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CLOSING GENDER GAPS IN THE ANDEAN COUNTRIES



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CLOSING GENDER GAPS

IN THE
ANDEAN
COUNTRIES



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ABSTRACT:

The WBG is responding to gender inequalities in Andean countries by improving human endowments, removing constraints to more and better employment, and enhancing women's voice and agency. Within these countries, the WBG has 22 active investments that include gender-specific actions within a variety of sectors, including: health, education, agriculture, water and sanitation, poverty reduction, environment, social protection and labor, urban development. Efforts have resulted in national targets for screening of cervical cancer in Chile, increased women's participation in STEM fields in Ecuador, narrowed performance gaps between boys and girls in preschool through secondary education in Peru, elimination of discriminatory practices prohibiting women from participating equally in the labor force in Bolivia, and relieved women's time burden through the provision of child care and safer, more efficient transport options in Bolivia, Ecuador and Peru. This brochure details the ways in which the WBG is responding to gender inequalities in the Andean countries.

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I. Introduction

The Latin America and Caribbean (LAC) region as a whole and the Andean Countries, in particular, have made substantive progress over the past decades in narrowing and closing gender gaps. Gains for women and girls have come in different areas: declines in fertility and maternal mortality, gender parity in primary school enrollment, and increased participation in labor markets. But progress has not been consistent across dimensions, or experienced equally by rural, indigenous or Afro-descendant women.

Gender equality matters in and of itself, because the ability to live a life of one's own choosing, free of deprivation, is a basic human right for everyone, whether male or female. In addition to this, gender equality makes economic sense: it promotes poverty reduction, boosts growth and productivity, ensures that institutions are more representative, and translates into better outcomes for future generations. When women participate equally in societies, families, communities and countries achieve better development outcomes.

Conversely, gender inequality affects women and girls throughout their lives and produces significant economic and social costs. Inequalities in educational outcomes, discrimination and social norms restricting access to labor markets, