structure of cities to be a potential barrier to labor participation. A recent study for Bogotá finds that the spatial structure of that city and the probability of labor force participation to be positively correlated, with the effect more pronounced among women than men (for further discussion, see Arango et al., 2016).

in the likelihood that a woman will return to the same employer after the maternity leave, as well as a number of negative effects upon wages (Boeri et al., 2008). Studies from countries that are members of the Organization for Economic Cooperation and Development (OECD) conclude that paid leave has positive effects on female employment rates and on reducing the employment gap between men and women (Dahl et al., 2016; Ruhm, 1996; Thévenon and Solaz, 2013), although the effects can become negative if leave lasts more than two years (Dahl et al., 2016; Thévenon and Solaz, 2013). The expansion of leave helps to explain the wage gap among full-time employees, as women face slower career and earnings progression after maternity than men (Thévenon and Solaz, 2013). A study in Colombia suggests that extending maternity leave from 12 to 14 weeks increased the probability of inactivity among women in high-fertility age groups (18-30 years) compared with women in low-fertility age groups (40-55 years) (Arango et al., 2016).

- 2.19 **In addition, policies that ensure and promote greater parity between maternity and paternity leave support a faster return to the workplace among mothers and help change underlying gender norms** (Patnaik, 2015; Elborgh-Woytek, 2013; Johansson, 2010). The Nordic countries, which are models of achievement in the sphere of gender equality, offer paid maternity and paternity leave of 17.5-18 weeks and 2-3 weeks, respectively. Moreover, mothers and fathers are allowed to take additional weeks under paid parental leave plans. The evidence demonstrates that men are responsible for around 40% of unpaid work in the home, and there is a shift towards equality in parental leave among married couples. In the case of Latin America and the Caribbean, all countries offer approximately 12 weeks of paid maternity leave for women in formal employment, and maternity benefits are largely paid by the social security system. In contrast, parental leave for men is much more limited. Only 15 countries in the region offer paid paternity leave—financed mainly by the employer—and in most cases (12 countries), it is of less than one week (Gasparini and Marchioni, 2015).<sup>15</sup>
- 2.20 **The reduced cost and increased availability of childcare services encourages female labor force participation.** Extensive evidence from developed countries indicates that formal care services have positive effects in this regard, although these effects can be mixed depending on the countries' characteristics. Busso and Fonseca (2015) indicate that the price elasticity of childcare supply follows an inverted "U" curve depending on the initial characteristics of each country. Akgündüz and Plantenga (2011) hypothesize that a reduction in childcare costs may have zero impact in countries with low female labor force participation and in those that already have high rates of female labor force participation. For example, Lundin et al. (2008) find that a considerable reduction in public childcare costs in Sweden did not translate into an increase in female labor supply, mainly because Sweden has been in the vanguard of child-related public service delivery since the 1960s and has very high rates of female participation. In the case of Italy, Del Boca, Locatelli, and Pasqua (2000) note that the presence of a high-quality daycare system was not reflected in a greater likelihood of employment on the part of women. The authors point out that the labor market is fairly rigid in Italy, with most employment offered

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<sup>15</sup> The asymmetry between the duration and method of financing for maternity and paternity leave in the region can create a cost differential for employers when hiring men or women (Gasparini and Marchioni, 2015.)

on a full-time basis, which is incompatible with a childcare system that offers part-time coverage.<sup>16</sup>

- 2.21 **Evaluations of childcare interventions in Latin America and the Caribbean show a generally positive impact on female labor force participation and mixed evidence on female and family incomes.** These studies suggest increases of between 2% and 22% in the likelihood that a mother will be employed. Several studies also find effects on the number of hours worked (Díaz and Rodríguez-Chamussy, 2016; Busso and Fonseca, 2015). However, mandatory childcare provision—financed entirely by the employer—may be negative and lead to adverse outcomes for the hiring of women or for their wages (Prada, Rucci, and Urzúa, 2015). **Moreover, low-quality services can potentially detract from the policy objective of ensuring that children receive satisfactory care that stimulates early development in the first few years** (Schady and Berlinski, 2015). For this reason, it is important to address design and delivery to ensure that services are affordable, cost-effective, and of adequate quality (Díaz and Rodríguez-Chamussy, 2016).
- 2.22 In addition to caring for small children, women are also generally responsible for caring for elderly and disabled family members (Gasparini and Marchioni, 2015; Batthyány, 2010). A systematic analysis of the literature concerning the relationship between care and labor force participation concludes that caretakers (most of whom are women) work fewer hours and are more likely to leave the labor market if their care responsibilities are very intense (Lilly, Laporte, and Coyte, 2007). Given the aging of the region, the issue of caring for the elderly may have a major impact on women's economic participation in the medium term (Vezza, 2015).
- 2.23 **Flexible working arrangements may help to promote female employment.** Literature from the European countries indicates that women have higher levels of job satisfaction when they work part time (Booth and van Ours, 2013, 2007; Asadullah and Fernández, 2008; OECD, 2010). Blau and Kahn (2013) indicate that although labor flexibility can be used to draw more women into the labor market, it may promote entry at lower-level positions. There are no evaluations of the impact of flexible working arrangements in the region, but given the importance of this issue, it should be the subject of future research.
- 2.24 **The adoption of active labor market policies to reduce unemployment for specific groups** (labor intermediation services, training, internships, employment in public works, wage subsidies) **has had mixed results in terms of employment outcomes for women.** In fact, it seems that many programs have no meaningful impact on employability or quality of employment (Gasparini and Marchioni, 2015).
- 2.25 **The evidence suggests that labor intermediation services tend to be more effective for men.** An evaluation in Mexico shows that these services are better than other job search strategies at helping unemployed men find better-paid work but have no impact for women (Flores Lima, 2010). In contrast, an experimental study conducted in Peru finds that labor intermediation has significant positive

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<sup>16</sup> Studies simulating the potential economic impacts of investment in childcare policies and preschool education find that returns are significantly higher than those on similar investment in infrastructure and housing (De Henau et al., 2016; Ilkkaracan, Kim, and Kaya, 2015).

effects on employment, without any gender-related difference in impact (Dammert, Galdo, and Galdo, 2015).

- 2.26 **Subsidies for employing women in the region can help to increase employment rates among beneficiaries in the short term, but the long-term impact is unclear** (Centro de Microdatos, 2012; Galasso, Ravallion, and Salvia, 2004). One concern surrounding subsidy and wage payment programs is that while they help those workers receiving them to find employment, this may come at the expense of others who are unsuccessful. Chile has offered subsidies to promote youth employment since 2009, and in 2012 it adopted a similar arrangement to promote the employment of women. The effectiveness of the youth employment subsidy in promoting employment and participation has been demonstrated, but it has had no impact on wages (Bravo and Rau, 2013). The employment subsidy for women has not yet been evaluated.
- 2.27 **Public employment programs can be effective for alleviating poverty and mitigating the effects of macroeconomic shocks in environments where unemployment is widespread and job creation is a priority.** In contrast, they are generally less successful than other types of active labor market policies. In India, the Mahatma Gandhi National Rural Employment Scheme—a large-scale public employment program—undertook an explicit effort to promote employment for women. An evaluation in the state of Andhra Pradesh showed that women accounted for more than 50% of beneficiaries and that their wages were the same as those of men, unlike what typically occurs in the local labor market (Liu and Deininger, 2013).
- 2.28 **Training programs yield mixed results in terms of their effectiveness at promoting employment and raising wage levels.** While some studies indicate that outcomes are better for women than for men (Attanasio et al., 2015; Attanasio, Kugler, and Meghir, 2011; Card, Kluve, and Weber, 2015), others have found a greater impact on men or have failed to disprove the hypothesis that impacts are the same for men and women (Cho et al., 2013; Cruces and López, 2016; Ort, 2017). These interventions are often very expensive, with costs far in excess of the observed benefits (McKenzie, 2017).

**b. Promote women's participation in higher-quality employment**

- 2.29 **Quality employment can be stimulated in the formal sector using wage subsidies, training programs, and intermediation services.** In addition, certification programs for workplace gender equality create awareness regarding issues in this area and reduce workplace discrimination. Issues addressed in certification programs include selection and hiring, professional development, training, remuneration, work-life balance, and sexual harassment. Latin America and the Caribbean has been a pioneering region in the design and application of certification programs, which are currently active in 12 countries, including Uruguay, Cuba, Colombia, Chile, Brazil, Mexico, El Salvador, the Dominican Republic, and Panama (United Nations Development Program, 2016). Companies benefit from their participation in these programs, but there are no rigorous evaluations of their performance or impact.

- 2.30 **The recruitment and professional training of women for nontraditional occupations<sup>17</sup> can boost female employment.** Though cultural and personal preferences do exert a certain influence, there are reasons to believe that some women are possibly unaware of the differences in employment opportunities and wages associated with different professions. In a study of secondary students in Mexico, girls that were provided with information on labor market returns tended to switch their study track to fields with a higher predominance of men and to STEM careers (Szekely, Piras, and Bustelo, 2017).

**c. Promote women's entrepreneurial capacities**

- 2.31 **Interventions to support women entrepreneurs in Latin America and the Caribbean focus on providing access to financing and building human and social capital.** Rigorous impact evaluations on access to financing have revolved around microcredit and savings interventions and financial literacy programs.
- 2.32 **Savings and microcredit interventions are effective and have a positive impact, except in the case of very low-income women, who need more comprehensive interventions** (Buvinic and O'Donnell, 2016). However, some of these effects tend to disappear in the long term (Roy et al., 2015). Several studies agree that capital alone is not enough to develop a business that will provide a minimal level of subsistence (Duvendack and Palmer-Jones, 2011; Karlan and Appel, 2011; Mehra et al., 2012). Despite this, access to credit has increased women's freedom: in Mexico, an improvement in women's empowerment was even observed, reflected in increased decision-making within the home (Banerjee, Karlan, and Zinman, 2015). An evaluation conducted in Nicaragua, where a group of rural women received conditional cash transfers and support from female mentors, showed positive effects in terms of both earnings and general life satisfaction (Macours and Vakis, 2014). A meta-evaluation found that microcredit works better than training, given that women tend to face greater credit restrictions (Cho and Honorati, 2014).
- 2.33 **High-quality training over a prolonged period has a positive impact on businesses headed by low-income women, and this effect can be bolstered by technical support to these businesswomen** (Buvinic and O'Donnell, 2016; Calderón, Cunha, and De Giorgi, 2013). A study conducted in Peru showed positive effects for women receiving both training and technical support and women receiving training only. However, the former adopted good business management practices at an earlier stage and their short-term economic performance was better (Valdivia, 2015). According to an experimental evaluation of the 10,000 Mujeres program in Peru, women who received training shared what they had learned in the way of business skills with other businesswomen (Torero et al., 2013). This leads to the creation of networks such as Argentina's Red de Mujeres Empresarias de Voces Vitales, in which 36% of women frequently received advice from other participants (Buvinic, Furst-Nichols, and Pryor, 2013).

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<sup>17</sup> Nontraditional occupations are fields in which women have traditionally been underrepresented. Science, technology, engineering, and math (STEM) are fields in which this underrepresentation has traditionally been seen.

### 3. Strengthen women's voice and agency

#### a. Promote female leadership in the public and private sectors

- 2.34 **Including women in decision-making spaces generates important benefits both for women and for the general public.** Several studies indicate that the presence of women in elected public positions modifies legislative priorities and budgetary allocations, as women are more likely to propose and vote in favor of issues of interest to women, such as reproductive health, domestic violence, discrimination, and child care (Schwindt-Bayer, 2003; Jones, 1997; Taylor-Robinson and Heath, 2003; Barnes, 2012; MacDonald and O'Brien, 2011). With respect to budgets, women are more likely to invest in child care, education, health, social security, and infrastructure that meets the needs of women (Yáñez-Pagans, 2014; Svaleryd, 2009; Chattopadhyay and Duflo, 2004; Beaman, 2007). The presence of women in positions with decision-making powers increases both the reporting of crime against women and the police response (Iyer et al., 2012). The example provided by women leaders has a very important symbolic impact on the professional aspirations and education levels of teenage girls (Beaman et al., 2012; Figueras, 2007), while also reducing negative stereotypes regarding the effectiveness of female leadership (Gangadharan et al., 2016; Beaman, 2007).
- 2.35 **Laws establishing quotas for women's representation on lists of legislative candidates in Latin America and the Caribbean are generally an effective tool for increasing the number of women elected.** In addition to increasing the presence of women in congress, quotas make the electorate more accepting of female participation and political leadership, which is measured as the probability that women will be re-elected to positions previously occupied only by men (Bhavnani, 2009). A comparison of the pre-quota gender composition of both chambers of congress with the results of the most recent elections in the region points to an average increase of 16 percentage points in the number of women occupying seats.<sup>18</sup> However, the quality of legislation on quotas in the region is mixed, and the evidence suggests that laws that are poorly designed will yield little or no impact (IDB, 2017).
- 2.36 **Policies aimed at promoting women's participation in the governance of projects that require or encourage their participation in decision-making bodies have mixed results in the long term.** An evaluation of a Peruvian rural roads project that required the increased participation of women members of the microenterprises responsible for road repairs found positive results in terms of their economic participation and access to education and health services (Valdivia, 2009). Meanwhile, women's participation in a development project in Indonesia did not translate into greater control over resources (Olken, Onishi, and Wong, 2011).
- 2.37 **Women's participation in private sector governance is another topic of great importance, although there is still a lack of robust evidence in this regard and existing evidence indicates mixed results.** An experimental study carried out in

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<sup>18</sup> IDB calculation supported by the Bank's database on women's representation in Latin America and the Caribbean's national legislatures in 2014. The percentage of women in both chambers of congress in Latin American countries with quotas is 26.3%, versus 17% in countries without quotas, which is a statistically significant difference. It should be noted that these calculations cannot imply causality, and no experimental evaluation has been conducted of the quotas (not an easy task given that quotas are usually applied at the national level).

the Netherlands analyzes the relationship between the percentage of women in leadership positions and the performance of their businesses, concluding that teams with more equitable participation by both sexes perform better than those dominated by men or women (Hoogendoorn, Oosterbeek, and Van Praag, 2013). Studies that explore simple correlations in companies in Latin America and the Caribbean, the United States, and Europe suggest that there is a positive relationship between women's presence in corporate decision-making bodies and companies' economic performance. However, others have found no significant differences (Molina and Giacommozi, 2016; Aarum Andersen and Hansson, 2011) or have even shown negative correlations in well-managed companies (Adams and Ferreira, 2009).

- 2.38 **Quota systems for boards of directors have been effective at increasing female representation on boards. However, evaluations of these policies find a mixed outcomes in other areas of the companies.** Since 2003, gender quotas have been applied in corporate boards in Norway, Spain, Iceland, Italy, Finland, France, the Netherlands, Belgium, Malaysia, and Brazil. Quasi-experimental evaluations of the Norwegian system have yielded inconclusive results from this policy. For example, Ahern and Dittmar (2012) find that the quota has a negative impact on company valuations in the short term, mainly due to changes in the characteristics of board members, but that this cannot necessarily be attributed to the change in gender composition. Matsa and Miller (2013) find that the quota led to economic losses in the short term, mainly due to increased labor costs. Bertrand et al. (2014) indicate that women that joined boards after the policy was introduced were better qualified than those occupying similar positions prior to its implementation, and that the gender wage gap between members narrowed. The study also finds no evidence that the policy has affected women's decisions in the short term, in general, while there are no differences in the number of young women studying business.

**b. Reduce the prevalence of violence against women and children**

- 2.39 **A number of countries in the region have developed care guidelines or protocols in the health sector that support a cross-sector response to violence against women; in most, however, there is no robust evidence as to their effectiveness.** Another policy frequently used to tackle violence against women has been the creation of specialized police stations for women and children (present in 13 Latin American and Caribbean countries). There is evidence of a positive association between this policy and increased crime reporting, but its ultimate effectiveness in reducing the recurrence of violence in the lives of women using the stations is unknown (Ellsberg et al., 2015; Fulu, Kerr-Wilson, and Lang, 2014).
- 2.40 A recent promising approach has been the creation of one-stop shops aimed at providing comprehensive care to survivors of violence. In some cases, these centers limit their services to the areas of policing, justice, and immediate containment, while in others they include health services and services to promote economic independence. However, there is still a lack of robust evidence regarding the effectiveness of these interventions in reducing violence or mitigating negative consequences for survivors (Ellsberg et al., 2015; Fulu, Kerr-Wilson, and Lang, 2014).
- 2.41 **Recent years have seen increased investment in violence prevention programs, especially in training to empower women and girls.** This involves a

- series of educational meetings that range widely in duration, groups, and components, with the objective not only of preventing violence against women but also of addressing underlying expectations regarding masculine and feminine roles and behaviors, as well as supporting the development of effective communication skills. The findings of an experimental impact evaluation of a program to empower Ugandan girls by providing life and self-defense skills and vocational training show significant improvements in the knowledge and behavior of the treatment group in the area of sexual and reproductive health, and marked reductions in coerced sex (Bandiera et al., 2013).
- 2.42 **Although women and girls were the original focus of prevention interventions, the programs have also recently begun to target men and boys**, though they currently only measure changes in attitude rather than behavior. Prevention interventions seek to mobilize the community to reduce violence at the population level through changes in social norms and practices related to gender roles and behaviors. A study of a program implemented in India to reduce male violence against women and girls by transforming gender norms finds that the men treated were less likely to report committing physical or sexual violence (Verma et al., 2008). However, similar programs implemented in the Balkans and Ethiopia did not produce significant changes in behavior (Namy et al., 2014; Pulerwitz et al., 2010).
- 2.43 **Educational programs that work with both young men and women have shown some positive impact** and are promising experiences that should be further developed. An experimental evaluation of a program to prevent dating violence in Mexico's schools (known as "Amor, pero del bueno") found evidence of both a reduction in the prevalence of psychological dating violence and in the probability that young people would accept violent and sexist attitudes. The study also found evidence of increased awareness among young people participating in the workshops about the institutions that provide support around dating violence (Sosa-Rubi et al., 2016).
- 2.44 **Parenting programs have been identified as promising strategies for preventing children's exposure to parental violence, preventing intergenerational transmission, and reducing intimate partner violence.** These programs have recently been implemented in developing countries and in Latin America and the Caribbean to improve parenting skills, improve relationships between parents and their sons and daughters, promote the holistic development of children, and prevent child abuse and negligence. Studies of parenting programs in Chile, Iran, South Africa, Turkey, and Pakistan provide evidence of improvements in parenting practices and in relationships between parents and children (McCloskey, 2011; Aracena et al., 2009; Oveisi et al., 2010; Kagitcibasi, Sunar, and Bekman, 2001; Cooper et al., 2009).
- 2.45 **Intimate partner violence and poverty are correlated.** Studies in different regions of the world show that women living in poverty are more likely to be affected by intimate partner violence and sexual violence. For men, living in poverty can create stress and frustration at not having fulfilled their role of provider (at least the culturally expected one) (WHO and London School of Hygiene and Tropical Medicine, 2010). As a result, an increase in economic opportunities and empowerment could be key strategies for reducing violence. However, the empirical evidence is not conclusive, and results are mixed. Some studies find a reduction in the prevalence of intimate

partner violence as a short-term result of women's economic empowerment, while others find the opposite effect (Rodríguez, 2015; Haushofer and Shapiro, 2013; Bobonis, González-Brenes, and Castro, 2013; Angelucci, 2008; Hidrobo and Fernald, 2013; Hidrobo, Peterman, and Heise, 2016).

**C. Interventions to support development with identity and social inclusion of indigenous peoples, Afro-descendants, and other diverse populations**

**2.46 Development with identity of indigenous peoples, Afro-descendants, and other diverse populations** refers to a process that includes the strengthening of indigenous peoples, harmony with their environment, sound management of territories and natural resources, the generation and exercise of authority, and respect for their values and rights, including their cultural, economic, social, and institutional values and rights in accordance with their own worldview and governance. This concept rests on the principles of equity, wholeness, reciprocity, and solidarity and seeks to consolidate the conditions for indigenous peoples and their constituents to thrive and grow in harmony with their surroundings, and in so doing tapping for that purpose, in accordance with their own priorities, the potential of their cultural heritage, natural assets, and social capital. It is important to mention that in the countries where national laws recognize the collective rights of Afro-descendants (such as Bolivia, Colombia, Ecuador, Honduras, and the quilombo community in Brazil), the Bank will support the development with identity of the individuals who belong to these peoples.

**2.47 Social inclusion** refers to specific efforts to promote access to equal opportunities—including economic opportunities—and full participation in society for peoples that face barriers due to their identity. The social inclusion ... involves designing and executing specific actions that address differences and overcome stereotypes and prejudices based on gender, ethnicity, race,<sup>19</sup> sexual orientation, or physical, mental, or emotional condition (people with disabilities).

**1. Expand access and improve the quality of public services**

**a. Improve educational outcomes for indigenous peoples and Afro-descendants**

**2.48 The educational challenges faced by children in indigenous families are more serious than those of their non-indigenous peers, even in poor, rural areas.** The fact that they are far more likely to be malnourished than other children means that they are less ready and less able to learn.<sup>20</sup> The policy implications of this constraint are the same for both indigenous and non-indigenous students: school feeding programs are essential if children in poor communities are to be able to learn.

**2.49 Indigenous children face specific readiness-to-learn challenges given that they grow up in homes where languages other than the nation's predominant**

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<sup>19</sup> In the case of Afro-descendants, the definition is broad: They are individuals who identify themselves as descendants of people of African origin, including those who were brought to Latin America and the Caribbean as victims of the transatlantic slave trade during the colonial period, as well as more recent migrants (UN, 2015).

<sup>20</sup> Indigenous children in Latin America and the Caribbean are almost twice as likely to suffer from stunting as a result of chronic malnutrition (Lutter and Chaparro, 2008).

**language are spoken.** Bilingual intercultural education initiatives have been implemented, but there are few rigorous studies analyzing their impact in developing countries. Five studies conducted in Guatemala found small or moderate positive impacts in reducing grade repetition and improving academic performance (Townsend and Newman, 1985; Morren, 1988; Carvajal and Morris, 1989; Patrinos and Velez, 2009; Scott and Chuta, 1987). In Chile, it was shown that strengthening this type of education leads to a significant reduction in the performance gap between indigenous and non-indigenous children in language (36.6%), mathematics (79.1%), and social comprehension (86.4%), as measured by the standardized test administered as part of Educational Quality Measurement System (Echegaray et al., 2013).

- 2.50 **There are significant barriers to the successful implementation and expansion of bilingual intercultural education programs.** Schools with sizeable indigenous student populations that did not strengthen their bilingual intercultural education programs showed no progress in closing indigenous/non-indigenous performance gaps. This is due in large part to a lack of qualified bilingual teachers, insufficient funds, and rejection by indigenous parents if they see that these programs are not improving outcomes for their children and are not imparting other relevant skills.<sup>21</sup>
- 2.51 **Bilingual intercultural education programs in Latin America have the potential to improve enrollment and student performance.** This approach to improving educational outcomes among indigenous children is promising and warrants additional analytical work to confirm its effectiveness in different contexts.
- 2.52 **The situation for Afro-descendants is similar.** In Brazil, the percentage of young Afro-descendants who complete primary education and move on to higher education is smaller than the rest of the population (Romano et al., 2006; PNAD, 2014). Brazil's 2012 quota law established that federal public universities and technical institutes must reserve at least 50% of their admission slots for students who attended secondary school at public schools, distributed equally between Afro-descendants, *pardo*, and indigenous students. Evaluations that look at the academic achievement of students who attended higher education in Brazil under the quota system find that these students perform at the same level as (and better in the case of students with scholarships) their non-quota peers.<sup>22</sup>

#### **b. Improve health outcomes for indigenous peoples and Afro-descendants**

- 2.53 **Health outcomes for indigenous peoples in the region are significantly worse than for other groups.**<sup>23</sup> Several approaches have been proposed to remedy this situation (the provision of intercultural health services, closer relationships between communities and health centers, community management, mobile services).

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<sup>21</sup> A study of parent perceptions of bilingual intercultural education in Guatemala found that parents appreciated teaching in Mayan languages but were concerned that their children would not learn Spanish well (Juarez y Asociados, 2014).

<sup>22</sup> Wainer, Jacques and Tatiana Melguizo. 2015. Políticas de inclusión en la educación superior: Evaluación del desempeño de estudiantes basados en el Enade entre el 2012 al 2014. Da Costa Garcia, Francisco Augusto and Girlene Ribeiro de Jesús. 2015. Una evaluación del sistema de cuotas raciales en las Universidades de Brasilia.

<sup>23</sup> See section III.B.1.b and Table 5 of this document.

However, there is still little robust evidence on these interventions, and further research is needed to explore their effectiveness.

- 2.54 **Establishing closer links between communities and health centers is also key to increasing demand for services among indigenous and Afro-descendant populations.** The basic tenets of intercultural health are mutual respect, equal recognition of knowledge, willingness to interact, and flexibility to change as a result of these interactions (Mignone et al., 2007). Culturally appropriate health services have been shown to increase access to both western and indigenous health services (Mignone et al., 2007; Pan American Health Organization, 2008; United Nations Population Fund, 2010; WHO, 1996). This closer relationship may be fostered by health promoters who carry out disease prevention and health promotion activities focused on reproductive and maternal health and the adoption of healthier lifestyles at both the individual and community levels (ECLAC, 2010; Costello, Osrin, and Manandhar, 2004; Tinker et al., 2005; Mignone et al., 2007; Alisjahbana et al., 1995; Schieber and Delgado, 1993; Janowitz et al., 1985). These interventions are more effective when the health professionals are trusted members of the community, and when they target both men and women (ECLAC, 2010; Lehmann and Sanders, 2007).
- 2.55 **Traditional midwives play a very important role in Afro-descendant and indigenous communities.** One intervention that incorporates traditional approaches to maternity care raised the percentage of births that took place in a local health clinic in rural Peru from 8% to 83% over a seven-year period (Gabrysch et al., 2009).
- 2.56 Other results attributed to culturally appropriate health services include increased health knowledge and healthy practices by the population, more informed decision-making about family planning, and reduced maternal mortality among indigenous women (Montenegro and Stephens, 2006; Luna Florez, Cordero Muñoz, and Vattuone Ramírez, 2010).<sup>24</sup> In Suriname, the integration of western and traditional medicine lowered costs (O'Neill, Bartlett, and Mignone, 2007). Traditional medicine is quite common among Afro-descendants in places like Peru, where it is practiced by 71.7% of the Afro-Peruvian population surveyed as part of the Specialized Study on the Afro-Peruvian Population (EEPA) (Benavides et al., 2015).
- 2.57 In some countries in Latin America and elsewhere, indigenous communities have developed community-managed models of health care. Examples include: (i) the Maquehue-Pelale Indigenous Association for Health in Chile, which manages a 35-bed primary care hospital and coordinates with a network of machi healers; and (ii) the Indigenous Health Provider Trusts (EPSI) system in Colombia, which is the most developed model in the region. The six EPSIs have over 1.3 million members and manage more than US\$350 million in government subsidies per year.<sup>25</sup> Five of

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<sup>24</sup> Unfortunately, while there have been experiences of cultural adaptation of health services for Afro-descendant populations (e.g., the Nicaraguan Health Ministry has developed training manuals for service providers that address both indigenous and Afro-descendent cultural adaptations (Cunningham, 2002; Pérez, Pérez, and Herrera, 2010)), the impacts on service usage and health outcomes have not been documented.

<sup>25</sup> <http://www.supersalud.gov.co/supersalud/Default.aspx?tabid=826>.

the six indigenous EPSI providers recently ranked in the top 50% in terms of customer satisfaction.<sup>26</sup>

- 2.58 **Mobile medical units can have good results in terms of reaching isolated communities.** This has been the case with respect to the mobile medical units introduced in Mexico, which have been very positive for indigenous communities and have reduced disease and improved the culture of prevention (Department of Health, Mexico, 2017).

**c. Increase access to basic services (water, electricity, and road infrastructure) for indigenous peoples**

- 2.59 **Indigenous peoples and the Afro-descendant population have less access to infrastructure services linked to improved health outcomes (safe drinking water) and incomes (electricity and road infrastructure).** Although there is a lack of broad evidence as to successful policies and programs, intercultural approaches and information on the socioeconomic and cultural characteristics of communities in which, and with which, work is being done are known to be important for ensuring that any infrastructure provided to these communities is culturally relevant (UNICEF, 2012).

**2. Support the economic empowerment of indigenous peoples and Afro-descendants through partnership-based production initiatives and promotion of access to higher quality jobs**

- 2.60 **To support the economic empowerment of indigenous peoples and Afro-descendants, there is a need for well-designed multisector development programs** (infrastructure, access to credit, land, health, education, and nutrition) **that create positive synergies between different types of intervention** (Patrinos and Skoufias, 2007). Indigenous and Afro-descendant populations continue to have low human capital resources; limited access to productive land, basic services, markets, and financial products; and poor infrastructure. Most of their employment opportunities are in the informal sector, agriculture, and self-employment.
- 2.61 **The benefits of partnership-based initiatives can be considerable for indigenous and Afro-descendant communities,** as in the case of the Ecolodge Chalalan ecotourism projects in Bolivia's Madidi national park. Built between 1992 and 1995 with grants from the Bank and Conservation International, Chalalan transformed an indigenous community dependent on subsistence agriculture and hunting and gathering activities into a renowned tourism destination in the region. The social capital and indigenous knowledge provided by the 100 Quechua-Tacana families in the community turned the ecolodge into a community enterprise that has improved local infrastructure and generated opportunities and income (Malky et al., 2007).
- 2.62 **A lack of access to disaggregated statistical information for indigenous and Afro-descendant populations complicates the targeting of economic**

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<sup>26</sup> In 2012, Colombia's Ministry of Health included four EPSIs in its evaluation of health system outcomes. Two were ranked in the high category, and two in the medium-low category. See <http://www.minsalud.gov.co/Documentos%20y%20Publicaciones/Ordenamiento-EPS-20%20diciembre.pdf>.

**empowerment programs for these populations.**<sup>27</sup> Despite the large number of programs that exist for the economic empowerment of indigenous peoples and Afro-descendants, it is surprising to see the lack of knowledge regarding the success of these initiatives.<sup>28</sup> The adoption of monitoring and evaluation systems is essential for determining which interventions have the greatest impact.

**3. Strengthen the governance of indigenous peoples and Afro-descendants through sustainable management of their lands and natural resources, knowledge recovery, and the strengthening of traditional authorities.**

- 2.63 To strengthen the governance of indigenous peoples and Afro-descendants<sup>29</sup> through sustainable management of their lands and natural resources, knowledge recovery, and the strengthening of traditional authorities, two main areas of effective policy have been identified:

**a. Support for the titling of recognized indigenous and Afro-descendant lands and autonomous indigenous communities**

- 2.64 **Land titling is a key part of development with identity for indigenous peoples and Afro-descendants**, as for these communities “land is not only a basis for economic subsistence but also strongly linked to their identity and in many societies land takes on a sacred and spiritual meaning” (Patrinos and Skoufias, 2007). In recent decades, there has been significant progress in the recognition of indigenous peoples’ land rights in Latin America. Countries such as Honduras, Nicaragua, Panama, Bolivia, Brazil, Colombia, and Ecuador have made headway in land titling processes and access to property rights over lands and territories (Del Popolo, Jaspers, and ECLAC, 2014).
- 2.65 Nonetheless, indigenous peoples are less likely to hold property titles than other rural dwellers (Patrinos, Skoufias, and Lunde, 2007). Legal frameworks for titling vary widely across countries, which makes it difficult to formulate general policy recommendations on practices for issuing titles and regulating land tenure (Plant and Hvalkof, 2001).
- 2.66 **The delimitation of territorial jurisdiction has been a central feature of experiences of indigenous autonomy in the region.** Indigenous peoples and Afro-descendants control over 30% of all lands in Latin America (Roldán, 2005), and autonomy allows them to make decisions and institute their own practices related to their worldview, indigenous territory, land, natural resources, sociopolitical organization, administration of justice, education, languages, health, medicine, and culture (Del Popolo, Jaspers, and ECLAC, 2014). Indigenous territories have been

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<sup>27</sup> *Mujeres indígenas en América Latina, Dinámicas demográficas y sociales en el marco de los derechos humanos*, United Nations and ECLAC, 2013.

<sup>28</sup> In the case of Brazil, there is evidence that the First Job Program and internships in general have had an impact on the representation of Afro-descendants and women in the largest companies (IDB and ETHOS, 2016).

<sup>29</sup> Indigenous governance is defined as the scope of administration by indigenous and Afro-descendant peoples that, within the structure of the applicable law and of the nation-states of which these peoples are part, and in keeping with indigenous peoples’ own organizational structures, contemplates control of their own economic, social, and cultural development, internal management of their own lands and territories in recognition of the special relationship that exists between the land and ethnic and cultural identity, and effective participation in local, subnational, and national government.

enshrined as decentralized political-administrative entities in the constitutions of many countries, but the process of establishing them has been slow.<sup>30</sup>

- 2.67 **There are no clear guidelines to follow for the creation and effective operation of indigenous territories as decentralized entities, particularly considering the high degree of local specificity.** The key lesson learned from the creation of indigenous territories in Australia seems to be that “governance-building has to be based on local realities,” including forging institutions and governance relationships “which resonate with traditional jurisdictions, laws, customs, relationships and specific histories” (Hunt and Smith, 2006).<sup>31</sup>

**b. The preservation of natural heritage**

- 2.68 **There are several types of effective intervention to protect ecosystems and biodiverse habitats,** although strategies are more effective where communities participate directly. Indigenous peoples and Afro-descendants are found in some of the areas of the planet with the highest levels of threatened biodiversity (Roldán, 2005).
- 2.69 One type of effective intervention is the creation and co-management of protected areas. According to three impact evaluations using experimental methodologies, the creation of protected areas reduced deforestation (Andam et al., 2008; Gaveau et al., 2009; Sims, 2008). The co-management of protected areas with local populations has become increasingly common, to the point that 20% of the region’s forests are subject to this arrangement (Blackman et al., 2012).<sup>32</sup> Indigenous peoples participate from the planning phase—with consultations to obtain free, prior, and informed consent (Ledwith and Watanabe, 2014)—through to the management phase, in which they incorporate indigenous worldviews and values to support biodiversity preservation. Although few evaluations have been conducted of co-management in the area of forest conservation, this is a promising practice that warrants careful review.
- 2.70 **Payments for environmental services (PES) mechanisms<sup>33</sup> represent an opportunity to enhance equity by providing monetary compensation to communities (including indigenous communities) and people that possess or exercise stewardship of forests and natural resources.** The impact of payments for environmental services in reducing deforestation requires broad evaluation, but

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<sup>30</sup> These territories are enshrined in the constitutions of Bolivia, Colombia, Ecuador, Panama, and Venezuela. Only Panama’s indigenous comarcas have the status of decentralized political administrative entities. The comarca governments, however, do not receive budget transfers from the national government, but instead collect fees for access to their waterways and land.

<sup>31</sup> Various climate funds, such as the Dedicated Grant Mechanism for Indigenous Peoples and Local Communities (DGMI) under the Forest Investment Program (FIP), the Nationally Appropriate Mitigation Actions (NAMA) Facility, the Green Climate Fund (GCF), and the REDD+ Initiative (Reducing Emissions from Deforestation and Forest Degradation) have the potential to include indigenous territories in their management, meaning that land regularization processes are of fundamental importance.

<sup>32</sup> Given their knowledge and local governance structures, indigenous peoples have a comparative advantage in terms of monitoring the condition of protected areas.

<sup>33</sup> PES mechanisms are programs in which each family or community receives cash payments in exchange for carrying out environmental management of their land.

there is evidence that it does not harm people or reduce their well-being.<sup>34</sup> As of 2016, Ecuador's Forest Partner Program (currently under evaluation) had incorporated more than 1.5 million hectares of forest and ecosystems, of which 83% are the property of indigenous communities and Afro-descendants. A program in Rwanda reduced deforestation, but its contribution was relatively small compared with the control group (Martin et al., 2014). In general, the effectiveness of PES mechanisms as an instrument for managing forest resources depends on several factors, including the design of intervention mechanisms, their location, the degree of compliance, and the possibility of secondary effects in the areas of intervention (Pattanayak, Wunder, and Ferraro, 2010), as well as the status of property rights for the lands where they are implemented (Bruce, Wendland, and Naughton-Treves, 2010).<sup>35</sup>

### III. PRINCIPAL GENDER AND DIVERSITY CHALLENGES IN THE REGION

- 3.1 The preceding section presented evidence on the effectiveness of policies and programs that address some of the most pressing issues of gender equality and development with identity in Latin America and the Caribbean. This section describes the challenges in the region to which those policies and programs respond.<sup>36</sup>

#### A. Ongoing challenges in achieving gender equality

- 3.2 Despite significant progress in recent decades in reducing gender gaps, no country has succeeded in achieving equality. Global Gender Gap Index<sup>37</sup> data for 2016 (Schwab et al., 2016) show that the Western European countries have reduced the gap by the largest amount, followed by the countries of North America (Figure 3). Latin America and the Caribbean ranks third among regions in terms of progress, although there is still 30% to go to achieve parity.

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<sup>34</sup> Arriagada, Rodrigo A., Paul J. Ferraro, Erin O. Sills, Subhrendu K. Pattanayak, and Silvia Cordero-Sancho. 2012. Do Payments for Environmental Services Affect Forest Cover? A Farm-Level Evaluation from Costa Rica. *Land Economics* 88 (2): 382–399.

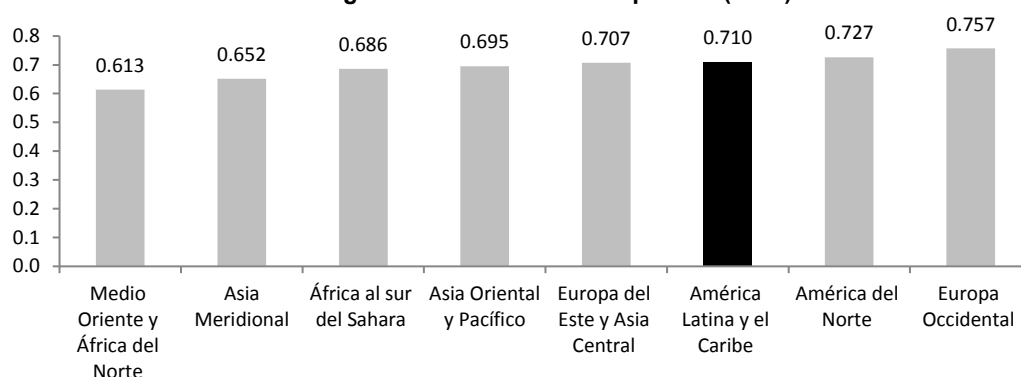
Alix-Garcia, Jennifer, Katharine R.E. Sims, and Patricia Yanez-Pagans. 2015. Only One Tree from Each Seed? Environmental Effectiveness and Poverty Alleviation in Mexico's Payments for Ecosystem Services Program. *American Economic Journal: Economic Policy* 7 (4): 1–40. doi:10.1257/pol.20130139.

<sup>35</sup> The limitations of payments for environmental services as a tool for managing natural resources are analyzed in the Agriculture and Natural Resources Management Sector Framework Document (document GN-2709-2, paragraphs 2.22 and 2.23).

<sup>36</sup> One additional challenge to addressing all of the issues discussed below is the lack of comparable and reliable data disaggregated by race, ethnicity, and gender.

<sup>37</sup> The Global Gender Gap Index is an index that was created by the World Economic Forum (WEF) in 2006 with the aim of measuring the magnitude of gender disparity. The index analyzes 14 indicators divided into four subcomponents: (i) economic participation and opportunity; (ii) educational attainment; (iii) health and survival; and (iv) political empowerment. The data sources used are from international bodies such as the ILO, WEF, UNESCO, WHO, and the Inter-Parliamentary Union. The index is measured on a scale of 0 to 1, with 1 indicating complete gender parity (Schwab et al., 2016).

**Figure 3. Global Gender Gap Index (2016)**



Note: The figure shows the average score on the index for each subregion. The indicator is measured on a scale of 0 to 1, with 1 indicating complete gender equality.

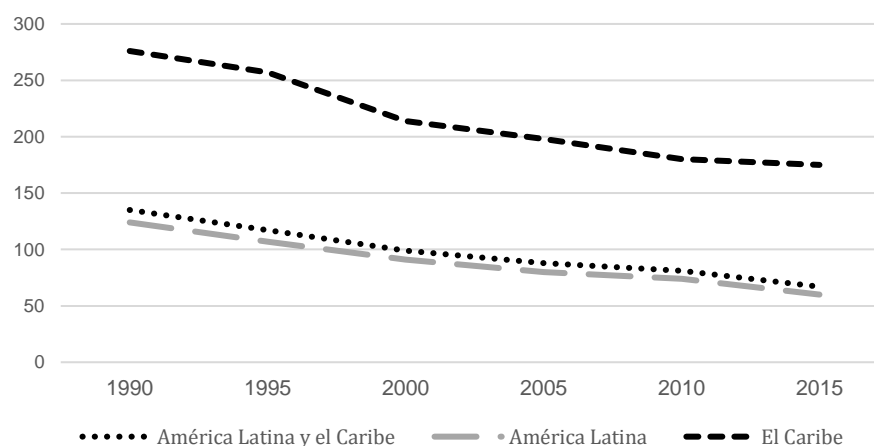
Source: Authors' calculations based on 2016 WEF data.

## 1. Challenges in provision and access to quality public services for women and children

### a. Ongoing challenges in maternal health

- 3.3 **The maternal mortality rate in the region is declining, although the level remains high.** The maternal mortality rate in Latin America and the Caribbean has fallen by 50% over the last 25 years, from 135 deaths per 100,000 live births in 1990 to 67 per 100,000 in 2015 (ECLAC Data, n.d.)<sup>38</sup> (Figure 4). Within the region, the Caribbean faces the greatest challenge, with a rate that is almost three times higher than the average for the other countries (175 deaths versus 60 deaths per 100,000 live births, respectively, in 2015) (ECLAC Data, n.d.)<sup>39</sup>

**Figure 4. Maternal mortality rate (1990-2015)**



Note: Maternal deaths per 100,000 live births.

Source: Authors' calculations based on ECLAC data.

<sup>38</sup> Data downloaded from the ECLAC website on 26 April 2017.

<sup>39</sup> *Ibid.*

- 3.4 **A large part of these reductions in maternal mortality are due to a significant improvement in conditions during delivery.** Of particular note is the increased proportion of deliveries that are assisted by trained health personnel, which rose from 81% in 1990 to 94% in 2015 (ECLAC Data, n.d.).<sup>40</sup> Another factor that has improved considerably and has helped to lower maternal mortality is the increase in the percentage of women receiving prenatal care at least once during pregnancy (UNICEF Data, n.d.).<sup>41, 42</sup>
- 3.5 **The highest burden of maternal mortality and morbidity is borne by vulnerable populations,** particularly those that face gender discrimination, have financial limitations, are affected by humanitarian crises, or live in fragile areas or states that are prone to natural disasters (The Lancet, 2016). Poor, indigenous, and Afro-descendant women with low levels of education who live in rural areas continue to experience sexual and reproductive health problems due to maternal mortality, pregnancy-related complications, an unmet need for contraceptive methods, and unsafe abortions (Edwards, 2010; ECLAC, 2010).
- 3.6 **Pregnancy rates among adolescents (15-19 years of age) in the region are 20 points above the world average and over 40 points above the rate in OECD countries** (UNICEF Data, n.d.).<sup>43</sup> (Figure 5). Although the fertility rate among young women (15-19 years of age) in Latin America and the Caribbean has fallen by 24% over the last 25 years, the decline has been slower than in other regions, and at present, the rate is 64 per 1,000 adolescents (UNICEF Data, n.d.;<sup>44</sup> World Bank, 2012). The adolescent fertility rate fell in all Latin American and Caribbean countries between 2000 and 2010, but the decline varied across countries. The pace of decline was negligible in Nicaragua, the Dominican Republic, Guatemala, and Honduras, while the highest rates of reduction were seen in Colombia, Haiti, Costa Rica, El Salvador, Peru (World Bank, 2012), Trinidad and Tobago, and Jamaica (UNICEF data, n.d.).<sup>45</sup>

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<sup>40</sup> *Ibid.*

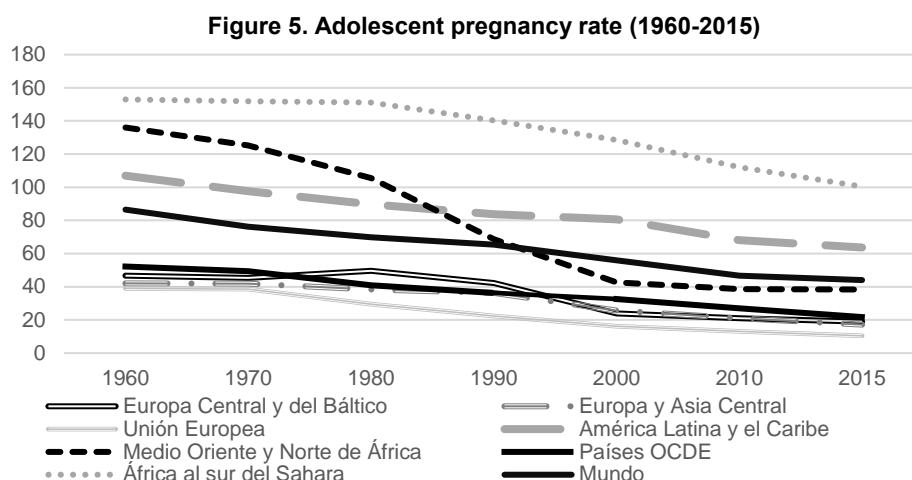
<sup>41</sup> Data downloaded from the UNICEF website on 26 April 2017.

<sup>42</sup> For example, in Peru, this indicator increased from 84% in 2000 to 97% in 2010. Likewise, in El Salvador, it rose from 86% in 2002-2003 to 96% in 2014. In Honduras, the rate climbed from 83% in 2001 to 97% in 2011-2012.

<sup>43</sup> Data downloaded from the UNICEF website on 26 April 2017.

<sup>44</sup> *Ibid.*

<sup>45</sup> *Ibid.*



Note: Births per 1,000 women between the ages of 15 and 19.

Source: Authors' calculations based on data from the United Nations Population Division, World Population Prospects.

## b. Gender gaps in education

- 3.7 **The gender gap in primary school attendance in Latin America and the Caribbean has been eliminated, and there are gaps in favor of women at both the secondary and post-secondary levels** (ECLAC, 2017). In countries in the region including Uruguay and the Dominican Republic and in the Caribbean, attendance rates are higher among women. On average, 77% of girls of the relevant age group attend secondary school in Latin America and the Caribbean, compared with 74% of boys (UNICEF and UNESCO/UIS, n.d.).<sup>46</sup> This difference in attendance is also reflected in secondary completion rates. The secondary completion rate in Latin America is higher for women (47%) than for men (39%) (CIMA Education Statistics Portal, n.d.).<sup>47</sup>
- 3.8 **The results of standardized tests in Latin America and the Caribbean highlight significant gender differences in student performance in the areas of reading, math, and science. According to data from the 2015 Program for International Student Assessment (PISA) test** (Bos et al., 2016),<sup>48</sup> **women were ahead of men in reading.** The magnitude of the gap varies significantly across the region, with cases such as Peru, which has a moderate gap of 8 points, and others such as Trinidad and Tobago, the Dominican Republic, and Uruguay, with OECD-level gaps or larger (51, 31, and 23 points, respectively).
- 3.9 **Men perform better than women on science and math tests.** There is also considerable dispersion in the results in these subjects within the region: while the difference in countries such as Brazil is the same as that seen in the OECD countries (4 points), in others such as Chile and Costa Rica the difference in favor of men is almost half a year of schooling (15 and 18 points, respectively). However, there are

<sup>46</sup> Data downloaded from the UNESCO/UIS website on 20 July 2017.

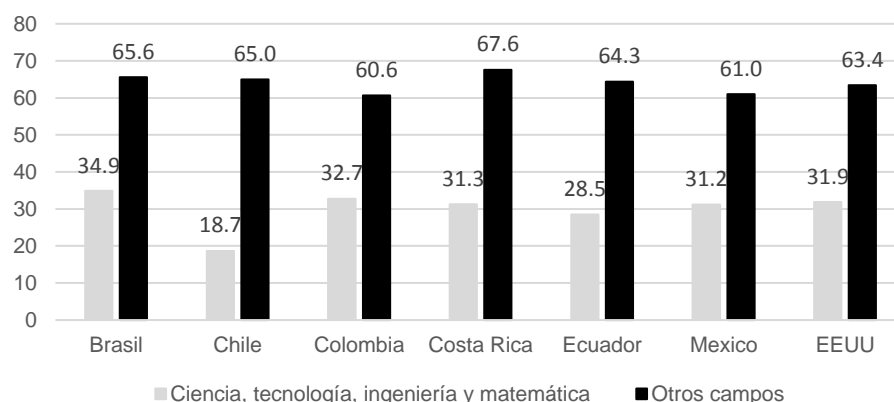
<sup>47</sup> Data downloaded from the CIMA website on 20 July 2017.

<sup>48</sup> The data can be downloaded from the PISA website: <http://www.oecd.org/pisa/data/>.

also cases like Trinidad and Tobago, where there is a gap in favor of women, both in science and in math.

- 3.10 These results are linked to young people's expectations regarding their future. Among young people interested in science-related areas, the vast majority of women in the region imagine themselves working as health professionals, while men see themselves as scientists or engineers (Bos et al., 2016).
- 3.11 **Women's lower preference for science and technology is reflected in post-secondary graduation rates. While women account for between 61% and 66% of graduates, they constitute only 30% of graduates in the STEM fields** (UNESCO/UIS, n.d.;<sup>49</sup> ILO, 2017) (Figure 6). This phenomenon is seen throughout the region and is of a similar magnitude, on average, to that seen in developed countries such as the United States. However, the problem is very pronounced in countries such as Chile, where fewer than 20% of STEM graduates are women. Encouraging the labor force participation of women in high-productivity fields is critical to reducing the gender wage gap. Accordingly, understanding the mechanisms that determine interest in these fields of study is crucial for public policy design.

**Figure 6. Percentage of women graduates from post-secondary programs by field of study (2014)**



Source: Authors' calculations based on UNESCO data.

## 2. Challenges in expanding economic opportunities for women

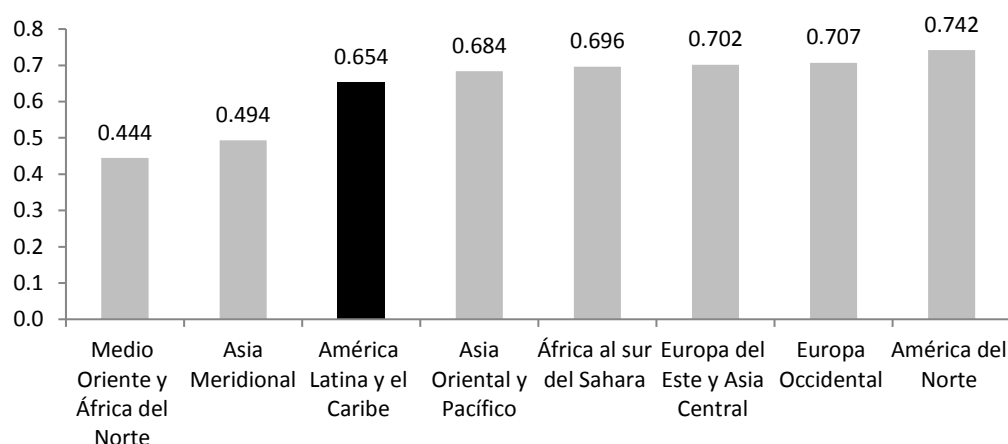
### a. Gender gaps in labor force participation

- 3.12 **Latin America and the Caribbean's performance with respect to women's economic participation and opportunities remains weak, with the region in fifth**

<sup>49</sup> Data downloaded from the UNESCO/UIS website on 26 April 2017.

place in the world rankings, with a gap of 35%<sup>50</sup> (Schwab et al., 2016) (Figure 7). Progress has varied widely in the region with respect to this aspect of gender equality, with very uneven rates of female labor force participation: while Guatemala and El Salvador have some of the lowest rates, at 41% and 48%, respectively, Uruguay and Peru have rates of 67% and 66% (IDB, 2017).<sup>51</sup> Meanwhile, Caribbean countries like the Bahamas and Barbados have participation rates that ascend to 75% for women (IDB, 2017).<sup>52</sup>

**Figure 7. Economic participation and opportunity subindex**



Note: The figure shows the average score on the index for each subregion. The indicator is measured on a scale of 0 to 1, with 1 indicating complete gender equality.

Source: Authors' calculations based on 2016 WEF data.

**3.13 Gender equality in the labor market is an ongoing challenge in the region.** Over the last half century, the sharp increase in female labor force participation has been one of the most striking socioeconomic changes in Latin America and the Caribbean. The female labor force participation rate has climbed to 68% (IDB, 2017),<sup>53</sup>

<sup>50</sup> The economic participation and opportunity subindex of the Global Gender Gap Index measures three concepts: (i) the participation gap; (ii) the remuneration gap; and (iii) the advancement gap. The participation gap is captured using the difference between women and men in labor force participation rates. The remuneration gap is obtained through a hard data indicator (ratio of estimated female-to-male earned income) and a qualitative indicator gathered through the WEF's Executive Opinion Survey (wage equality for similar work). Lastly, the gap between the advancement of women and men is captured through two hard data statistics (the ratio of women to men among legislators, senior officials and managers, and the ratio of women to men among technical and professional workers). The subindex is measured on a scale of 0 to 1, with 1 indicating complete gender parity in the area of economic participation and opportunity (Schwab et al., 2016: 5).

<sup>51</sup> Authors' estimates based on household surveys of the population between the ages of 15 and 64 in 19 Latin American and Caribbean countries. Data reported for 2015 (calculations performed in December 2016).

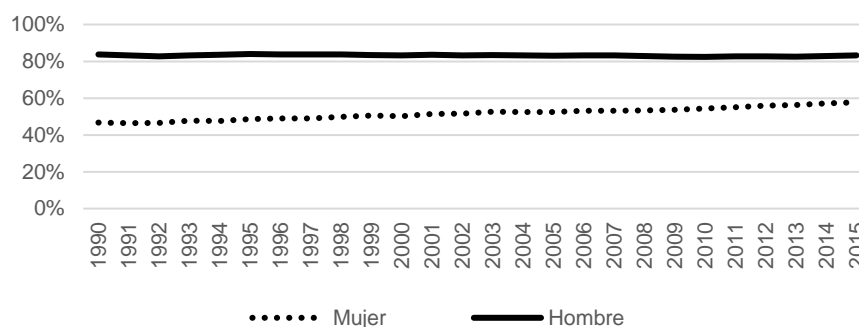
<sup>52</sup> Authors' estimates based on household surveys of the population between the ages of 15 and 64 in 19 Latin American and Caribbean countries. Data reported for 2013 and 2014 (calculations performed in June 2017).

<sup>53</sup> Authors' estimates based on household surveys of the population between the ages of 25 and 54 in 19 Latin American and Caribbean countries. The estimated regional average is not weighted by population. Figures calculated in December 2016.

insufficient to close the gap with men, whose participation rate has remained practically constant at around 95% (Figure 8) (IDB, 2017).<sup>54</sup> Recent studies show that this trend of sustained growth has slowed in recent years (Beccaria, Maurizio, and Vázquez, 2014; Gasparini and Marchioni, 2015), with the deceleration weighted towards women who are married or in union and those living in vulnerable households, as well as younger women (15 to 24 years of age) (IDB, 2017).<sup>55</sup> The data also show a correlation between the educational attainment and the participation rate, with male participation outpacing female participation in all cases. In the Caribbean and Central American countries, less-educated women (0-8 years of schooling) participate in the labor force at a slightly lower rate than the average for the region (47.6% and 50.4%, respectively).<sup>56</sup>

- 3.14 The labor force participation rate for young men is 20 percentage points above that of young women (58% and 37%, respectively) (IDB, 2017) (Figure 9).<sup>57</sup> A major problem for this population is that one in five young people neither works nor studies, and the problem is more widespread in the Central American and Caribbean countries.<sup>58</sup> Recent studies indicate that women account for 77% of this population, and the vast majority of them are engaged in unpaid care work (Hoyos, Rogers, and Székely, 2016).

**Figure 8. Labor force participation rates in Latin America and the Caribbean by gender (1990-2015)**



Note: Population between the ages of 15 and 64.

Source: Authors' calculations based on surveys harmonized by the IDB's Social Sector (2016).

<sup>54</sup> Ibid.

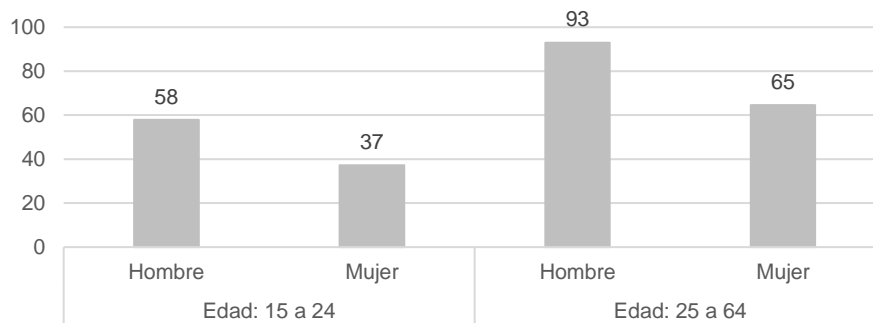
<sup>55</sup> Authors' estimates based on household surveys of the population between the ages of 15 and 24 in 19 Latin American and Caribbean countries. The estimated regional average is not weighted by population. Figures calculated in December 2016.

<sup>56</sup> Ibid.

<sup>57</sup> Ibid.

<sup>58</sup> According to estimates for 2014 (IDB, 2017), 32% of young people between the ages of 15 and 24 in Jamaica were young people who neither work nor study, compared with 29% in Honduras and 27% in Guatemala. When gender is considered, the percentage of young people who neither work nor study is higher among women. In Jamaica, 37% of women neither work nor study, compared with 27% of men. Meanwhile, in Honduras and Guatemala, nearly 43% of young women neither work nor study, compared with an average of 10% to 15% of young men.

**Figure 9. Participation rate by age and gender (2015)**



Note: Population between the ages of 15 and 64.

Source: Authors' calculations based on surveys harmonized by the IDB's Social Sector (2016).

- 3.15 **One of the main challenges that women continue to face in the labor market is the cultural expectation regarding their role as caregivers**, a perception that has changed very little over time according to data from the World Values Survey.<sup>59</sup> The 2015 Latinobarómetro public opinion survey<sup>60</sup> shows that almost 40% of Latin Americans agree with the idea that women should only work if their partner does not earn enough; the Central American countries are most supportive of this statement (50%) and those of the Southern Cone are least supportive (28%) (Figure 10). However, a survey carried out by the ILO and Gallup (2017) seems to indicate the opposite: fewer than 30% of Latin Americans prefer that women in their family stay at home, with figures close to the world average.

<sup>59</sup> <http://www.worldvaluessurvey.org/wvs.jsp>.

<sup>60</sup> Survey data and documentation may be downloaded at: <http://www.latinobarometro.org/latContents.jsp>.

**Figure 10. Percentage of agreement with the statement “women should only work if that partner does not earn enough” (2015)**



Note: Latinobarómetro is conducted in 18 countries based on representative samples of the adult population. In 16 countries, legal age is 18 years, the exceptions being Brazil and Nicaragua, where it is 16 years.

Source: Authors' calculations based on the 2015 Latinobarómetro survey.

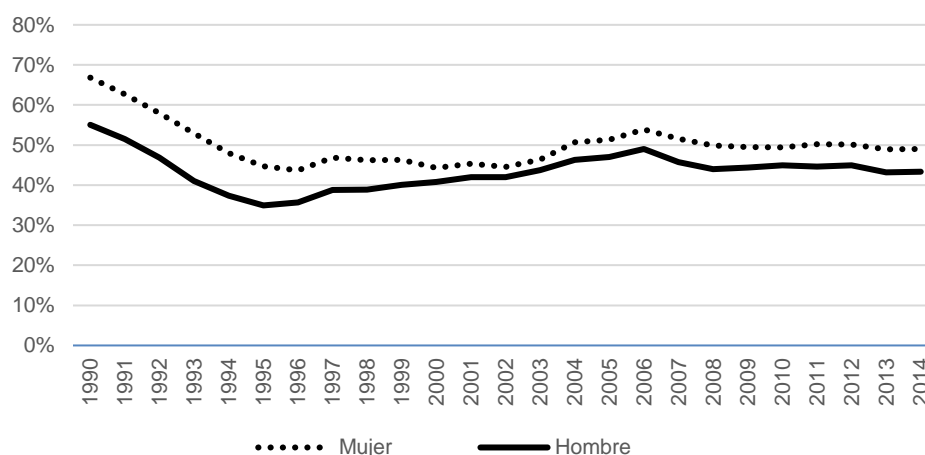
- 3.16 The main issues that Latin Americans identify as obstacles to female participation in the labor force include: (i) difficulties with child care (44%); (ii) business owners who do not hire women with children (38%); (iii) high unemployment levels (37%); and (iv) low wages (37%) (Latinobarómetro, 2015). Similarly, ILO and Gallup data (2017) indicate that the two main challenges faced by women in the region who decide to participate in the labor market are linked to: (i) work-family balance (20%); and (ii) unfair, abusive, or discriminatory treatment in the workplace (15%).

#### **b. Women's participation in low-quality employment**

- 3.17 **Earnings per hour are an important indicator of the quality of employment. In 18 Latin American and Caribbean countries, Latin American men earn 17%**

**more than women after controlling for education level.**<sup>61</sup> Household surveys show that women occupy only 33% of the best-paid jobs in the region (Ñopo, 2012). At the other extreme, a greater proportion of women than men receive hourly wages below the legal minimum (49% and 43%, respectively) (IDB, 2017) (Figure 11).<sup>62</sup>

**Figure 11. Percentage of the working population with labor earnings equal to or less than the hourly minimum wage, by gender (1990-2015)**



Note: Population between the ages of 15 and 64.

Source: Authors' calculations based on data from surveys harmonized by the IDB's Social Sector (2016).

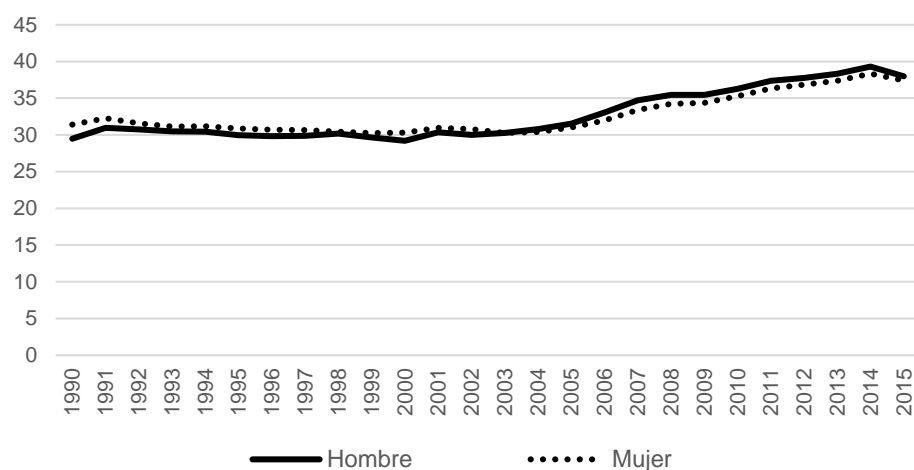
**3.18 Another important indicator is labor formality, measured in terms of the number of workers contributing to the pension system.** On average in the region, women participating in the labor force contribute at a similar rate to their male peers. In 2015, 37.4% of the female economically active population contributed to the pension system, a very similar percentage to that of men (38%) (Figure 12). However, the regional average hides disparities between countries, as in the cases of Costa Rica, Peru, and Chile, which have significant gender gaps. In these countries, coverage among men is 12, 5, and 4 percentage points higher, respectively, than among women (IDB, 2017).<sup>63</sup>

<sup>61</sup> These estimates are based on household surveys (c. 2005) in 18 countries (Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Peru, Paraguay, El Salvador, Uruguay, and Venezuela). The estimates are for the working population between the ages of 18 and 65.

<sup>62</sup> Authors' estimates based on household surveys of the population between the ages of 15 and 64 in 19 Latin American and Caribbean countries. The estimated regional average is not weighted by population. Figures calculated in December 2016.

<sup>63</sup> Authors' estimates based on household surveys of the population between the ages of 15 and 64 in 19 Latin American and Caribbean countries. The estimated regional average is not weighted by population. Figures calculated in December 2016.

**Figure 12. Percentage of workers contributing to the pension system, by gender (1990-2015)**

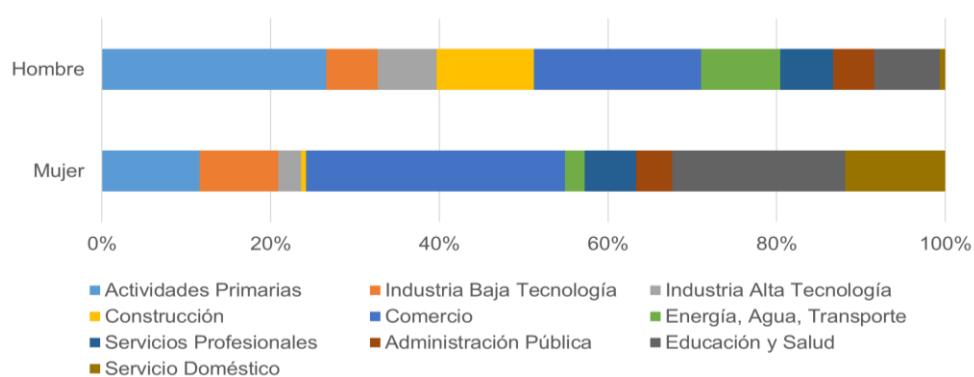


Note: Population between the ages of 15 and 64.

Source: Authors' calculations based on data from surveys harmonized by the IDB's Social Sector (2016).

3.19 **Levels of occupational segregation by gender are high in Latin America and the Caribbean** (Figure 13). While 7 out of 10 women are employed in the service sector (ILO, 2016), nontraditional sectors such as construction or transportation have female representation of only 3% and 12%, respectively (IDB, 2017).<sup>64</sup> In addition, in the renewable energy sector, only 35% of jobs are held by women (Irina, 2016).

**Figure 13. Distribution of employment by sector and gender (2016)**



Note: Population between the ages of 15 and 64.

Source: Socio-Economic Database for Latin America and the Caribbean (SEDLAC) (Center for Distributive, Labor, and Social Studies and the World Bank).

<sup>64</sup> Ibid.

- 3.20 **Educational segregation and a low propensity to choose careers in high-productivity fields such as STEM mean that women with secondary and post-secondary education are concentrated in occupations and sectors with relatively low salaries** (Tacsir, Grazzi, and Castillo, 2014). A study conducted in the United States concludes that 54% of the wage gap is explained by differences between men and women in the type of industry and occupation (Chamberlain, 2016).<sup>65</sup> Another study conducted by the same team shows that 9 of the 10 highest-paying university degrees—all linked to the STEM fields—tend to be dominated by men, while women make up the majority of graduates from 6 of the 10 lowest-paying degrees (Chamberlain and Jayaraman, 2017). As in other regions, returns on STEM courses in Latin America and the Caribbean tend to be higher than for other courses (OECD, ECLAC, and CAF, 2016).

**c. Limited access for women to credit, business development services, and markets**

- 3.21 **Latin America and the Caribbean has one of the highest rates of female entrepreneurship in the world** (Global Entrepreneurship Monitor, 2017).<sup>66</sup> **However, female entrepreneurs face higher barriers than their male counterparts due to:** (i) the difficulty of getting access to networks and markets for their products; (ii) the difficulty of getting access to training and services for business development; (iii) lack of familiarity with commercial credit facilities, which leads to greater risk aversion and a dependence on informal sources of financing; (iv) lower-value assets, which give rise to higher collateral requirements; and (v) their primary role in household care (World Bank, 2010).
- 3.22 Women entrepreneurs are concentrated mainly in micro and small enterprises in sectors such as trade, services, and manufacturing (they have low representation in high-productivity sectors or STEM fields), and these enterprises are less profitable than male-owned businesses. Table 1 highlights the barriers faced by female entrepreneurs in the region and by those providing services to them.

**3. Challenges in strengthening women's voice and agency**

**a. Low female participation in leadership positions in the public and private sectors**

- 3.23 **The gap between women and men in terms of political representation remains very large throughout the world.** Latin America and the Caribbean has made substantial strides in recent years, but according to the political empowerment subindex developed by the WEF (Schwab et al., 2016), the gap has only narrowed by 20%. Western Europe is the region that has made most progress; Latin America and the Caribbean ranks in second place. Disparities within the region are considerable: some countries have closed the gap by almost 50% (Nicaragua, Bolivia, and Cuba), while others have achieved less than 10% (Belize, the Dominican Republic, and Paraguay).

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<sup>65</sup> Another study indicates that the return on STEM degrees is 11% and 20% higher than on other degrees in Uruguay and Peru, respectively (OECD, ECLAC, and CAF, 2016).

<sup>66</sup> The countries included in the 2016 Global Entrepreneurship Monitor cover 69.2% of the world population and 84.9% of world GDP.

**Table 1. Challenges for women-owned businesses in Latin America and the Caribbean**

	Challenges for female entrepreneurs and their businesses	Challenges in providing services to female entrepreneurs and their businesses
<b>Financial capital</b>	Less financial awareness and information about financial products than men.	Financial products and services and modes of delivery not adapted to the needs of women.
	Feeling that they are less prepared than male entrepreneurs to manage complex procedures.	Gender biases at financial institutions, including practices such as asking that guarantors be men.
		Weaknesses in financial infrastructure such as credit services with limited information on women or collateral frameworks that do not allow movable assets.
<b>Human and social capital</b>	Less business experience and skills.	Business development services and modes of delivery not adapted to the needs of women.
		Lack of quality training and relevant courses.
	Less access to suitable business networks at the local, national, and international levels.	Established gender norms and traditions in formal and informal business networks.
	Less access to suitable formal and informal mentors.	Insufficient business development services or capacity-building programs with mentoring components.
<b>Physical capital</b>	Fewer women enrolled in post-secondary education in high-productivity sectors such as STEM.	
	Lower rate of land and property ownership.	Laws, rules, and regulations that are biased against women owning or inheriting property.
<b>Women's capacity to decide (agency)</b>	Lower self-esteem than men.	
	Time and mobility constraints due to domestic obligations.	Inadequate availability of quality childcare services and safe public transportation; inadequate laws and regulations on maternity and paternity leave.
	High levels of violence against women.	Inadequate programs to prevent and respond to violence against women.
	Gender norms and culture that limit women in their economic decisions and plans.	

Sources: Amoros and Bosma, 2014; Brass, 1984; Dreher and Cox Jr., 1996; Burke, Rothstein, and Bristor, 1995; Buvinic, Furst-Nichols, and Pryor, 2013; Forret and Dougherty, 2004; O'Neill and Blake-Beard, 2002; Pailhé, 2014; Xavier et al., 2012; Wong, 2012; World Bank, 2013b.

**3.24 Women's representation in public sector positions with decision-making powers has increased considerably in Latin America and the Caribbean over the last two decades, but it remains insufficient.** The proportion of women occupying seats in lower chambers rose from 12.6% in 2000 to 25.4% in 2017,<sup>67</sup> with this 102% increase outpacing the rest of the world.<sup>68</sup> However, only 12% of town halls are headed by women, and only 27% of elected town councilors and 29% of

<sup>67</sup> Female political representation is lower in the Caribbean (18.2% of legislative seats) in 2017 than in Latin America (26.5%). This is a significant change from 2014, when women occupied 32.9% of seats in the Caribbean. Despite legal quotas, the proportion of women legislators in Haiti fell from 11% to zero.

<sup>68</sup> Calculations based on data from the United Nations (2014) and the Inter-Parliamentary Union.

judges or magistrates in higher or supreme courts are women.<sup>69</sup> In terms of public administration, women make up 50% of the civil service on average but occupy 20% of upper management positions (Ernst & Young, 2013). Women's representation in government cabinets has remained at around 24% (Inter-Parliamentary Union, 2017).

- 3.25 **Women remain relatively underrepresented at the management level in private companies.** According to data from a worldwide survey,<sup>70</sup> one in every four executive positions is occupied by a woman, normally in supporting roles such as directors of human resources (23%) or finance (19%) (Grant Thornton, 2017). A recent study of 1,259 publicly-quoted companies in 31 countries in Latin America and the Caribbean highlights the underrepresentation of women, who occupy only 8.5% of board positions, 9.2% of executive positions, and 4.2% of chief executive positions. Representation is highest in the Caribbean, with women occupying 18% of board positions and 29% of executive positions.

**b. High prevalence of violence against women and children**

- 3.26 **Violence against women is widespread.** One in every three women in the world experiences physical and/or sexual violence at some point in her life. Intimate partner violence is one of the most common manifestations of gender violence. Worldwide, around 26% of women who have been married or in union have been the victims of intimate partner violence; in Latin America and the Caribbean, only the Southern Cone countries have an average incidence of violence that is below the world average (Table 2). At the other extreme, the prevalence in Andean countries is 40% (WHO, 2013).<sup>71</sup> According to a study by the Pan American Health Organization, only 55% of women that have been subjected to violence by their husband or companion have spoken about it to someone or sought institutional help. Some of the main reasons that women are reluctant to speak out about the issue or seek help include: (i) confidence that they could resolve the situation; (ii) a belief that violent experiences are normal or not serious; (iii) a fear of retaliation by their partner; and (iv) shame or a lack of anyone to trust (Bott et al., 2014:65).
- 3.27 **Intimate partner violence is associated with negative physical and psychological consequences for the health of female survivors,** including depression, anxiety, and suicide, and a higher probability of experiencing unwanted pregnancy, complications during gestation and childbirth, contracting sexually transmitted infections, and consuming drugs and alcohol (Bott et al., 2014; Ellsberg et al., 2015). The incidence of intimate partner violence also increases the likelihood that a child will experience mistreatment such as physical punishment (Bott et al., 2014; Moffitt and Caspi, 2003; Holt, Buckley, and Whelan, 2008; Renner and Slack, 2006; Gage and Silvestre, 2010), or be exposed to negligent or dysfunctional care

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<sup>69</sup> Sources: legislators and ministers in Latin America and the Caribbean (Inter-Parliamentary Union, 2017); mayors, councilors, and upper court judges (ECLAC, 2014); chairs of legislative committees, party presidents, and members of national executive committees in Latin America (Llanos and Roza, 2015).

<sup>70</sup> Survey respondents include chief executive officers, chairs, and other senior decision-makers from multiple industry sectors in mid-market businesses in 36 countries. The 2016 survey was administered between July and December 2016 and included 5,526 interviews.

<sup>71</sup> The Caribbean region has seen an increase in violence and sexual abuse in recent years. The data indicate that this problem does not affect only young women: 10% of young adolescent men report having experienced sexual abuse (Stuart, 2014).

(Holt, Buckley, and Whelan, 2008; Arcos, Uarac, and Molina, 2003). In particular, the severe physical punishment of children is a common phenomenon in Latin America and the Caribbean. In four countries (Belize, Bolivia, Jamaica, and St. Lucia), the incidence of severe corporal punishment is 40% or higher (Schady and Berlinski, 2015).

**Table 2. Prevalence of intimate partner violence by region**

Region	Prevalence % (Confidence intervals, 95%)
Asia Pacific, High-income	28.45 (20.6 to 36.3)
Asia, Central	22.89 (15.8 to 30.0)
Asia, East	16.30 (8.9 to 23.7)
Asia, South	41.73 (36.3 to 47.2)
Asia, Southeast	27.99 (23.7 to 32.2)
Australasia	28.29 (22.7 to 33.9)
Caribbean	27.09 (20.8 to 33.3)
Europe, Central	27.85 (22.7 to 33.0)
Europe, Eastern	26.13 (20.6 to 31.6)
Europe, Western	19.30 (15.9 to 22.7)
Latin America, Andean	40.63 (34.8 to 46.5)
Latin America, Central	29.51 (24.6 to 34.4)
Latin America, South	23.68 (12.8 to 34.5)
Latin America, Tropical	27.43 (20.7 to 34.2)
North Africa/Middle East	35.38 (30.4 to 40.3)
North America, High-income	21.32 (16.2 to 26.4)
Oceania	35.27 (23.8 to 46.7)
Sub-Saharan Africa, Central	65.64 (53.6 to 77.7)
Sub-Saharan Africa, East	38.83 (34.6 to 43.1)
Sub-Saharan Africa, South	29.67 (24.3 to 35.1)
Sub-Saharan Africa, West	41.75 (32.9 to 50.6)

Source: WHO, 2013 (pp. 47-48).

- 3.28 **Latin America and the Caribbean has high rates of femicide, defined as homicides of women aged 15 and older who are killed on account of their gender** (Gender Equality Observatory for Latin America and the Caribbean, 2017)<sup>72</sup> (Figure 14). According to ECLAC data, 14 of the 25 countries with the highest rates of femicide in the world are in Latin America and the Caribbean: 12 women die every day in the region from this type of crime. The figures range widely, from 0.4 per 100,000 people in Chile to 13.3 per 100,000 in Honduras (ECLAC Data, 2017)<sup>73</sup> (Figure 14). In recent years, 16 of the region's countries have passed laws defining femicide as a crime, yet comparable data on this type of crime is quite poor (SEGOB, INMUJERES, and UN Women, 2016).

<sup>72</sup> Data downloaded from the website of the Gender Equality Observatory for Latin America and the Caribbean on 26 April 2017.

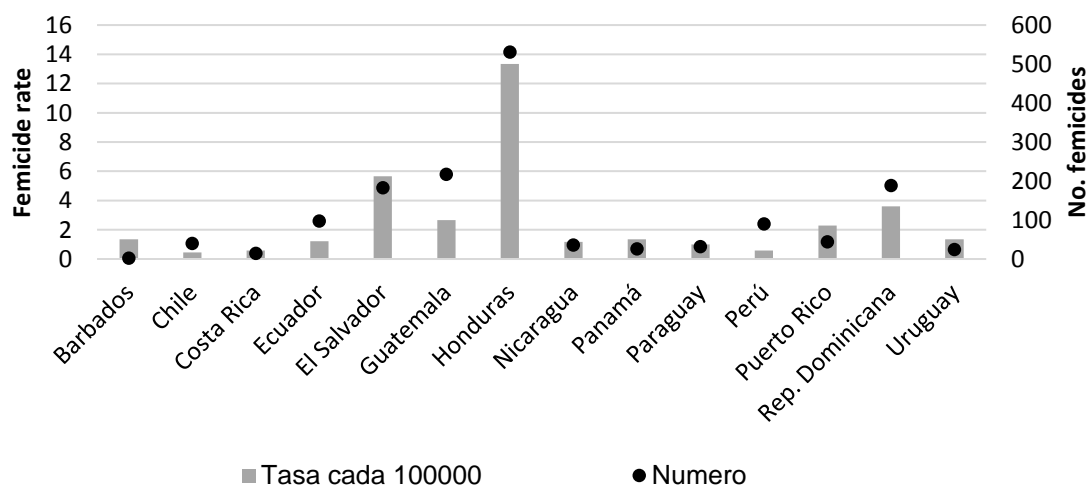
<sup>73</sup> Data downloaded from the ECLAC website on 26 April 2017. [http://estadisticas.cepal.org/cepalstat/WEB\\_CEPALSTAT/estadisticasIndicadores.asp](http://estadisticas.cepal.org/cepalstat/WEB_CEPALSTAT/estadisticasIndicadores.asp).

**Table 3. Prevalence of sexual violence by male non-partners**

Region	Prevalence % (Confidence intervals, 95%)
Asia Pacific, High-income	12.20 (4.21 to 20.19)
Asia, Central	6.45 (0 to 13.0)
Asia, East	5.87 (0.15 to 11.59)
Asia, South	3.35 (0 to 8.37)
Asia, Southeast	5.28 (0.94 to 9.61)
Australasia	16.46 (11.52 to 21.41)
Caribbean	10.32 (3.71 to 16.92)
Europe, Central	10.76 (6.14 to 15.38)
Europe, Eastern	6.97 (0 to 14.13)
Europe, Western	11.50 (7.24 to 15.76)
Latin America, Andean	15.33 (10.12 to 20.54)
Latin America, Central	11.88 (7.31 to 16.45)
Latin America, South	5.86 (0.31 to 11.42)
Latin America, Tropical	7.68 (2.68 to 12.69)
North Africa/Middle East	4.53 (0 to 12.74)
North America, High-income	13.01 (9.02 to 16.99)
Oceania	14.86 (7.48 to 22.24)
Sub-Saharan Africa, Central	21.05 (4.59 to 37.51)
Sub-Saharan Africa, East	11.46 (7.31 to 15.60)
Sub-Saharan Africa, South	17.41 (11.48 to 23.33)
Sub-Saharan Africa, West	9.15 (4.90 to 13.41)

Source: WHO, 2013 (pp. 47-48).

**Figure 14. Rate and number of femicides in Latin America and the Caribbean (2014)**



Note: The rate is per 100,000 women.

Source: ECLAC, 2014.

#### 4. Emerging issues: masculinity, climate change, and gender

- 3.29 **One of the major challenges in improving gender equality is achieving the active participation and shared responsibility of men in child care and rearing; sexual and reproductive health; maternal, neonatal, and child health; and violence prevention efforts.** This does not mean focusing on men alone, but rather involving men in shared work with women and with families. There are still a variety of barriers in the region that act as hurdles to achieving greater participation by men, including rigid gender norms, institutions and programs that reinforce women's role as caregivers, and weak work-family balance policies, such as an absence of long postnatal leave for men that would foster the participation of fathers in child care and rearing (IPPF/WHO and Promundo, 2017; Barker and Aguayo, 2012).
- 3.30 **Other challenges that disproportionately affect men are related to high rates of suicide and rising crime.** As in other parts of the world, suicide rates are significantly higher for men in Latin America and the Caribbean. Caribbean countries like Guyana and Suriname are among the six countries in the world with the highest suicide rates (46 and 41.6 per 100,000 population, respectively) (WHO, 2017).<sup>74</sup> In parallel, over the past decade, Latin America and the Caribbean has experienced rising crime and violence, which has made the region the most violent in the world. These levels of violence affect young men in particular, as both the victims and perpetrators of the majority of homicides. Young men are at least 10 times more likely to be murdered than women of the same age (Jaitman, 2017). A recent study estimated the cost of violence in the region and found that Central America and the Caribbean pay the highest costs in the region (Jaitman, 2017).<sup>75</sup>
- 3.31 **There are two facets to climate change and gender equality. First, the impacts of climate change amplify existing gender inequality.** Women are more vulnerable than men to the effects of climate change effects on agricultural production, food security, health, and water and energy resources. Women tend to have primary responsibility for providing their families with food, water, and fuel—unpaid work that consumes significant amounts of their time. Changes in the availability of these resources due to drought, deforestation, flooding, and rising global average temperatures affect the time and degree of effort involved in gathering, securing, distributing, and storing those resources, further limiting the amount of time they have to engage in paid work or study. **Second, however, women play a key role in climate change adaptation and mitigation processes.** Women tend to base their decisions about resource use and investment on the interest and well-being of their children, families, and communities. In so doing, they shape policies and influence institutions to provide a better supply of public goods, such as energy, water and sanitation, and social infrastructure, which tend to support climate change resilience and disaster preparedness (UN Women, 2016; World Bank, 2011, UN WomenWatch, 2009).

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<sup>74</sup> Data corresponding to 2015, downloaded from the WHO website on 20 October 2017: <http://apps.who.int/gho/data/node.main.MHSUICIDEASDR?lang=en>.

<sup>75</sup> Specifically, countries like El Salvador, Honduras, the Bahamas, Jamaica, and Trinidad and Tobago incur the highest social and economic costs as a result of violence (Jaitman, 2017).

**B. Challenges in achieving development with identity and social inclusion for indigenous peoples, Afro-descendants, and other diverse populations**

3.32 In general, indigenous peoples and Afro-descendants have not benefited from the sharp declines in poverty experienced by the region's population, and the likelihood that they will continue to live with these limitations is higher (World Bank, 2015).

**1. Gaps in human capital indicators for indigenous peoples and Afro-descendants**

**a. Education**

3.33 **Indigenous peoples in Latin America and the Caribbean face significant human capital gaps that begin to appear very early in life.** Although gaps in primary school enrollment rates between indigenous and non-indigenous children are not particularly significant, the gap in favor of the non-indigenous population is more apparent with respect to primary school completion rates.<sup>76</sup> Human capital gaps start to become very evident in completion rates for primary education and performance on standardized tests. Primary school completion rates for indigenous children range from a minimum of 9 points lower (Bolivia) to almost 44 percentage points lower (Panama) (Table 4). The standardized TERCE (Third Regional Comparative and Explanatory Study) test reveals gaps of more than 15% in mathematics and language skills between indigenous and non-indigenous students in the third and sixth grades in Brazil, Chile, Colombia, Ecuador, Guatemala, Panama, and Peru (UNESCO, 2015). It is a similar story with Afro-descendants. In Brazil, the proportion of children who complete primary school on time is 82.6% among white children but much lower among Afro-descendant children—66.4% among children who identify themselves as *negro*, or black, and 67.8% for children who identify themselves as *pardo*, or mixed race (PNAD, 2014).

3.34 **Indigenous adolescents lag behind their non-indigenous peers in school in all countries of the region for which information is available, and in many countries the gaps are very wide.** Completion rates in secondary education are lower for indigenous students than non-indigenous ones (Information System for Education Trends in Latin America, 2012).<sup>77</sup>

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<sup>76</sup> It would be a mistake to assume that quantitative expansion is an indicator of quality, as enrollment and attendance ratios and completion and retention rates provide little information regarding the quality or cultural relevance of the education imparted. Similarly, standardized curricula assign priority to language and mathematics to the detriment of other subjects of equal importance to indigenous people, such as traditional forms of thought and knowledge, the existence of other types of civilization, and other ways of understanding relationships between human beings and nature (World Bank, 2014).

<sup>77</sup> Again, some of the gaps in completion rates are quite significant. In Ecuador, Panama, and Paraguay, the probability that an indigenous student will complete secondary school is over 20 percentage points lower.

**Table 4. Net enrollment rate and primary school completion rate for the most recent year: indigenous and non-indigenous children**

Country	Survey	Year	Net enrollment rate (%)		Primary school completion rate (%)	
			Non-indigenous	Indigenous	Non-indigenous	Indigenous
Mexico	ENNViH	2009	97.84	97.44	88.22	77.88
Guatemala	ENCOVI	2011	94.92	92.64	44.51	31.08
Panama	ENV	2008	98.87	89.73	87.05	43.27
Ecuador	ECV	2005/2006	92.26	88.94	52.67	38.63
Peru	ENAH	2012	82.50	80.50	87.64	73.49
Bolivia	EH	2012	98.38	98.53	78.97	69.05

Net enrollment rate: Enrolled students from 7 to 12 years of age divided by the school-age population for that age group. Primary school completion rate: Number of students who have completed 6th grade divided by the number of 13-year-old children.

Source: IDB calculations.<sup>78</sup>

- 3.35 **Indigenous women are in an even more severe situation of cumulative disadvantage.** A recent World Bank working paper (2015) found that while indigenous men had lower levels of literacy than non-indigenous men and women in Bolivia, Mexico, and Peru, indigenous women fared even worse than indigenous men. School dropout rates are higher among rural indigenous women, and this undermines their ability to take advantage of economic opportunities, raising their rate of unemployment and intensifying their vulnerability. In the case of Afro-descendants, there is no broad evidence of educational disadvantage: although these communities trail the national average in Brazil, the gap is almost nonexistent in countries such as Colombia.<sup>79</sup>
- 3.36 **An explanation frequently given for the large gaps in educational retention and performance between indigenous and non-indigenous children is the lack of availability of bilingual intercultural education.** This means that indigenous children are forced to learn in a language in which they initially have limited or no proficiency, using educational materials that may be alien to their culture. Yet, there has been only limited implementation of bilingual intercultural education in Latin America. In addition to a lack of effective implementation, deficiencies in bilingual education include poor design and an absence of appropriate targeting (World Bank, 2015). Bilingual education can be effective when correctly implemented. It should promote indigenous knowledge and values while simultaneously providing the

<sup>78</sup> ENNViH: National Survey of Household Living Standards (Mexico).

ENCOVI: National Survey of Living Conditions (Guatemala).

ENV: Survey of Living Standards (Panama).

ECV: Survey of Living Conditions (Ecuador).

ENAH: National Household Survey (Peru).

EH: Household Survey (Bolivia).

<sup>79</sup> This section does not discuss educational outcomes for Afro-descendants in the Caribbean, as racial or ethnic exclusion is not prevalent in this subregion.

intellectual tools that these communities will need to contend with the increasing globalization of their societies (World Bank, 2015).

## b. Health

- 3.37 **Health indicators for indigenous peoples are uniformly below those of the non-indigenous population**, with disproportionately high levels of maternal and infant mortality, malnutrition, cardiovascular disease, HIV/AIDS, and other infectious diseases such as malaria and tuberculosis (United Nations, 2009). The most basic measure of health status—life expectancy—is significantly lower for indigenous peoples than for the rest of the population.<sup>80</sup> Maternal mortality is an area of particular concern. For the three countries that have ethnicity-disaggregated data, maternal mortality rates are significantly higher among indigenous women: 48% higher in Mexico, 109% higher in Guatemala, and 481% higher in Panama (Table 5). In Brazil, maternal mortality primarily affects the black and indigenous population. Black women make up 52% of the national female population but account for 62.8% of all obstetric deaths. Meanwhile, indigenous women account for 0.4% of the total female population but 1.4% of obstetric deaths (Secretariat of Policies for Women, *Relatório Anual Socioeconômico da Mulher*, 2014).
- 3.38 In general, maternal mortality rates among indigenous women are three times the regional average (United Nations, 2009). Adolescent pregnancy rates are also highest among the indigenous population. In Panama, Brazil, and Costa Rica, the rates are more than double the rates of non-indigenous adolescents (ECLAC, 2014). Although regional data on maternal mortality rates by race and ethnicity are difficult to find, data from 2004 for Brazil show that Afro-descendant women are three times more likely to die in childbirth than their white counterparts, due in part to low-quality prenatal care (Brazilian Health Ministry, 2004). According to older data from the Pacific coast of Colombia, the maternal mortality rate among Afro-Colombian women is over four times greater than the national average (Colombian Ministry of Health and Social Protection, 1997). In Ecuador, the infant mortality rate in Esmeraldas—a city that is 80% Afro-descendant—is double the national average (Ecuadorian Ministry of Health, 1997).

**Table 5. Maternal mortality rates  
(per 100,000 live births)**

Country	Indigenous	Non-indigenous	% difference	Year
Guatemala	163.00	77.70	109%	2007
Mexico	56.95	38.50	48%	2010
Panama	421.40	72.50	481%	2011

Source: Guatemala – National Maternal Mortality Study published in 2011 with data from 2007; Mexico – 2011 Indicators, Millennium Development Goal 5, study conducted by the Maternal Mortality Observatory in Mexico using 2010 census data and Ministry of Health administrative data; Panama – Health Situation in Panama (2013), study conducted by the Ministry of Health.

<sup>80</sup> As of 2006, the gaps were 13 years in Guatemala, 10 years in Panama, and 6 years in Mexico (Haneman, 2006, cited in United Nations, 2009). Ethnicity-disaggregated life expectancy data are unavailable in many countries and are not regularly reported.

- 3.39 The following explanations are offered for the poorer health outcomes of indigenous peoples: (i) a lack of cultural adaptation of health services; and (ii) discrimination in the delivery of services, although the data on this is mixed, given the difficulty of documenting discrimination. A study in Mexico found that indigenous persons received substantially poorer quality health services than non-indigenous persons (Barber et al., 2005), while a study in Peru showed that indigenous and mestizo women from the lowest-income groups in Lima were not treated differently when using family planning services, though it also indicated that all women received low-quality care (Planas et al., 2015). In the case of the Afro-descendant population, although there are few statistics for the region, a qualitative study that looked at the quality of health services in Afro-Peruvian areas (Yapatera and El Carmen) found some evidence of discrimination by health workers based on skin color and poverty (Benavides, 2013).

**c. Limited access to basic services (water and electricity) among indigenous peoples**

- 3.40 **Indigenous peoples also have much less access to infrastructure services linked to improved health outcomes (water) and incomes (electricity).** Table 6 shows the gaps in access to essential infrastructure services between indigenous and non-indigenous populations.

**Table 6. Access among indigenous and non-indigenous populations to essential infrastructure services**

Country	Source	Year	Satisfactory access to water (%)		Electricity (%)	
			Non-indigenous	Indigenous	Non-indigenous	Indigenous
Bolivia	ECH	2012	85.95	57.81	96.13	81.96
Brazil	PNAD	2012	89.60	80.30	99.50	93.48
Chile	CASEN	2011	94.94	86.42	99.76	98.83
Costa Rica	Census	2011	—	—	99.35	80.54
Ecuador	ECV	2005	86.20	68.73	97.50	79.93
Guatemala	ENCOVI	2011	87.16	82.14	85.73	66.50
Mexico	ENIGH	2012	67.35	50.83	98.73	96.16
Panama	Census	2010	96.78	67.92	91.55	38.63
Paraguay	EPH	2012	98.13	92.48	99.47	96.63

Source: IDB calculations based on household surveys.<sup>81</sup>

- 3.41 Two factors are associated with this gap in access to infrastructure services: (i) geographical isolation; and (ii) a public investment imbalance between richer and poorer regions. In relation to the first, the geographical dispersion of indigenous settlements makes the costs of infrastructure investments significantly higher in remote communities.
- 3.42 **Sustainable infrastructure in indigenous and Afro-descendant communities requires an intercultural process of participation, consultation, and dialogue to ensure that said infrastructure is consistent with the needs and expectations of these peoples.** There is a need to identify traditional knowledge, attitudes, and practices relating to the features and practices to be introduced. At a minimum, conceptions of and relationships with water, the environment, hygiene, and the type and manner of water supply should be analyzed, among other things (UNICEF, 2012).
- 2. Persistent gaps in labor market participation and remuneration by race and ethnicity**
- 3.43 **Poverty indicators based on income or consumption are insufficient to capture the socioeconomic situation of indigenous peoples.** Given their distinctive sociocultural characteristics, measures based on food security and access to natural resources, land, and infrastructure can more accurately reflect the living conditions of indigenous peoples (Wray and Renshaw, 2004).

<sup>81</sup> ECH: Continuous Household Survey (Bolivia).

PNAD: National Household Sample Survey (Brazil).

CASEN: National Socioeconomic Characterization Survey (Chile)

ECV: Survey of Living Conditions (Ecuador).

ENCOVI: National Survey of Living Conditions (Guatemala).

ENIGH: National Survey of Household Earnings and Expenditure (Mexico).

EPH: Permanent Household Survey (Paraguay)

- 3.44 **Lower education levels hinder access to better-paid jobs, while a lack of credit or machinery can be a key obstacle to raising the productivity of agricultural activities.** In general, indigenous peoples are more likely to work in low-wage, low-skill occupations, and they depend on agriculture to a large extent for subsistence.
- 3.45 **The low quality of education received by the indigenous population** (Hall and Patrinos, 2005) **is reflected in low earnings, which in turn lead to poor health and lower educational attainment for future generations.** For this reason, generally poorer indigenous communities have fewer physical, human, and financial assets than non-indigenous ones. Having fewer assets limits their ability to participate in income-generating activities and take advantage of economic opportunities, and it reduces the returns that they receive (Patrinos and Skoufias, 2007; Valenzuela and Rangel, 2004).
- 3.46 **A lack of resources creates a situation of vulnerability for the indigenous and Afro-descendant populations.**<sup>82</sup> Access to financial assets plays an important role in economic opportunities, as it boosts land productivity or reduces volatility in agricultural earnings (Orden et al., 2004). Only a small fraction of indigenous households have access to formal or informal credit (Patrinos and Skoufias, 2007).<sup>83</sup>
- 3.47 **Land ownership structures also affect access to complementary assets such as credit.** The communal nature of land is seen as a restriction on credit access, as it cannot be used as collateral. In addition, in some countries, like Chile, communal property in indigenous communities has a similar dampening effect on public investment in road infrastructure. Infrastructure assets (e.g. roads) and services such as electricity can help to increase productivity and diversify income-generating activities (Escobal and Torero, 2005).
- 3.48 **Social networks affect economic opportunities.** In Guatemala, indigenous peoples in rural areas are more likely to find work through social contacts than those in urban areas, where they are hindered by a lack of social networks (Lindbeck, 1997; Lindbeck, Nyberg, and Weibull, 1999).
- 3.49 **The gap in hourly earnings between ethnic and non-ethnic workers is 40% in the seven countries for which data disaggregated by race and ethnicity is available** (Ñopo, 2012). In Brazil, Afro-descendant and indigenous women occupy the most vulnerable positions. Afro-descendant women with the lowest levels of education (less than three years of education) receive the lowest wages, with average monthly earnings close to the poverty line. Men who identify as white, on the other hand, earn 2.5 times more than Afro-descendant women with the same level of education (ECLAC, 2009).
- 3.50 **There is some evidence of race-based discrimination in labor markets in the region.** Based on monitoring of Peru's labor intermediation services for office positions, Moreno et al. (2012) find evidence of racial discrimination against individuals with indigenous characteristics in hiring practices in Peru. In a random

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<sup>82</sup> *Desigualdades entrecruzadas: Pobreza, Género, Etnia y Raza en América Latina*, ILO, 2004.

<sup>83</sup> There is evidence that Afro-descendants are in the same situation, based on a study of individual entrepreneurs in Brazil that found that Afro-descendants have less access to credit and pay more interest (IDB Paixão, 2017).

experiment in Peru, Galarza and Yamada (2014) find that individuals with indigenous names are significantly less likely to be contacted regarding job applications for professional, technical, and unskilled positions than their non-indigenous peers. In Brazil, response rates for the question concerning race or color in the database of the national public intermediation service (SINE) are significantly lower than in censuses and national surveys (62% and 99%, respectively). Qualitative research indicates that this may be due to: (i) candidates' unwillingness to identify themselves out of a fear of discrimination in intermediation; and (ii) a lack of training and stereotypes on the part of the staff of intermediation services (Centro de Estudos das Relações de Trabalho e Desigualdades [Center for the Study of Labor Relations and Inequalities], 2014).

### **3. Threats that affect the governance of indigenous peoples and Afro-descendants, the sustainable management of their territories and natural resources, and the recovery of traditional knowledge**

- 3.51 There are three issues of particular importance to the governance of indigenous peoples and Afro-descendants in Latin America and the Caribbean: (i) respect for the right to free, prior, and informed consultation and consent; (ii) weaknesses in land titling and autonomy for nationally recognized indigenous and Afro-descendant territories; and (iii) threats to the preservation of environmental and cultural heritage.
- 3.52 **Progress remains limited in Latin America and the Caribbean in implementing ILO Convention 169<sup>84</sup> and the United Nations Declaration on the Rights of Indigenous Peoples<sup>85</sup> with regard to free, prior, and informed consultation.** It is difficult to find comparable data for these processes. There is insufficient evidence that the consultation processes conducted to date have included the full participation of indigenous peoples.
- 3.53 **The last three decades have seen a process of devolution of traditional lands to indigenous peoples and Afro-descendants.** Three factors have driven this devolution: (i) the struggle and protests of indigenous peoples; (ii) international conventions and new national constitutions or legislation that support devolution; and (iii) the growing importance of environmental issues (Van Dam, 2011). In many cases, devolution has taken the form of a transfer of government responsibilities, but without sufficient budgetary resources. The size of these territories poses other challenges for the management of communities that lack experience and in which existing models of "community governance" are unsuitable (Van Dam, 2011).
- 3.54 Several countries in the region have incorporated articles into their constitutions that recognize indigenous territories as political-administrative units, though these have not been established (Colombia, Ecuador, and Venezuela). Lastly, some countries such as Guyana have updated or strengthened their laws to offer greater protection for the rights of indigenous peoples and to grant legal recognition to existing communal lands without the creation of new territories.<sup>86</sup>

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<sup>84</sup> Recognition of the rights of indigenous peoples to be consulted "whenever consideration is being given to legislative or administrative measures which may affect them directly."

<sup>85</sup> The signatories commit to a higher level of free, prior, and informed consent.

<sup>86</sup> Challenges have been faced in implementing this legislation and in recognizing ancestral lands. International Fund for Agricultural Development, 2012. Republic of Guyana. Country technical note on indigenous peoples' issues. <http://bit.ly/1WrR7i6>.

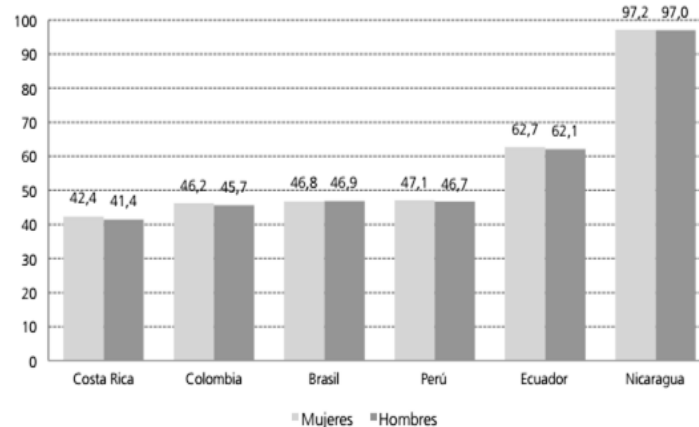
- 3.55 **Indigenous peoples are among the groups most vulnerable to climate change, due to high levels of poverty, historical marginalization, and a permanent state of social stress** (Kronik and Verner, 2010; World Bank 2010 and 2013). Indigenous peoples are frequently located in rural areas with low levels of access to public services, which reduces their ability to adapt to climate change (Damman, 2007; Appendini and Torres-Mazuera, 2008). Moreover, they are highly dependent on the quantity and quality of natural resources that are available, and this has a direct and immediate impact on them (Posey, 1999; Verschuuren, 2006; Daniel et al., 2012; Millennium Ecosystem Assessment, 2005). Three regions in Latin America are deemed hotspots for climate change (Intergovernmental Panel on Climate Change, 2009) and have the highest concentration of indigenous and Afro-descendant peoples: (i) Central America and the South American nations with Caribbean coastlines, which are vulnerable to hurricanes and flooding; (ii) the tropical Andes, vulnerable to water scarcity; and (iii) the Amazon basin, vulnerable to ecosystem loss. The indigenous population in these three areas is around 31 million (Verner, 2010; Davidson et al., 2012). Traditional knowledge and practices are indigenous peoples' greatest resource in effectively adapting and responding to climate change (Kronik and Verner, 2010): integrating these types of knowledge with existing practices enhances the effectiveness of adaptation (United Nations Framework Convention on Climate Change, 2014).
- 3.56 **Afro-descendant peoples face a similar situation of vulnerability, as they live in areas that are extremely vulnerable to climate change.** The Afro-descendant population of the Colombian department of Chocó, for example, relies heavily on natural resources that are threatened by climate change, while the Yungas in Bolivia suffer from irregular rainfall, intense hailstorms, and severe episodes of drought (Kronik and Verner, 2010)
- 3.57 **Biodiversity and indigenous peoples are inextricably linked.** In Mesoamerica, the Amazon basin, and the tropical Andes, there is a strong correlation between high levels of biodiversity and the presence of indigenous peoples (Gorenflo et al., 2012). Overall, in Latin America and the Caribbean, 24.6% of forests belong to indigenous communities (Edouard and Herrera Garibay, 2012; Van Dam, 2011).
- 3.58 The annual deforestation rate in Latin America and the Caribbean is 0.45%, one of the most rapid on the globe and exceeded only by the rate in Africa. About 7.85% of forest biomass has been lost over the last 20 years (Sanhueza and Antonissen, 2014), which constitutes a severe threat to biodiversity in the region. **There is a substantial volume of evidence showing that deforestation rates are significantly lower on lands controlled by indigenous peoples** (Stevens et al., 2014). In Brazil, for example, cumulative forest loss on indigenous lands over the 2000-2012 period was only 0.6%, compared with 7% elsewhere (Hansen et al., 2013).
- 3.59 **One of the greatest threats to the survival of indigenous cultures is the loss of language.**<sup>87</sup> It is estimated that at the time of the Spanish conquest, the Amazon was home to 1,175 languages (Krauss, 1992). Of the 521 languages found in South America in 1950, 48% are already extinct or are no longer being taught to children

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<sup>87</sup> While the issue of language loss is important to the region, little international evidence has been collected on the effectiveness of interventions to reduce the loss of endangered languages.

(Simons and Lewis, 2013). Even in the case of more numerous indigenous peoples, such as the Náhuatl, Maya, Aymara, Quechua, and Mapuche, languages may also be threatened as a result of migration to the cities.<sup>88</sup> Only two of six countries studied by ECLAC (2014) have 50% of indigenous children and adolescents who speak their native language (Figure 15).

**Figure 15. Latin America (6 countries): indigenous children and adolescents (ages 6-19) who speak an indigenous language (%)**



Source: ECLAC (2014) based on census data (c. 2010).

- 3.60 **Another risk is the dominant society's lack of appreciation for indigenous cultures, which may be driven by lack of tolerance for diversity or outright hostility and discrimination toward indigenous peoples.** This is very difficult to measure, but a reasonable approximation may be from a 2011 Latinobarómetro survey which asks, "out of a hundred people in your country, how many do you think are discriminated against because of race?" The largest numbers were in Guatemala, Brazil, Bolivia, and Mexico (with 51, 46, 43, and 43, respectively); these countries have some of the highest percentages of indigenous and Afro-descendant populations. In the specific case of Peru, the EEPA finds that 43.3% of survey respondents have firsthand experience of discrimination against or mistreatment of Afro-Peruvian individuals. And 84.06% of respondents who reported that they had been discriminated against at their school said it was because of their race or the color of their skin. Lastly, the EEPA finds that 57.7% of Afro-Peruvian respondents perceive discrimination to be a significant cause of poverty (Benavides et al., 2015).

#### **4. Emerging issues: Other diverse populations: People with disabilities (PWD) and the lesbian, gay, bisexual, transgender/transsexual, and intersex (LGBTI) population**

- 3.61 The PWD and LGBTI populations are more vulnerable to discrimination and social exclusion due to their identity differences. They are likely to experience violence,

<sup>88</sup> The cultural factors of "folklorization" and "language abandonment" are driving language loss among these populations. Folklorization occurs when a language becomes used only in certain fields or at certain times, and not more generally. Language abandonment occurs when the speakers of a language either hide its use or prefer that their children not learn it.

- bullying, harassment, discrimination in the provision of services and access to opportunities, including in health, education, work, and justice (ECLAC, 2011; Caribbean Development Research Services Inc., 2013; World Bank, 2015b; ILO, 2015).
- 3.62 Though estimates of the number of PWDs vary according to the method used to measure them and the definition of disability that is used, they are estimated to account for 12.6% of the population of Latin America and the Caribbean.<sup>89</sup> Although PWDs are becoming increasingly visible on the public agenda in the region and progress has been made in terms of obtaining legal recognition of their rights, their situation in Latin America and the Caribbean is nevertheless one of profound inequality reflected in socioeconomic gaps.<sup>90</sup> Between 80% and 90% of PWDs in Latin America and the Caribbean are unemployed or do not participate in the labor force, and only 20% to 30% of children with disabilities attend school, one reason being lack of transportation that can accommodate their needs (WHO, 2011).
- 3.63 In Latin America and the Caribbean, little is known about the size of the LGBTI population or the types of exclusion that LGBTI individuals face. The little evidence that does exist indicates a population of between 2.4% and 7% in the region (Grant, 2011). According to census data from five countries in Latin America,<sup>91</sup> between 0.2% and 1% of cohabiting couples who are married or in union are same-sex couples, and an average of 20% of these couples have one or more children in their household. Over the past 20 years, there have been important advances with respect to inclusion in LGBTI legislation.<sup>92</sup> Five countries in the region recognize same-sex marriage (Argentina, Brazil, Uruguay, Colombia, and some states in Mexico),<sup>93</sup> and societal acceptance of LGBTI communities is on the rise. In Latin America, 55% of the population has a positive opinion of homosexuality.<sup>94</sup> However, according to findings by the OAS,<sup>95</sup> one LGBTI person is killed every day in the Americas. In a span of just over one year (15 months), 770 acts of violence against individuals who were, or were perceived to be,<sup>96</sup> LGBTI were reported. In some Caribbean countries, it is still illegal to be LGBTI.<sup>97</sup>

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<sup>89</sup> ECLAC based on national population, household, and housing censuses.

<sup>90</sup> CELADE, ECLAC, and UNFPA, 2010, *Las personas con discapacidad en América Latina*.

<sup>91</sup> Brazil (2010), Mexico (2010), Uruguay (2011), and Chile (2012).

<sup>92</sup> Anti-discrimination laws, marriage equality, and recognition of domestic partnership rights.

<sup>93</sup> Human Rights Campaign <http://www.hrc.org/explore/topic/international>.

<sup>94</sup> Pew Research Center (2013), <http://www.pewglobal.org/files/2014/05/Pew-Global-Attitudes-Homosexuality-Report-REVISED-MAY-27-2014.pdf>.

<sup>95</sup> Inter-American Commission on Human Rights (IACHR), 2014. An Overview of Violence against LGBTI Persons in the Americas. <http://www.oas.org/en/iachr/multimedia/2015/lgbt-violence/lgbt-violence-registry.html>.

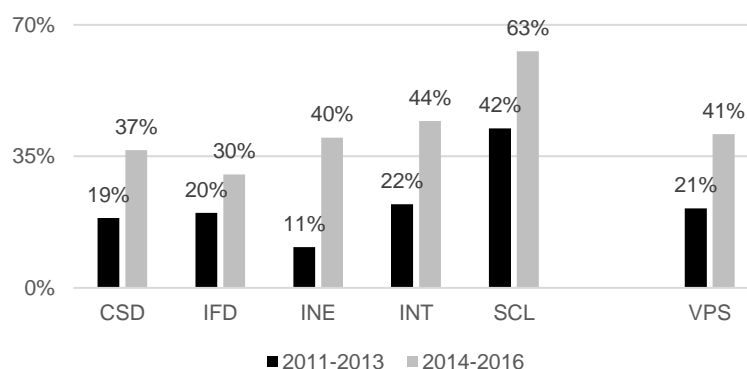
<sup>96</sup> Of these, 594 were acts of homicide and 176 were physical assaults, perpetrated in both cases for reasons related to the sexual orientation or gender identity of the victim. Many acts of violence against LGBT persons go unreported because the victims fear retaliation, do not wish to identify themselves as LGBT, or do not trust the police or judicial system.

<sup>97</sup> <http://www.hrc.org/explore/topic/international>.

## IV. LESSONS LEARNED FROM THE BANK'S EXPERIENCE WITH GENDER AND DIVERSITY

- 4.1 Gender mainstreaming in the Bank's loan operations has increased substantially in recent years. One of the main indicators in the Bank's Gender Policy is the percentage of sovereign-guaranteed operations that have a gender-related indicator in their results matrix. This proportion rose substantially between 2011 and 2013 and almost doubled in the 2014-2016 period, from 21% to 41%. The proportion of these loans that also included a gender analysis and specific related actions rose from 14% in the 2011-2013 period to 63% in 2014- 2016. Sector-based analysis (Figure 16) shows that the social sector had the highest proportion of operations with gender indicators, while the infrastructure sector improved most between the two periods. Though there have been efforts to identify loan operations that include actions in support of development with identity in the design phase, the methodology for this thematic area is not as consolidated as it is for gender. Developing this methodology is a priority going forward.
- 4.2 Loan and technical cooperation operations with the main objective of promoting gender equality or women's empowerment increased from US\$91.8 million in 2011-2013 to US\$202.5 million in 2014-2016. This jump of 90.3% was mainly due to the approval of three loans in the second period, compared with only one loan in the earlier period. Non-loan investments included 60 technical cooperation operations, 19 MIF projects, and 7 investment grants.<sup>98</sup> In terms of direct investment with indigenous peoples, the Bank approved just one loan, for US\$30 million in Chile in 2016.

**Figure 16. Increase in the inclusion of gender results in sovereign-guaranteed loans, by VPS sector (2011-2016)<sup>99</sup>**



Source: SCL/GDI using VPS data.

<sup>98</sup> *Three-Year Progress Report on the Implementation of the Operation Policy for Gender Equality in Development and the Gender Action Plan for Operations, 2014-2016.*

<sup>99</sup> The Climate Change and Sustainable Development Sector (CSD) includes the results achieved during the two periods by the Environment, Rural Development, and Disaster Risk Management Division (RND) and the Climate Change and Sustainability Division (CCS), even though they were part of the Infrastructure and Energy Sector (INE) until 2016.

**A. Lessons learned from reports by the Office of Evaluation and Oversight (OVE)**

- 4.3 OVE evaluates the Bank's performance in gender and diversity through both thematic evaluations and its country program evaluations; however, since the last sector framework document there has been no new thematic evaluation.<sup>100</sup> A new OVE evaluation of the Bank's performance in the areas of gender and diversity is scheduled to be delivered in 2017.
- 4.4 From 2014 to 2016, OVE conducted 17 country program evaluations, finding that gender and diversity issues were mentioned in 6 countries as either crosscutting themes or development challenges (Bolivia, Brazil, Chile, El Salvador, Guatemala, and Panama). In the case of Bolivia, OVE indicates that the topic of indigenous peoples was included as a crosscutting issue but that expected results were not achieved due both to delays in implementing community development components and to the complexity of the socioenvironmental dimensions of infrastructure projects. In the case of Brazil, the evaluation noted that one fifth of sovereign-guaranteed loans included gender and race indicators in their results matrixes. Although this percentage represented progress over the previous period, the target attained is well below the 100% expected in the country strategy.<sup>101</sup> With respect to Chile, OVE highlighted the Bank's support for (i) the Servicio Nacional de la Mujer [National Women's Service] to develop and introduce a regulatory framework and a business certification program for gender equality in the workplace; (ii) an evaluation of the impact of an after-school care program on women's participation in the labor market; and (iii) the second phase of the Orígenes program, an investment loan focused on the development with identity of three indigenous peoples (Mapuche, Atacameño, and Aymara).<sup>102</sup> OVE noted the Bank's contribution in El Salvador to the strengthening of gender policies and its rapid and effective support for the Ciudad Mujer project.
- 4.5 In the case of Guatemala, the OVE evaluation identifies as a positive experience the territorial approach to basic services delivery in Mayan communities affected by construction of the Chixoy hydroelectric dam, contrasting with efforts to introduce a multisector territorial approach in other rural areas of the country.<sup>103</sup> With respect to Panama, OVE acknowledges the Bank's contribution to increasing public investment and access to basic services in indigenous comarcas and highlights the potential for supporting coordination between the public and private sectors, overcoming the dual economy, and fostering inclusive growth to improve equity.<sup>104</sup>

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<sup>100</sup> The last thematic evaluation was in 2013 (Mid-Term Evaluation of Commitments under the Ninth General Increase in Bank Resources). It concluded that the first Gender Action Plan "has made a good start," particularly given the increase in the percentage of sovereign-guaranteed operations that incorporated gender considerations. At the same time, the evaluation expressed concern at the lack of progress in incorporating gender into country strategies.

<sup>101</sup> Country Program Evaluation: Brazil, 2011–2014, Chapter 2: The Bank's Program, Section B: Relevance of the Implemented Program. Page 15.

<sup>102</sup> Country Program Evaluation: Chile, 2011–2013. Chapter 3: Program Implementation and Effectiveness.

<sup>103</sup> Chapter 2: The Bank's Program, 2012–2016, Section B.3: Program Implementation – Operational Aspects of the Bank's Program. Page 18.

<sup>104</sup> [Country Program Evaluation: Panama, 2010–2014](#).

## **B. Lessons learned from the experience of Bank operations<sup>105</sup>**

- 4.6 The main lessons learned through Bank operations are summarized below:
- 4.7 **Women's economic empowerment.** It should be noted that in 2016, 54% of sovereign-guaranteed loans that included gender results related to the area of women's economic empowerment, including activities to support female entrepreneurs or improve women's labor force participation as employees.
- 4.8 In terms of support for female entrepreneurs, operational experience has demonstrated that gender gaps can be narrowed through: (i) improvement of the conditions that promote entrepreneurship by meeting women's needs in areas such as mobility, security, and skills; (ii) modification of the legal framework, such as legal and institutional reforms that help to reduce the cost of doing business and the expense of establishing a business; (iii) training and mentoring in female entrepreneurship, with the aim of reducing knowledge gaps and improving the skills needed to develop business activities;<sup>106</sup> and (iv) access to financing by means of alternative credit methodologies (for example, psychometric testing) and/or alternative forms of collateral (for example, movable assets and natural collateral such as harvests in rural sectors).<sup>107</sup>
- 4.9 In terms of employment, a life cycle approach is useful for identifying the barriers that limit women's opportunities. In secondary schools and universities, women are underrepresented in courses related to emerging, high-income technology sectors. A recent Bank pilot project in Mexico (ME-T1301) showed that it is possible to partly reverse this pattern by providing information to female secondary school students about the salaries for different professions and presenting them with role models; this intervention succeeded in altering the university majors chosen by the young women.
- 4.10 It is troubling to find that despite the progress made by women in higher education, their labor force participation rate remains considerably lower than that of young men (Section III). The Bank has begun to support national childcare systems as a response to the difficulties that women face, to a far greater extent than men, in reconciling work and training with caring for children and the elderly.<sup>108</sup> Lastly, the Bank's experience in supporting labor intermediation services is relevant. As indicated in the Labor SFD, although labor intermediation is generally a cost-effective intervention for matching workers with companies, it may be insufficient in the case of women who have been outside the labor market for a long period and who need more intensive, individual support.

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<sup>105</sup> This section is based on an analysis of 28 sovereign-guaranteed loan operations with diversity elements, and 15 operations that incorporated gender. Five technical cooperation operations were also reviewed. The documents consulted include loan proposals and loan contracts, results matrixes, risk matrixes, institutional capacity assessments, operating regulations, multiyear execution plans, annual work plans, technical cooperation operations supporting loans, project monitoring reports, midterm and final evaluations, and project completion reports, as well as interviews with project team leaders.

<sup>106</sup> According to the Labor SFD, recent evidence supports the effectiveness of training programs for self-employed entrepreneurs, contradicting the evidence available a few years ago. To be effective, these programs need to be intensive and accompanied by measures to foster participation and minimize the likelihood that women will drop out of them.

<sup>107</sup> SU-L1043, UR-L1071, ME-L1128.

<sup>108</sup> The Social Protection and Poverty SFD provides more detailed information on this issue.

- 4.11 An analysis of private sector operations focused on increasing lending to women through the Women Entrepreneurship Banking Program (WeB)<sup>109</sup> yielded the following lessons learned: (i) the value proposition for micro, small, and medium-sized enterprises (MSMEs) depends to a large extent on the culture of financial intermediaries, and to influence that culture it is important to secure the leadership and conviction of credit, risk, and business officers, as well as officers in the area of corporate social responsibility; (ii) financial intermediaries' positioning in relation to women-led MSMEs requires personalized communication and marketing on the part of the intermediaries, as well as the prioritization of non-financial services (information, education, networks) over conventional financial products; and (iii) the incorporation of internal instruments and indicators facilitates identification of the impacts of financial and nonfinancial interventions (e.g. on sales and employment) and the profitability of the female portfolio.
- 4.12 **Integrated services for women's empowerment.** The Bank has supported the development and implementation of a model of integrated services and women's empowerment in countries such as Bolivia, Honduras, El Salvador, Mexico, Paraguay, and the Dominican Republic.<sup>110</sup> This model offers significant time savings for women by bringing multiple services together under one roof. Public institutions that provide services have been encouraged to improve the quality of those services through intensive processes of user training and referral/counter-referral. As a result of these two factors, the level of user satisfaction has increased.<sup>111</sup> There are three prerequisites for implementation of this model: (i) high-level political leadership to ensure cross-sector coordination in service delivery; (ii) the development of education and training models for providing the services, handbooks, and the creation of progress indicators; and (iii) the existence of a team in the country with knowledge and/or prior experience in implementing models with similar characteristics and with rapid response capacity.
- 4.13 **Violence against women.** The Bank has made a significant effort to integrate the prevention of violence against women and care for female survivors into its citizen security operations.<sup>112</sup> The lines of action have been as follows: (i) programs to support female victims of violence by providing integrated care (medical, legal, police, and psychological services and economic empowerment); (ii) programs to

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<sup>109</sup> WeB is an initiative launched in 2012 by the MIF and the IDB's Structured and Corporate Financing Department (SCF). It combines technical assistance and investments (loans, guarantees) to assist Latin American and Caribbean financial intermediaries in launching innovative and inclusive lending models for women-led small and medium-sized enterprises. Under the WeB program, the intermediaries create financial products (bank accounts, deposits, loans, insurance) and nonfinancial products (training, networks, tutoring, etc.) to better meet the needs of women-led MSMEs. Following the restructuring of the private sector windows, the WeB program is now administered by IDB Invest.

<sup>110</sup> The operations are: BO-T1303 – Support for Development of the Ciudad Mujer Initiative; HO-T1238/HO-L1117 – Ciudad Mujer in Honduras; ES-L1092 – Ciudad Mujer, Phase II: Supporting Women's Empowerment in the Context of the Plan of the Alliance for Prosperity in the Northern Triangle in El Salvador and ES-T1243 – Ciudad Mujer for Adolescent Girls, Supporting Their Empowerment; ME-T1259 – Support for the Design and Implementation of a Ciudad Mujer Center in Tlapa; PR-T11196 – Support for the Creation of a Ciudad Mujer Program in Paraguay; DR-T1141 – Ciudad Mujer.

<sup>111</sup> Bustelo, Monserrat; Martínez, Sebastián; Pérez, Michelle; Rodríguez Silva, Julio. 2016. Evaluación de Impacto del Proyecto Ciudad Mujer en El Salvador. Washington, D.C.: Inter-American Development Bank.

<sup>112</sup> A collaboration agreement between the Institutional Capacity of the State Division (IDF/ICS) and the Gender and Diversity Division (SCL/GDI) has facilitated this work.

- promote women's economic empowerment; (iii) activities to prevent violence against women in public spaces (streets, public transportation, schools, and surrounding areas); measures to promote mobile victim support units in communities to facilitate the reporting of violence; and (v) training actions targeting members of the police, with emphasis on content that influences response to gender, intrafamily violence, and domestic abuse.<sup>113</sup> Given that these lines of work are recent, little is known about their effectiveness.
- 4.14 The Bank has also conducted rigorous impact evaluations to identify what works in terms of preventing violence against women.<sup>114</sup> Interventions have focused on the following areas: (i) prevention activities with young men; (ii) the creation of safe spaces for adolescent girls; and (iii) economic empowerment of adult women. The results indicate that the first two strategies are very effective.
- 4.15 **Development with identity of indigenous and Afro-descendant populations with a multisector territorial approach.** During the period under analysis, direct investments for indigenous peoples and the Afro-descendant population continued to be financed mainly through technical cooperation operations and investment grants,<sup>115</sup> with the exception of the US\$30 million loan that financed the Indigenous Development and Promotion Program in Chile.<sup>116</sup> Operational experience—mainly in Chile, Guatemala, and Honduras—has demonstrated that the situation of exclusion of the rural indigenous and Afro-descendant population has complex roots of structural origin and requires a participatory and multisector approach, with a territorial focus and cultural relevance.<sup>117</sup> The experience of coordinating a portfolio with multiple sectors focused on a territory encompassing six Guatemalan municipios highlighted the following lessons learned: (i) the need for resources (human and financial) to conduct technical, social, and cultural diagnostic assessments of the territory; (ii) the importance of ensuring the ongoing participation of communities and their representatives in decision-making at the local level; (iii) the importance of developing instruments for monitoring common interventions, with clearly defined targets and responsibilities; and (iv) the importance of having key actors in the communities and throughout the different levels of government to facilitate the coordination of institutions and actions, as well as dialogue and access to information, in an effective and transparent manner. A multisector approach has also proven effective in solving a complex development challenge—child malnutrition among the rural indigenous population—but there are significant institutional challenges that necessitate the design of simple and transparent coordination mechanisms.

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<sup>113</sup> BR-L1387, BR-L1417, JA-L1043, ES-L1056.

<sup>114</sup> RG-T2206, RG-T1908, UR-L1112, HO-L1088.

<sup>115</sup> HO-G1242, HO-G1243, EC-T1306, GU-T1224, GU-T1206, GU-T1255, RG-T2689.

<sup>116</sup> First-generation programs are those that include specific actions for indigenous peoples or Afro-descendants in the provision of services, such as educational programs with bilingual intercultural education components. Second-generation operations involve direct investment with designs tailored to the sociocultural characteristics of the population, such as multisector programs supporting development with identity. Third-generation operations are those in which indigenous peoples access public services contributing directly to the development of a country.

<sup>117</sup> Project completion report for the Orígenes program. <http://www.iadb.org/Document.cfm?id=39635002>.

- 4.16 **Full, meaningful participation of indigenous peoples and Afro-descendants in the project cycle.** The inclusion of effective and appropriate mechanisms for the participation of indigenous and Afro-descendant communities from the beginning of the project cycle and in its later stages generates greater project ownership, improved social auditing, and greater sustainability and effectiveness of the intervention.<sup>118</sup> Beneficiaries are also more satisfied with the services, and their usage increases as a result. Infrastructure operations in rural areas that have failed to incorporate cultural adaptations into service delivery have been abandoned or are less utilized, and the associated public investment does not have the expected impact in terms of improving living conditions among users. Taking into account existing local governance mechanisms is another factor that helps to ensure success, as it favors the more prolonged maintenance of infrastructure investments. It should be acknowledged, however, that participatory design and preparation with indigenous peoples requires more time and resources initially than in other interventions,<sup>119</sup> and this has been a disincentive to using participatory methodologies and including these populations as beneficiaries in operations.
- 4.17 **Tailoring public services to the cultural characteristics of indigenous communities.** The Bank has supported infrastructure improvements and the provision of services with cultural relevance, especially in the areas of maternal health and the improved coverage and quality of health and nutrition services for indigenous communities. This has been the case in projects under the Mesoamerican Health Initiative, among others, which have supported adaptations in delivery rooms to facilitate vertical childbirth, the involvement of midwives, and the inclusion of intercultural facilitators to support dialogue with families using health services. In education, bilingual intercultural education activities have been carried out in schools.<sup>120</sup> Experience indicates that in order for these works and services to be used by the population, it is also important to train and build awareness among the human resources providing them, in both the health<sup>121</sup> and education sectors.<sup>122</sup> In the case of the health sector, the recommendations are as follows: (i) involving indigenous providers in service delivery, especially intercultural facilitators for women and the inclusion of midwives (with new roles) in a custodial care capacity; (ii) coordinating services with experts in traditional medicine (especially midwives,

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<sup>118</sup> PE-L1127, CO-L1156, ME-L1128, project completion report for CH-L1014.

<sup>119</sup> This longer period of time is due to the need to manage critical factors such as traditional social organization and governance structures; the impact of geographical dispersion and isolation on reaching the population; climate conditions; cultural differences; consensus-based decision-making processes for reaching agreements on targeting and prioritization; cultural uses of land and water; and the history of the peoples and their relationships with governments.

<sup>120</sup> PN-L1064, GY-L1058, GU-G1002, PN-G1004.

<sup>121</sup> Substantial progress has been made in the health sector under projects in the Mesoamerican Health Initiative and programs to strengthen integrated health networks. It is important to continue supporting and conducting rigorous evaluations of the results of (i) delivery plans for isolated indigenous communities; (ii) maternity waiting homes; (iii) intercultural health promoters or facilitators; and (iv) training for health staff in the cultural adoption of services.

<sup>122</sup> In the education sector, it is important to strengthen (i) quality training for indigenous teachers; (ii) the appointment to schools in indigenous communities of indigenous teachers who speak the language of the population and who know and value their culture (and where this is not possible, training educators who are not members of local indigenous populations) (BO-L1067, BO-L1078, BO-L1082, ME-L1128, NI-L1054, NI-L1059, NI-L1068, NI-L1081); and (iii) the development of curriculums tailored to the cultural characteristics of the population.

herbalists, and healers); and (iii) building awareness among service providers about the importance of humane and dignified treatment taking into account the cultural diversity of the area, as well as developing behavioral protocols for the treatment of indigenous women.

**C. The Bank's comparative advantages in gender and diversity**

- 4.18 Since the 1990s, the Bank has had three areas of focus in its gender and diversity work: (i) fostering the inclusion of gender equality and development with identity in Bank operations (mainstreaming); (ii) loan and technical cooperation operations with the key objective of promoting gender equality or development with identity in borrowing member countries (direct investment); (iii) analytical work to raise the profile of these topics or identify new areas for operational work.<sup>123</sup> Although the three areas of focus have remained constant, their relative weighting has responded to client demand and the strategic decisions taken by Management.
- 4.19 The Bank continues its ongoing efforts to mainstream gender and diversity considerations into its operations. Numerous Bank-financed loans in diverse sectors include specific actions to address the challenges faced by women, indigenous peoples, and Afro-descendants. In the area of gender in particular, notable progress has been made in both loan operations and sector frameworks (see paragraphs 1.5 and 4.1), and this has become an important comparative advantage for the institution. The following lessons learned in gender and diversity mainstreaming are noteworthy: (i) the importance of having staff or consultants in operational sectors with technical experience both in gender/diversity and in the specific sector; (ii) the wisdom of setting quantitative targets at the division level for the inclusion of indicators in the results matrixes of operations (in the case of gender); (iii) the fundamental role that corporate incentives play, such as the inclusion of gender and diversity considerations in the Update to the Institutional Strategy, and the firm support of senior management; and (iv) the catalyzing role of additional administrative funds to engage sector expertise and support institutional coordination.
- 4.20 As noted in the first chapter of this document, many SFDs have incorporated gender and diversity considerations. Among the efforts to mainstream gender and diversity in the SFDs for other sectors, the following lessons learned stand out: (i) having a focal point (in the case of gender) in the divisions responsible for preparing SFDs increases the likelihood that a gender analysis will be included in the diagnostic assessment, that evidence will be provided, and that lines of action will be proposed with a gender focus in the SFDs; and (ii) the comments received during the various review committees help to ensure that gender and diversity considerations will be included in the SFDs.
- 4.21 Direct investment in gender and diversity complements, but does not replace, efforts to mainstream these considerations into the Bank's portfolio. Direct investment has

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<sup>123</sup> Since the 1980s, the Bank has also worked systematically to identify and mitigate adverse impacts on indigenous peoples caused by Bank-financed projects, especially in infrastructure (transportation, energy) and the environment. Although these issues are of great importance, they require a specific technical approach that is carried out by the Safeguards Unit in accordance with the applicable policies; thus, they are not included in this document.

been useful for analyzing new issues, incubating and testing innovations, and, in some cases, scaling up interventions for national programs.

- 4.22 The Bank has a long track record of direct investment in gender and diversity. In the 1990s and 2000s, the Bank focused mainly on technical cooperation operations and analytical products that led to new approaches in the social areas in the region. Notable examples included the initial analytical and operational work on violence against women at the end of the 1990s, and the Bank's work to include the variable of race and ethnicity in censuses and household surveys. The latter culminated in the event "Todos Contamos" in the mid-2000s, aimed at fostering better measurement of race and ethnicity by the region's statistical institutes. Both areas of work positioned the Bank as the first development bank to address these issues.
- 4.23 Although from 2000 to 2016 there were few sovereign-guaranteed loan operations (direct investment) with cultural relevance for the Afro-descendant population and indigenous peoples, these few were of great importance for the beneficiary populations and for demonstrating the Bank's value-added in these areas in the countries. Through its loans and technical cooperation operations, the Bank has gained significant experience in the areas of territorial interventions with culturally appropriate participatory planning, cross-sector coordination, community consultation and participation, intercultural health, bilingual intercultural education, cultural uses of land, and indigenous entrepreneurship.
- 4.24 In the early 2000s, the two first direct investment loans in the area of gender were developed: one to support provincial women's councils in Argentina and another to train female entrepreneurs and employees in Colombia. Neither was executed in full. Since 2011, the Bank has approved three loans—two in El Salvador and one in Honduras—to finance the Ciudad Mujer model, an innovative project for delivering integrated services to women through a single window.
- 4.25 In the area of gender equality, the Bank has been a pioneer in microenterprise financing, including women as beneficiaries in at least 50% of loans. It worked to ensure that women participated in youth training programs that also included childcare support for the mothers of small children, and it added a systematic approach to counter violence against women in citizen security operations. Skills have been developed in the areas of female leadership, participation in the labor force, and reproductive health, as well as, more recently, the implementation and evaluation of an integrated services model for women.
- 4.26 There has been a modest increase in the number of direct investment loan operations in recent years, in both the gender and diversity areas. From 1998 to 2010, there was an average of approximately one loan every two years, while from 2011 to 2016 there was approximately one loan each year. Loans in the area of gender are concentrated in two areas: (i) the provision of integrated services for women; and (ii) financial and technical support under the Women Entrepreneurship Banking Program (WeB) to enable private banks to increase lending to women-led enterprises. In the area of diversity, the approach has been to continue work on sustainable agriculture with small indigenous farmers, as well as the incorporation of activities supporting indigenous peoples' adaptation to climate change and indigenous entrepreneurship.

- 4.27 Efforts to promote gender equality and development with identity and social inclusion in dialogue with the countries has demonstrated the Bank's clear competitive advantage. During preparation of the country development challenges documents and the country strategies, there is a unique opportunity to engage in dialogue about the specific challenges that women, indigenous, and Afro-descendant people face and discuss introduce effective interventions. The following lessons learned with respect to promoting gender and diversity in the country development challenges documents and the country strategies stand out: (i) coordinating closely with the Vice Presidency for Sectors and Knowledge (VPC) from the start of the preparation process to identify the country authorities who are committed to promoting gender equality and diversity is crucial for advancing these topics in the country; (ii) preparing technical notes on gender and diversity that focus on the Bank's priority sectors with the country supports the subsequent inclusion of these considerations in the loan operations; and (iii) disseminating the technical notes on gender and diversity at the Bank and in the country builds commitment to these issues.
- 4.28 Beyond the gender and diversity mainstreaming process, direct investment, and country dialogue, a number of emblematic initiatives should be mentioned in light of their size or impact, including gender parity initiatives, ConnectAmericas for Women, Transport GenderLab, and the Women's Empowerment Principles (WEPs) Gender Gap Analysis Tool for businesses.
- 4.29 **Gender parity initiatives.** With a view to eliminating economic gender gaps through public-private partnerships, in 2016 the IDB's Gender and Diversity Division partnered with the WEF to create gender parity initiatives. Gender parity initiatives are national platforms for public-private collaboration that seek to implement actions promoting the creation or modification of policies and programs to allow (i) an increase in women's participation in the labor force and in professional and senior enterprise management positions; and (ii) reductions in the gender wage gap. The first initiative was launched in Chile in December 2016, with a concrete action plan ([www.iniciativaparidadgenero.cl](http://www.iniciativaparidadgenero.cl)). Argentina's gender parity initiative is expected to be launched in the fourth quarter of 2017. Launches will take place in Panama and in one additional Pacific Alliance country in 2018.
- 4.30 **ConnectAmericas for Women.** In May 2016, with the support of Google, the Bank launched the enterprise services portal ConnectAmericas for Women, the aim of which is to foster growth and linkages between women-led enterprises in Latin America and the Caribbean and regional and global supply chains. Women entrepreneurs can use the platform to connect to business contacts in the region and in the rest of the world; respond to purchase announcements by large companies and governments in the region; and develop their entrepreneurial skills through online courses and seminars. To date, more than 35,000 women entrepreneurs in 60 countries have looked into business opportunities, reporting US\$85 million in confirmed business and more than US\$250 million in projected business over the next 12 to 18 months.
- 4.31 **Transport GenderLab.** In 2017, the IDB launched Transport GenderLab in partnership with seven institutions in Bogotá, Buenos Aires, Mexico City, and

- Quito.<sup>124</sup> The objective of this initiative is to enhance knowledge about gender-related challenges, progress, and opportunities faced by urban transportation systems. It also seeks to foster the exchange of experiences between participating institutions, with the aim of improving mobility for men and women while promoting greater female labor force participation in the sector.
- 4.32 **WEPS Gender Gap Analysis Tool.** This initiative is supported by the IDB, through the MIF, IDB Invest, UN Global Compact, and UN Women. It is a self-evaluation tool that allows private companies to analyze their performance in terms of gender equality at the corporate level. It is founded on the Women's Empowerment Principles established by UN Women and the UN Global Compact. IDB Invest uses it with its clients to determine how to mainstream gender into its operations. The tool is also being used as a model for preparing diagnostic assessments of companies joining the gender parity initiative in Chile, and it will be used as a model in Argentina and Panama.
- 4.33 The Bank has significantly expanded its analytical work in the area of gender and diversity, focusing on (i) impact evaluations to identify good practices in the area of integrated services for women and indigenous peoples, prevention of violence against women, and prevention of teenage pregnancy; (ii) experiments to identify promising approaches to increasing women's labor force participation and the quality of jobs for women; (iii) barriers to the participation of indigenous peoples in climate change initiatives such as payments for ecosystem services; (iv) improvements in racial and ethnic statistics for policy-making, such as the analysis of ethno-racial gaps in fiscal incidence; (v) analysis of public investment gaps in indigenous territories compared with other areas in the countries; and (vi) analysis of racial inclusion patterns in medium and large enterprises, as well as identification of options for improving corporate performance in this area.
- 4.34 The Bank proposes to focus its gender and diversity work on the following areas: (i) improving the well-being of women and children by increasing access to quality public services; (ii) expanding economic opportunities for women by increasing female labor force participation rates, closing income and wage gaps between men and women, and improving access to more productive and better-paid jobs and occupations; (iii) strengthening women's voice and agency by promoting their leadership in the public and private sectors and supporting the prevention, care, and reduction of violence against women and children; (iv) improving the living conditions of indigenous peoples and Afro-descendants through an increase in access to quality public services with cultural relevance; (v) supporting economic empowerment of indigenous peoples and Afro-descendants through partnership-based production initiatives and access to higher-quality jobs in the formal sector; and (vi) strengthening the governance of indigenous peoples and Afro-descendants through sustainable management of their lands and natural resources, knowledge recovery, and the strengthening of traditional authorities.

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<sup>124</sup> The seven institutions are (1) the Department of Mobility for the District of Bogotá; (2) Empresa de Transporte del Tercer Milenio – Transmilenio, Bogotá; (3) Operadora Ferroviaria Sociedad del Estado de Argentina and the Central Executing Unit of the Argentine Ministry of Transportation; (4) Department of Mobility for the Autonomous City of Buenos Aires; (5) Subterráneos de Buenos Aires (SBASE); (6) Mexico City Women's Institute; and (7) the San José Municipal Trust, Quito.

- 4.35 Specifying these priorities also means explicitly recognizing interesting and important topics on which the Bank will not work. These include areas that are not critical development challenges for the region and in which the Bank does not have a comparative advantage vis-à-vis other development actors. In the first category of non-crucial development issues are “first generation” gender issues, which are generally no longer relevant for the region, such as women’s access to education (with the notable exception of indigenous women’s access). Areas in which the Bank has little comparative advantage vis-à-vis other institutions include implementing national consultations with indigenous peoples (where the ILO has a strong comparative advantage), designing/monitoring international conventions on the rights of women or indigenous peoples (where the OAS has a strong comparative advantage), and mass campaigns on the issue of violence against women (where UN Women has a strong comparative advantage).

## **V. GOALS, DIMENSIONS OF SUCCESS, AND LINES OF ACTION THAT WILL GUIDE THE BANK’S OPERATIONAL AND RESEARCH ACTIVITIES**

- 5.1 This Sector Framework Document (SFD) proposes that the fundamental goal of Bank activities in the area of gender and diversity should be to achieve equal access to opportunity for groups whose living standards are affected by factors such as race, ethnicity, and/or gender. Furthermore, it establishes a dimension of success and three priority lines of action for each thematic area: (i) gender and (ii) diversity. This is a significant change from the previous SFD, which established 5 dimensions of success and 17 priority lines of action. The objective of this new structure is to separately point up the policy interventions that are pertinent and relevant for each thematic area, based on lessons learned from a review of the literature and the operational and analytical work done by the Bank.
- 5.2 To achieve this goal, the following two dimensions of success have been identified: (i) promote gender equality and the empowerment of women and children; and (ii) promote development with identity and social inclusion for indigenous peoples, Afro-descendants, and other diverse populations. These two dimensions of success are interrelated, and the Bank’s work will seek to create synergies between them to meet borrower demand wherever the opportunity exists. In addition, for each dimension of success, priority lines of action have been developed, and operational and knowledge activities have been identified that will be the focus of Bank efforts. The priority lines of action were developed in response to the challenges in the region, based on international evidence and best practices, the significant progress seen in the region, and the lessons from the operational and analytical work documented in this SFD.

### **A. Dimension of success 1. Promote gender equality and the empowerment of women and children**

- 5.3 Women and girls represent half of the world’s population and, therefore, half of its potential. The evidence shows that gender inequality persists in every country in the region, curbing social and economic progress. This dimension of success seeks to support the countries in strengthening policies and strategies to close gender gaps in the areas of health, education, economic participation, and leadership. Three lines of action are proposed for achieving these objectives. It should be noted that in all of these, and wherever relevant, the Bank will also seek to work with men and boys,

in recognition of their key role as agents of change in attaining gender parity, and to incorporate the vision of development with identity of indigenous and Afro-descendant women, who face specific challenges due to the intersection of gender and cultural identity.

- 5.4 **Lines of action:** (i) improve the well-being of women and children by expanding access to quality public services that are culturally relevant; (ii) expand women's economic opportunities by increasing female labor force participation, closing income and gender gaps between men and women, and improving women's access to more productive and better-paid jobs and occupations; and (iii) strengthen women's voice and agency by (a) promoting their leadership in the public and private sectors and (b) supporting the prevention, care, and reduction of violence against women and children.
- 5.5 To achieve these three lines of action, the following operational and knowledge activities are proposed:
- 5.6 **Operational activities:** (i) design and implement education interventions and labor policies that support women's entry into nontraditional degrees, occupations, and sectors, such as the STEM fields, as well as an increase in female labor force participation; (ii) finance quality childcare services to promote women's participation in the labor force; (iii) promote public-private partnerships to foster women's labor force participation and leadership; (iv) develop the entrepreneurial and export capacity of small and medium-sized enterprises led by women; (v) provide quality public services that promote gender equality or women's empowerment (for example, in the areas of transportation, electricity, water and sanitation, and sexual and reproductive health); (vi) promote women's leadership in the public sector at the national and local levels;<sup>125</sup> (vii) incorporate the prevention of violence against women and the provision of services to female survivors into Bank operations in the areas of citizen security, health, public transportation, and urban development, as well as disseminating information on effective interventions to prevent that violence; (viii) design and adapt integrated service models for women that facilitate their labor force participation, health, and right to live a life free of violence; (ix) address the gender issues that affect men in the region, such as school dropout rates in certain countries and risky social behaviors; and (x) build the capacity of men and women to contribute to climate change adaptation and mitigation through the transfer of knowledge and technology.

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<sup>125</sup> In relation to promoting women to positions of leadership, the Bank recognizes the importance of acting on its own principles and cultivating female leadership within the institution. For example, the Bank set a target for women to fill 43% of senior positions by 2019. At present, 38% of these positions are held by women, up from 29% in 2008. To meet its target, the Bank introduced a series of initiatives a couple of years ago to focus both on attracting, recruiting, and retaining female talent and on ensuring that female employees at the Bank have transparent, merit-based tools for professional development. As an initial step, the Bank obtained EDGE certification for gender equality in the workplace. To help grow leadership within the Bank, it next created the Emerging Women Leaders Program. In 2013, a comprehensive lactation policy was approved, giving lactating mothers the flexibility and a dedicated space for breastfeeding or expressing milk; Bank headquarters has a childcare service. A mentoring initiative known as "Working Mama" provides working mothers with the tools and skills they need to integrate their work and family life more effectively. In 2015, working fathers started to participate in these panels. Lastly, the Bank has a comprehensive policy for alternative working arrangements, with options for teleworking, compressed schedules, and flexible schedules.

- 5.7 **Knowledge activities concerning:** (i) the role of hard and soft skills in women's labor indicators; (ii) the cost of women's nonparticipation in the region's labor force; (iii) the impact of future automation in the labor market (4th industrial revolution) on women's labor indicators; (iv) the security perceptions of men and women and their linkages with neighborhood improvement projects; (v) how public services and their infrastructure can be adapted to meet the specific needs of men and women; (vi) alternative methods for quantifying violence against women that seek to minimize measurement errors from self-reporting; (vii) approaches to promoting women's leadership in the public and private sectors; (viii) the impact of taxation on patterns of consumption by men and women; and (ix) effective approaches for involving women in climate change adaptation and mitigation processes. It is also proposed that effective policies and programs should be identified based on rigorous impact evaluations in the following areas: (i) women's labor force participation and their entry into better-paid fields and occupations (e.g. in STEM fields); (ii) women's leadership in the public and private sectors; (iii) prevention of violence against women and services for female survivors; (iv) prevention of teenage pregnancy; and (v) effectiveness of integrated services for women.

**B. Dimension of success 2. Promote development with identity and social inclusion for indigenous peoples, Afro-descendants, and other diverse populations**

- 5.8 The Bank will base its work with indigenous peoples and Afro-descendants on promoting the conditions necessary for development with identity and social inclusion by means of operational and knowledge activities, ensuring that these are culturally appropriate and that development does not come at the expense of cultural heritage or equity. To achieve these objectives, three lines of action are proposed:
- 5.9 **Lines of action:** (i) improve the living conditions of indigenous peoples and Afro-descendants by expanding access to quality public services; (ii) support the economic empowerment of indigenous peoples and Afro-descendants through partnership-based production initiatives and access to higher-quality jobs in the formal sector; and (iii) strengthen the governance of indigenous peoples and Afro-descendants through sustainable management of their lands and natural resources, knowledge recovery, and the strengthening of traditional authorities. Within the framework of diversity, the Bank will also use analytical work and pilot projects to explore how it can promote the social inclusion of other diverse populations such as the LGBTI community and people with disabilities.
- 5.10 To achieve these three lines of action, the following operational and knowledge activities are proposed:
- 5.11 **Operational activities:** (i) design multisector projects with territorial focus and cultural relevance; (ii) finance pilot projects in bilingual intercultural education, with the option of scaling-up; (iii) include intercultural health services in selected operations; (iv) prepare projects that promote development with identity through support to enterprises owned by Afro-descendants and indigenous people; (v) work with private companies to support the inclusion of groups traditionally excluded from their labor force and supply chains, as well as promoting diversity in corporate governance; (vi) prepare projects that support administrative decentralization and the strengthening of governance in indigenous territories; (vii) build the capacity of indigenous peoples to adapt to climate change and finance climate change

adaptations at the community level; and (viii) prepare projects that support the social inclusion of LGBTI people and people with disabilities.

- 5.12 **Knowledge activities:** (i) impact evaluations of bilingual intercultural education and intercultural health services; (ii) improvements to data on race, ethnicity, and gender through technical assistance for household surveys, censuses, data collection systems, and national statistical institutes; (iii) piloting and evaluation of business development services and technical assistance programs for enterprises led by indigenous people and Afro-descendants; and (iv) identification of factors that lead to the social exclusion of LGBTI populations and people with disabilities.



**Table 1. Gender challenges addressed in the sector framework documents**

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design and knowledge products
Agriculture and Natural Resource Management	2016	Limited access to financial services among rural women.	Promote access among vulnerable groups such as women and indigenous people by providing rural infrastructure and agricultural services and managing natural resources as public goods.  Regulate property titles to protect vulnerable groups (women and indigenous peoples).	CSD/RND: GY-L1060 Sustainable Agricultural Development Program CSD/RND: <a href="#">Mainstreaming Gender in Rural Development Projects in Latin America and the Caribbean</a> CSD/RND: RG-K1443 Changes in Agricultural Technology in Latin America and the Caribbean
		Reforms to land titling should take into account that vulnerable groups, women, and ethnic groups face social and/or financial barriers that may prevent them from realizing the benefits of reform or may even result in a negative impact.	Improve access to markets and value chains for small farmers, with a focus on women and indigenous peoples.	
Education and Early Childhood Development	2016	There are no major gaps in primary school attendance between men and women; in the case of secondary school, some countries have gaps in favor of women. Graduation rates from secondary school are better for women than for men.	Improve access to early childhood development programs and kindergartens.  Research the effectiveness and equity of education interventions designed to facilitate the school-work transition, with a focus on gender and ethnic minorities.	SCL/SPH: Impact evaluation of the program to support implementation of the national early childhood policy in selected communities in Nicaragua
		On PISA tests, women score better in language and men in mathematics. This is also reflected in various self-perceptions regarding abilities.		
Integration and Trade	2016	Women remain one of the most disadvantaged groups, reducing their access to the benefits of economic liberalization.	Promote the exportation of goods and services with a gender perspective.  Provide training in nontraditional topics, such as gender, on international negotiation and trade.	INT: <a href="#">ConnectAmericas for Women</a>
Urban Development and Housing	2016	Women participate less in municipal councils.	Address gaps in access and in the quality of urban infrastructure and services for the various segments of	IFD/FMM: Project to address social and basic service gaps in urban areas

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design and knowledge products
		Crime and violence are more common in urban areas, mainly affecting young people and women.	the population, bearing in mind the specific needs of women, indigenous populations, Afro-descendants, and people with disabilities.	
Health and Nutrition	2016	Women use preventive and health diagnostic services more frequently than men.	Reduce maternal and perinatal deaths. Improve nutrition during pregnancy and early childhood. Eliminate socioeconomic and ethnic gaps. Deepen the implementation of interventions that seek to reduce economic and cultural barriers to the use of health services.	<p>SCL/SPH: Mesoamerica Health Initiative</p> <p>SCL/SPH: Prevention of pre-teen and teen pregnancy in Latin America and the Caribbean</p> <p>SCL/SPH: Barriers and facilitators for the prevention and control of hypertension and diabetes (qualitative analysis)</p> <p>SCL/SPH: HO-T1197 Support for vulnerable women and children in poor areas through interventions</p>
		The maternal mortality rate is falling but remains high.		
		Adolescent pregnancy rates are high.		
		With the increase in urbanization, young men have seen an increase in mortality due to violence and traffic accidents. The region faces high rates of violence against girls and women.		
		Health indicators vary significantly by gender, race, and ethnicity.		
		In recent years there has been an increase in the coverage of health services, particularly in the area of reproductive health.		
		Conditional cash transfers also increase the use of preventive services, particularly among women and children.		
Labor	2016	Labor intermediation may be more effective for men. This type of intervention is insufficient for groups that face difficulties in finding jobs (young people who have dropped out of school, women who have been outside the workforce for a long period, etc.).	<p>Address the barriers that women face in accessing the labor market. Analyze different interventions such as campaigns to build awareness, childcare services, and infrastructure. Promote female labor force participation through childcare, the distribution of information about nontraditional careers, and training for women rejoining the workforce after performing family care responsibilities.</p>	<p>SCL/LMK: RG-K1429 Apprenticeships for the XXI Century: A Model for Latin America and the Caribbean?</p> <p>SCL/LMK: Porque no quiero o porque no puedo: ¿Cuánto no sabemos del trabajo femenino en Chile?</p>
		Female labor force participation has increased but remains lower than for men. Unemployment and underemployment are also higher for women than for men. Informality is similar for both groups.		

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design and knowledge products
		Coverage of women by the pension system is lower.		
Transportation	2016	Improving mobility for women could expand their access to markets, education, and information.	Interventions designed with a gender equality perspective, including viewing women as users of the transportation system and as part of the labor force.	INE/TPS: PE-L1147 Lima Metro, Lines 2 and 4 INE/TPS: PR-L1084 Rural Roads Improvement Program INE/TSP: RG-T2618 Gender perspective in the construction of transportation infrastructure INE/TSP: RG-T2519 Program to increase women's citizen security in urban transportation
		Improvements in routes lead to increased school attendance among girls.		
		A number of cities are creating transportation exclusively for women, which improves safety perceptions on the part of female passengers.		
		Women tend to have primary responsibility for transporting their families.		
Support to SMEs and Financial Access/Supervision	2017	Credit restrictions mainly affect women-led businesses.	Financing with productive potential for businesses led or owned by women.	IFD/CMF: RG-T2583 Gender-disaggregated data for financial inclusion MIF: EC-M1072 Promotion of business and entrepreneurial capacity for women
Citizen Security and Justice	2017	High prevalence of violence against women.	Promote a gender approach in activities to improve crime statistics. Analyze the specific needs of female prisoners, access to justice programs, and care for female victims of crime and intrafamily violence. Develop specific activities for women, children, and young people at risk through programs for education, cultural awareness, labor insertion, etc. Promote strategies for community outreach by the police, including	IFD/ICS: JA-L1043 Citizen Security and Justice Program III IFD/ICS: UR-L1112 Comprehensive Citizen Security Program IFD/ICS: CH-T1164 Strengthening Capacities and Economic Empowerment of Incarcerated Women IFD/ICS: RG-T2674 Transformation of social norms, attitudes, and behaviors to reduce and prevent violence against women
		There is promising evidence that violence against women can be reduced through behavioral change programs.		
		The evidence is mixed in terms of the impact of women's economic empowerment programs on reducing violence against women.		
		Studies show that police stations dealing specifically with violence against women have had mixed results.		

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design and knowledge products
		<p>Access to justice for women is associated with an increase in the number of cases of gender-related violence that are tried and sentenced.</p> <p>The majority of homicide victims and perpetrators are young men. Young men are at least 10 times more likely to be murdered than women of the same age.</p> <p>Women are increasingly affected by violence. Homicides of women in the region are double the world average. Increase in femicides in the region. However, violence against women is also reflected in physical and/or sexual violence.</p> <p>Violence against women is one of the threats to development in the region. Gender violence has a negative impact on incomes and GDP.</p> <p>The female prison population has grown at a faster rate than the male prison population in recent years.</p>	specialization in caring for female victims of violence.	<a href="#"><u>IFD/ICS: How Safe Are Caribbean Homes for Women and Children? Attitudes toward Intimate Partner Violence and Corporal Punishment</u></a>
Tourism	2017	<p>Poverty declines among women when they work in tourism.</p> <p>A minority of tourism enterprises are led by women.</p>	Increase the impact and equity of the benefits of tourism for the local population (women, indigenous peoples, and Afro-descendants).	CSD/RND: BR-L1412 National Tourism Development Program in Salvador (PRODETUR SALVADOR)
Social Protection and Poverty	2017	<p>Gender and ethnicity, among other factors, are associated with social exclusion.</p> <p>An increase in childcare services translates into higher female labor force participation.</p> <p>The inclusion of men in childcare, child rearing, and play creates a more equitable distribution of responsibilities within households.</p> <p>Integrated interventions are more likely to reduce adolescent pregnancy.</p>	<p>Improve men's involvement in household responsibilities through education and information programs for fathers and mothers.</p> <p>Analyze different childcare practices and the effectiveness of programs that seek to promote fathers' involvement in the early education of their children.</p> <p>Conduct pilot tests for the delivery of care services that facilitate family</p>	<p>CL/SPH: UR-L1110 Program to Support the National Integrated Care System</p> <p>SCL/SPH: JA-L1053 Integrated Support to Jamaica Social Protection Strategy</p> <p>SCL/SP: PN-L1115 Integrated Health Service Networks Strengthening Program</p>

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design and knowledge products
		Women take on a large portion of care responsibilities.	members' workforce participation and promote gender equality.	SCL/SPH: CR-T1111 Evaluation of interventions to reduce adolescent pregnancy
		Conditional cash transfer programs have significant gender implications: they empower women, increase health controls, and strengthen women's decision-making capacity. Some programs have gender-differentiated incentives to eliminate the school enrollment and attendance gap. A number of evaluations have found that these programs increase female labor force participation. Program evaluations have not found any negative short-term effects.	Strengthening teaching models and curricula to include content that promotes gender equality. Revise health agendas to incorporate elements such as the prevention and management of chronic, noncommunicable disease and sexual and reproductive health counseling for adolescent boys and girls. Implement service models that address the prevention of adolescent pregnancy.	
		The region's adolescent fertility rate is very high compared with other regions of the world.		
		Increase in female labor force participation and a decline in family size.		
		Challenges in the curriculums of gender integration programs.		
		Little evidence regarding the quality, effectiveness, and impact of sexual and reproductive health services for young people in the region.		
		Challenges in professionalizing human resources (women) for dependent care services.		
		Challenges in promoting gender equality in conditional cash transfer programs.		
Water and Sanitation	Currently being updated	Responsibility for the collection, hauling, and management of water in the home mainly falls to women. Increasing access to water services has an important impact on the use of time.	Expand access to water and sanitation services in rural and periurban areas, reducing ethnic and socioeconomic gaps. Incorporate a gender perspective in projects.	INE/WSA: PR-L1094 Water and Sanitation System Construction Project for Small Cities
		A number of studies have demonstrated that projects designed and operated with active		

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design and knowledge products
		female participation are usually more sustainable and effective than those in which women do not participate.	Promote interaction between entities to develop integrated, multisector initiatives (health, education, urban development, climate change, energy, gender, etc.).	
		Equitable participation in community organizations responsible for managing water and sanitation services is positively correlated with improvements in the efficiency and sustainability of services (greater transparency and improved governance).		INE/WSA: Expanding access to water and sanitation in small rural communities: Outcomes of the online survey based on an experimental impact evaluation – Bolivia
		Lack of access to services that support menstrual hygiene.		
		Women are usually absent from decision-making regarding the design, execution, monitoring, and operation of water and sanitation projects. Their absence from these decision-making processes leads to services and infrastructure that do not necessarily meet their needs. As a result, services are less effective and less sustainable over time.		
		Women are underrepresented in the water, electricity, and gas sector.		
		Water sector actors are unaware of women's needs, limiting the effectiveness of their actions.		
		The majority of informal recyclers in Latin America and the Caribbean are women, and these are even more marginalized than this group in general.		
		The availability of water and sanitation services creates opportunities for the development of nonproductive activities (recreation), especially for women and children.		
		Given women's role in managing water in the household, their knowledge should be exploited. There is a parallel need to improve the education and involvement of men.		

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design and knowledge products
Innovation, Science, and Technology	2017	Low representation of women in STEM fields. This can be seen in the number of students and graduates; the widest gaps are hierarchical positions in academia or in the profession.	Expand financing opportunities for female entrepreneurs. Provide financial and technical assistance to promote the development of technical skills, mainly linked to the STEM fields. Ensure access to these programs for women and other minorities.	IFD/CTI: PN-L1117 Innovation Program for Social Inclusion and Productivity IFD/CTI: SU-L1043 Business Climate and Innovation Program I (SUBCIP-I) IFD/CTI: RG-T2584 The gender gap in science, technology, and innovation in Latin America
		Hurdles to incorporating female researchers in academic careers.		
		Studies show that once the data are corrected for endogeneity and sample selection bias, there are no statistically significant differences in scientific productivity between men and women.		
		Eliminating the gender gap in academic practices would increase women's aggregate productivity by 7%-9%.		
Decentralization and Subnational Governments	2015	Women's representation in subnational entities has increased in recent years but remains low.	—	
Environment and Biodiversity	2015	Women can play a key role in caring for the environment.	—	CSD/RND: HO-L1179 Sustainable Forest Management
		Vulnerability to natural disasters is greater for groups such as women, Afro-descendants, and indigenous peoples.		
Food Security	2015	Conditional cash transfers to mothers are associated with an improvement in children's health and nutrition indicators.	Encourage the use of cost-effective technology by producers, with a particular focus on women and indigenous communities. Improve food access by means of social protection programs, with an emphasis on the role of women.	CSD/RND: GY-L1060 Sustainable Agricultural Development Program
		The prevalence of obesity is higher among urban women than among those in rural areas.		
Climate Change	2015	Women and low-income groups are the most affected by the long trips needed to get access to services.	—	CSD/CCS: JA-L1048 Adaptation Program and Financing Mechanism for the Pilot Program for Climate Resilience (PPCR) Jamaica
Energy	2015	The benefits of electrification are particularly significant for women, children, and indigenous	Expand access to quality power services with the aim of reducing gaps	

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design and knowledge products
		populations. These include improvements in health, employment outside the home, and the use of time.	in vulnerable and marginalized sectors. Promote gender equity.	INE/ENE: RG-L1071 Sustainable Energy Facility (SEF) for the Eastern Caribbean
		A lack of electricity primarily affects women, children, indigenous peoples, and Afro-descendants.		
Fiscal Policy and Management	2015	Little evidence regarding the relationship between fiscal policy and gender equity.	Promote spending on programs that strengthen gender equity and social inclusion.	

**Table 2. Challenges of indigenous peoples and Afro-descendants addressed in the sector framework documents**

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design
Agriculture and Natural Resource Management	2016	Indigenous peoples have less access to production resources.	<p>Provision of rural infrastructure and agricultural services, and management of natural resources as public goods.</p> <p>Establish clear and secure property rights over critical natural resources.</p> <p>Regulate land tenure and modernize land registries and cadastres, facilitating access for vulnerable groups such as indigenous peoples.</p> <p>Address market failures to improve access to value chains for small producers such as indigenous farmers.</p>	<p>SCL/GDI: RG-T2538 Protection of the Traditional Ecological Knowledge of Indigenous Peoples in the Border Region of Honduras and Guatemala</p> <p>MIF: BO-M1060 Sustainable Organic Quinoa Production in the Bolivian Highlands</p> <p>MIF: GU-M1055 Organization, Productive Diversification, and Marketing for Small Producers</p> <p>INE/RND: BO-T1241 Support for the Preparation of Land Administration Program</p> <p>SCL/GDI: HO-G1242 Improving productive forest coverage under agroforestry systems in the Miskito, Pech, Tawahka, and Tolupan communities</p>
		For indigenous producers dedicated exclusively to subsistence production, agriculture alone will not provide a path out of poverty. To improve their income-generating capacities, social protection policies are needed with a focus on subsistence-oriented agricultural areas, as well as better access to education, infrastructure, and land.		SCL/GDI: PE-T1310 Support for the Farm Terracing Program
Education and Early Childhood Development	2016	Gaps on the PISA exams between indigenous and non-indigenous populations. These persist even after controlling for socioeconomic variables.	<p>Generating knowledge regarding the effectiveness and equity of education interventions designed to facilitate the school-work transition for groups facing greater challenges in the labor market, such as women, indigenous peoples, and Afro-descendants.</p>	<p>SGL/GDI: CH-T1143 Support for the Design of the Heritage Recovery and Valuation Program</p> <p>SCL/GDI: PN-T1166 Improving the learning of mathematics through intercultural teaching</p>
		There are significant barriers to implementing bilingual intercultural education programs, such as a scarcity of bilingual teachers and a lack of resources for investing in training programs.		<p>SCL/EDU: PE-T1336 Rainforest Plan: Provision of educational services in the Amazon</p> <p>CID/CPN: PN-T1154 Intercultural and Bilingual Preschool Mathematics</p>

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		Many schools in areas with students that are socioeconomically disadvantaged, indigenous, and rural lack the basic conditions for learning and skills development, such as access to water services, bathrooms, and libraries.		
Integration and Trade	2016	Innovations in good practices supported by regional integration among indigenous peoples.	—	SCL/GDI: RG-T2538 Protection of the Traditional Ecological Knowledge of Indigenous Peoples in the Border Region of Honduras and Guatemala SCL/GDI: RG-T2689 Indigenous Peoples in the Border Region of ACTO
Urban Development and Housing	2016	—	The effective participation of the population—particularly women, indigenous groups, and Afro-descendants—will be promoted in planning and accountability processes in order to address cultural and gender diversity.  The determination of access and quality gaps in urban infrastructure and services will take into account the specific needs of vulnerable groups, with particular attention to women, indigenous peoples, Afro-descendants, and people with disabilities.	SCL/GDI: CH-T1149 Infrastructure Models for Indigenous Territories with Social Inclusion and Cultural Relevance CSD/HUD: GY-T1115 Strengthening the housing delivery system for the indigenous Amerindian population SCL/GDI: RG-T2892 Social Inclusion of People with Disabilities through Sport: Strengthening of National Paralympic Structures
Health and Nutrition	2016	Ethnic minorities make less use of preventive services.	The strengthening of cross-sector education and communications approaches for behavioral change and the adoption of healthy lifestyles.  Operational and knowledge activities that help to overcome economic, gender, or cultural barriers to the use of services.	SCL/SPH: PN-T1146 Right to identity: civil registry in indigenous comarcas and rural communities throughout Panama
		In some cases, the indigenous population reports low satisfaction with service availability and with treatments that do not value their knowledge and customs.		SCL/GDI: PN-T1147 Reducing the Poverty Gap: Improving the Quality of Services through Cultural Adaptation and Territorial Strategy
		Indigenous communities generally have little information about health issues, and this limits their capacity to obtain, process,		SCL/SPH: PN-L1115 Integrated Health Service Networks Strengthening Program

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		and understand basic information for making appropriate decisions regarding their health.		SCL/SPH: Mesoamerica Health Initiative Programs in Panama (PN-G1001) and Guatemala (GU-G1002)
		Health indicators vary significantly by gender, race, and ethnicity. Maternal mortality among indigenous women, for example, is three times higher than the regional average.		SCL/SPH: PN-L1115 Integrated Health Service Networks Strengthening Program SCL/SPH: Mesoamerica Health Initiative Programs in Panama (PN-G1001) and Guatemala (GU-G1002) SCL/GDI: HO-L1117 Ciudad Mujer
		The cultural adaptation of health services is an effective strategy for expanding access.		SCL/SPH: Mesoamerica Health Initiative Programs in Panama (PN-G1001) and Guatemala (GU-G1002) SCL/GDI: PN-T1147 Reducing the Poverty Gap: Improving the Quality of Services through Cultural Adaptation and Territorial Strategy
Labor	2016	Rural and indigenous workers face difficulties in gaining access to formal employment. There are also differences in the type of occupation, with the agricultural sector having considerable weight, and these are linked to differences in wages.	Strengthen labor insertion programs, identifying the obstacles faced by different populations with a view to designing and targeting services in an effective way. Promote labor or economic development services in indigenous languages or adapted to their cultures. Conduct knowledge activities to better understand the obstacles faced by vulnerable groups in gaining access to formal employment.	MIF: BO-M1064 Intercultural Model for Workforce Integration of Indigenous Youth in El Alto IFD/ICS: CO-T1379 Program for Strengthening the Leadership Capacities of Pacific Region Youth MIF: PE-M1107 Empowerment of Women Microentrepreneurs in Poor Communities in Peru through Consolidation of the "Chakipi" Multisupplier Inclusive Distribution Network CCB/CSU: SU-M1021 Support for income generation opportunities for indigenous women
		Indigenous peoples and Afro-descendants can face discrimination by employers or other hurdles to labor participation. The accurate assessment of obstacles that people face to labor participation is essential for selecting interventions based on this assessment.		SCL/GDI: BR-T1323 Financial Instrument to Promote Private Sector Diversity and Inclusion SCL/GDI: BR-T1301 Afro-Brazilian Consumer Market and Entrepreneurship Support Program SCL/GDI: HO-L1117 Ciudad Mujer

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				SCL/GDI: RG-T2897 Latin American and Caribbean Coalition against Racism, Discrimination, and Xenophobia MIF: BR-M1128 Expansion of Galpão Aplauso At-Risk Youth Job Placement Model
Transportation	2016	The lack of transportation infrastructure and services has a more profound impact on Afro-descendant or indigenous groups.	Analysis and recommendations for improving access to transportation services for more vulnerable populations, including the indigenous and Afro-descendant populations.	SCL/GDI: CH-T1149 Infrastructure Models for Indigenous Territories with Social Inclusion and Cultural Relevance SCL/GDI: GU-T1224 Support for preinvestment and territorial and participatory approach for Mayan communities
Support to SMEs and Financial Access/ Supervision	2017	—	Financing for unserved groups and segments in the market that have productive potential.	IFD/CTI and SCL/GDI: CH-L1105 Indigenous Development and Promotion Program SCL/GDI: Access to productive credit for Afro-descendant microentrepreneurs; challenges for financial inclusion in Brazil SCL/GDI: BR-T1279 Racial equality and social, economic, political, and cultural inclusion SCL/GDI: BR-T1301 Afro-Brazilian Consumer Market and Entrepreneurship Support Program MIF: GU-M1055 Organization, Productive Diversification, and Marketing for Small Producer MIF: PE-M1107 Empowerment of Women Microentrepreneurs in Poor Communities in Peru through Consolidation of the “Chakipi” Multisupplier Inclusive Distribution Network
Citizen Security and Justice	2017	Racial disparity in homicides in some countries.	Conduct analyses of the specific needs of vulnerable groups with a view to adapting interventions.	SCL/GDI: RG-T2517 Improving Quality of Race and Ethnicity Data for Citizen Security
		There are significant knowledge gaps and a lack of data, including regarding the possible correlations between variables	Support the disaggregation of information on crime and violence by race, ethnicity, social	SCL/GDI: RG-T2517 Improving Quality of Race and Ethnicity Data for Citizen Security

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		such as race, ethnicity, and the incidence of violence, impact on criminal activity, etc., and this hinders the effective design and implementation of policies tailored to different populations.	status, and gender in data analyses at the national and local levels.	
Tourism	2017	To increase the capture of socioeconomic benefits by poor or vulnerable social groups (particularly women, indigenous peoples, and Afro-descendants), their level and conditions of participation in the tourism value chain need to be strengthened, particularly through long-term technical support, facilitating access to capital, and active participation in sector planning and decision-making.	<p>Increase the participation of the population and local communities in the tourism value chain, fulfilling market requirements.</p> <p>Design and implement plans for the sustainable use of natural and cultural heritage for tourism purposes, including that linked to indigenous peoples and Afro-descendants, with emphasis on fragile ecosystems and protected areas.</p> <p>Use impact indicators to monitor benefits to the local population that depends on the sector, and particularly the poor and/or vulnerable groups such as women, indigenous peoples, and Afro-descendants.</p> <p>Conduct and disseminate project impact evaluations focused on the key determinants in each case, and differentiating, where appropriate, based on the ethnic diversity of beneficiaries.</p>	<p>CSD/RND: BR-L1412 National Tourism Development Program in Salvador (PRODETUR SAR)</p> <p>SCL/GDI: RG-T2628 Regional Project for Mayan Community-based Tourism</p>
		In many cases, the indigenous or Afro-descendant population act as stewards for natural and cultural tourism resources. They therefore need to be involved in the tourism-related planning and use of natural and cultural resources, so as to ensure conservation of those resources.		<p>CSD/RND: BR-L1412 National Tourism Development Program in Salvador (PRODETUR Salvador)</p> <p>INE/RND: BL-T1064 Mainstreaming Biodiversity, Ecosystem Services and Coastal Resilience in Tourism</p> <p>SCL/GDI: HO-G1248 Agroforestry, bird watching and protection of watersheds in Garifuna and Tolupan communities</p>
Social Protection and Poverty	2017	Indigenous peoples and Afro-descendants experience several issues related to social exclusion, including higher poverty rates.	Ensure that interventions have adequate cultural context, to support countries in their efforts to scale up delivery modalities for care- and labor-related services.	<p>SCL/GCI: BK-C1040 Inclusion and development with identity: opportunities to focus on and mainstream the considerations of Afro-descendants and indigenous peoples in operations and analytical products</p> <p>SCL/GDI: BR-T1279 Racial equality and social, economic, political, and cultural inclusion</p> <p>SCL/GDI: UR-T1153 National Strategy for Public Policies for the Afro-Uruguayan and Afro-descendant population 2017-2030</p>

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				CAN: PE-T1344 Social inclusion of children and youth in the district of Rimac SCL/SPH: PN-T1146 Right to identity: civil registry in indigenous comarcas and rural communities throughout Panama
		Though the region has achieved substantial improvements in maternal and child health and nutrition, significant differences remain between the indigenous and non-indigenous populations.		SCL-SPH: Mesoamerica Health Initiative Programs in Panama (PN-G1001) and Guatemala (GU-G1002) SCL/GDI: HO-L1117 Ciudad Mujer SCL/GDI: HO-T1238 Ciudad Mujer in Honduras SCL/GDI: GU-T1243 Native Nutrition SCL/SPH: GU-T1245 Increasing access, use, and sustainability of health and nutrition services SCL/SPH: BO-T1259 Effectiveness of community interventions to reduce child malnutrition
		Conditionalities, and the operating rules for conditional cash transfer programs in general, should be adapted to the specific context of indigenous peoples and Afro-descendants to ensure their cultural relevance.		

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Water and Sanitation	Pending update	Indigenous peoples have limited access to services as a result of geographical dispersion and imbalances in public investment.	<p>Promote integrated, multisector solutions, with differentiated approaches for indigenous peoples and Afro-descendants.</p> <p>Strengthen community management models for water and sanitation services in rural systems and small communities by means of boards or associations, developing and implementing technical and financial support arrangements, particularly in the post-construction phase, to ensure that the water and sanitation systems implemented will be operated and maintained.</p>	<p>INE/WSA: CO-L1156 Water, Basic Sanitation, and Electrification Program for the Colombian Pacific</p> <p>INE/RND: RG-T2532 Natural and Human Systems of the Amazon Basin: An interactive map to raise public awareness</p> <p>INE/WSA: BO-T1258 Support for the preparation and initial execution of the Water and Sanitation for Small Towns and Rural Communities Program II</p> <p>INE/WSA: BO-T1275 Support for the preparation and initial execution of the Water and Sanitation for Small Towns and Rural Communities Program, Phase II</p> <p>INE/WSA: RG-T2280 Access to Safe Drinking Water in Rural Communities</p>
		There is a need for a differentiated approach in policies, programs, and projects for indigenous people that factor in their particular cultural, social, and economic characteristics. International experience has demonstrated that differentiated approaches are necessary to adequately internalize cultural factors, reduce discrimination, and ensure the use and sustainability of solutions provided.		<p>INE/WSA: BO-T1277 Drainage Master Plans in the Cities of Riberalta and Trinidad in Bolivia</p> <p>SCL/GDI: BO-T1280 Support for the management and implementation of an institutional framework for the Native Indigenous Campesino Governments (GAIOC)</p>
		The design of social participation in the project cycle should take cultural elements into account.		SCL/GDI: CH-T1149 Infrastructure Models for Indigenous Territories with Social Inclusion and Cultural Relevance
Innovation, Science, and Technology	2017	Social innovation sees the potential of technological and non-technological innovation to provide solutions to social problems such as poverty and exclusion.	Mainstreaming of innovative approaches for the development of new solutions to social problems, as well as access to social services and social inclusion.	<p>IFD/CTI: CH-L1105 Indigenous Development and Promotion Program</p> <p>IFD/CTI: CH-T1169 Sociocultural feasibility of the Indigenous Development and Promotion Program</p>

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		The experience in the region has been that merit-based innovation financing policies end up excluding people with less access, leading to less diversity and inclusion.	Provide financial and technical assistance to promote the development of technical skills, mainly linked to the STEM fields. Ensure access for women, indigenous peoples, and Afro-descendants.	
Decentralization and Subnational Governments	2015	—	Strengthen mechanisms for the monitoring of public resources managed by subnational governments, as well as citizen participation, including the issue of gender and diversity.	<p>SCL/GDI: BR-T1296 Support to Strengthen the National System for the Promotion of Racial Equality (SINAPIR)</p> <p>SCL/GDI: BO-T1280 Support for the management and implementation of an institutional framework for the Native Indigenous Campesino Governments (GAIOC)</p> <p>SCL/GDI: UR-T1153 National Strategy for Public Policies for the Afro-Uruguayan and Afro-descendant population 2017-2030</p> <p>SCL/GDI: RG-T2897 Latin American and Caribbean Coalition against Racism, Discrimination, and Xenophobia</p> <p>SCL/GDI: BR-T1279 Racial equality and social, economic, political, and cultural inclusion</p> <p>SCL/GDI: GU-T1206 Support for implementation of the reparation public policy</p> <p>SCL/GDI: ME-T1259 Support for the Design and Implementation of a Ciudad Mujer Center in Tlapa de Comonfort</p> <p>SCL/GDI: GU-T1255 Support for the development of projects in Maya communities</p> <p>IFD/CTI: CH-L1105 Indigenous Development and Promotion Program</p>
Environment and Biodiversity	2015	There is an interdependence between local communities, particularly indigenous peoples, and their ecosystems and biodiversity. This means that these populations are key managers and	Implement arrangements for the planning and use of territories and human settlements that improve local environmental conditions and the physical security of the population in the face of disaster-related threats and vulnerabilities and environmental degradation.	<p>SCL/GDI: RG-T2395 / RG-T2409 Biodiversity: Indigenous peoples and Afro-descendants</p> <p>SCL/GDI: EC-T1306 / EC-T1326 Support for the Socio Bosque Conservation Incentives Program in indigenous and Afro-descendant communities</p>

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		administrators of their ecosystems and services.	<p>Promote the conservation and management of natural capital in local communities and indigenous territories, to allow these communities to improve their quality of life and generate income consistent with their needs and cultural values.</p> <p>Strengthen mechanisms for civil society and local community participation in environmental management processes and the use of natural capital.</p>	<p>SCL/GDI: RG-T2689 Indigenous Peoples in the Border Region of ACTO</p> <p>SCL/GDI: HO-G1242 Improving productive forest coverage under agroforestry systems in the Miskito, Pech, Tawahka, and Tolupan communities</p> <p>SCL/GDI: HO-G1243 Ecological restoration, renewable energy, irrigation and protected agriculture in Nahua, Tolupan, and Lenca communities</p> <p>SCL/GDI: HO-G1248 Agroforestry, bird watching and protection of watersheds in Garifuna and Tolupan communities</p> <p>SCL/GDI: HO-T1245 Save the Planet Initiative: An Education Pilot Project on Climate Change for Indigenous and Afro-Honduran communities</p> <p>SCL/GDI: HO-X1019 Indigenous and Afro-Honduran peoples and climate change</p> <p>SCL/GDI: GU-T1244 Revaluation of native plants of high nutritional value to promote food security and commercialization</p> <p>INE/RND: RG-T2545 Developing PES Guidelines for the Amazon Region</p>
		Vulnerability to natural disasters is greater among poor and vulnerable groups such as indigenous peoples, and it affects their food security, means and ways of living, and their sources of income.		<p>INE/WSA: BO-T1277 Drainage Master Plans in the Cities of Riberalta and Trinidad in Bolivia</p> <p>SCL/GDI: HO-G1242 Improving productive forest coverage under agroforestry systems in the Miskito, Pech, Tawahka, and Tolupan communities</p> <p>SCL/GDI: HO-G1243 Ecological restoration, renewable energy, irrigation and protected agriculture in Nahua, Tolupan, and Lenca communities</p>

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		Co-management arrangements involving indigenous peoples have great potential for supporting sustainability in biodiversity and ecosystems. Although there has been some progress in strengthening the role of local communities in environmental management, these arrangements are nascent and fragmented.		<p>SCL/GDI: HO-G1248 Agroforestry, bird watching and protection of watersheds in Garifuna and Tolupan communities</p> <p>SCL/GDI: EC-T1306 / EC-T1326 Support for the Socio Bosque Conservation Incentives Program in indigenous and Afro-descendant communities</p> <p>SCL/GDI: RG-T2689 Indigenous Peoples in the Border Region of ACTO</p> <p>SCL/GDI: RG-T2395 /RG-T2409 Biodiversity: Indigenous peoples and Afro-descendants</p> <p>INE/RND: BL-T1064 Mainstreaming Biodiversity, Ecosystem Services and Coastal Resilience in Tourism</p> <p>SCL/GDI: GU-T1255 Support for the development of projects in Maya communities</p> <p>INE/RND: RG-T2532 Natural and Human Systems of the Amazon Basin: An interactive map to raise public awareness</p> <p>CSD/RND: ME-T1313 Integrating stakeholders in assessments for sustainable mangrove management</p>
Food Security	2015	<p>The low-income population has limited capacity to purchase food, and Afro-descendant and ethnic populations are affected to a greater degree by extreme poverty.</p> <p>Higher malnutrition among the indigenous population.</p>	<p>Encourage the social and economic inclusion of vulnerable communities—mainly indigenous and Afro-descendant—in all sector interventions.</p> <p>Encourage the use of cost-effective technology by producers, with a particular focus on women and indigenous communities.</p> <p>Enhance the capacity of poor households to access food through productive activities and the use of social protection programs.</p> <p>To determine best practices, conduct impact evaluations of social protection programs on the volatility of food prices, focusing on the most</p>	<p>SCL/SPH: GU-T1245 Increasing access, use, and sustainability of health and nutrition services</p> <p>SCL/GDI: GU-T1244 Revaluation of native plants of high nutritional value to promote food security and commercialization</p> <p>SCL/SPH: BO-T1259 Effectiveness of community interventions to reduce child malnutrition</p>

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			vulnerable population groups, including women and indigenous and Afro-descendant populations.	
Climate Change	2015	Climate change has a disproportionate impact on communities and individuals with limited resources, including indigenous peoples and Afro-descendants.	—	<p>SCL/GDI: HO-X1019 Indigenous and Afro-Honduran peoples and climate change</p> <p>INE/WSA: BO-T1277 Drainage Master Plans in the Cities of Riberalta and Trinidad in Bolivia</p> <p>SCL/GDI: HO-G1242 Improving productive forest coverage under agroforestry systems in the Miskito, Pech, Tawahka and Tolupan Communities</p> <p>SCL/GDI: HO-G1243 Ecological restoration, renewable energy, irrigation and protected agriculture in Nahua, Tolupan, and Lenca communities</p> <p>SCL/GDI: HO-G1248 Agroforestry, bird watching and protection of watersheds in Garifuna and Tolupan communities</p> <p>SCL/GDI: HO-T1207 Institutional Strengthening of the Department of Indigenous Afro-Hondurans</p> <p>SCL/GDI: HO-T1245 Save the Planet Initiative: An Education Pilot Project on Climate Change for Indigenous and Afro-Honduran communities</p>
		Progress on climate actions requires improvements in data availability and local capacities, including studies of local indigenous knowledge.		<p>SCL/GDI: HO-X1019 Indigenous and Afro-Honduran peoples and climate change</p> <p>SCL/GDI: HO-G1242 Improving productive forest coverage under agroforestry systems in the Miskito, Pech, Tawahka and Tolupan Communities</p> <p>SCL/GDI: HO-G1243 Ecological restoration, renewable energy, irrigation and protected agriculture in Nahua, Tolupan, and Lenca communities</p>

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			7	SCL/GDI: HO-T1245 Save the Planet Initiative: An Education Pilot Project on Climate Change for Indigenous and Afro-Honduran communities SCL/GDI: GU-T1244 Revaluation of native plants of high nutritional value to promote food security and commercialization CSD/CCS: GU-T1257 Preparation of the investment plan for the Forest Investment Program (FIP) in Guatemala
		The evidence has demonstrated the contribution of indigenous peoples to protecting and conserving biodiversity.		SCL/GDI: EC-T1306 / EC-T1326 Support for the Socio Bosque Conservation Incentives Program in indigenous and Afro-descendant communities SCL/GDI: RG-T2395 / RG-T2409 Biodiversity: Indigenous peoples and Afro-descendants CSD/RND: ME-T1313 Integrating stakeholders in assessments for sustainable mangrove management
		Prospects for improving social inclusion and reducing inequality in the region may be undermined by the consequences of climate change.		SCL/GDI: HO-G1242 Improving productive forest coverage under agroforestry systems in the Miskito, Pech, Tawahka, and Tolupan communities SCL/GDI: HO-G1248 Agroforestry, bird watching and protection of watersheds in Garifuna and Tolupan communities
Energy	2015	A lack of electricity primarily affects women, children, indigenous peoples, and Afro-descendants.	Expand access to quality power services with the aim of reducing gaps with respect to vulnerable and marginalized groups.	INE/WSA: CO-L1156 Water, Basic Sanitation, and Electrification Program for the Colombian Pacific
Fiscal Policy and Management	2015	—	Promote spending programs that improve gender equity and social inclusion.	SCL/GDI: BK-C1040 Inclusion and development with identity: opportunities to focus on and mainstream the considerations of Afro-descendants and indigenous peoples in operations and analytical products

Sector Framework Document	Year approved	Challenges	Lines of action	Operational contributions in design
				<p>SCL/GDI: BO-T1280 Support for the management and implementation of an institutional framework for the Native Indigenous Campesino Governments (GAIOC)</p> <p>SCL/GDI: UR-T1153 National Strategy for Public Policies for the Afro-Uruguayan and Afro-descendant population 2017-2030</p> <p>SCL/GDI: BR-T1296 Support to Strengthen the National System for the Promotion of Racial Equality (SINAPIR)</p> <p>SCL/GDI: BR-T1279 Racial equality and social, economic, political, and cultural inclusion</p> <p>SCL/GDI: GU-T1206 Support for implementation of the reparation public policy</p>



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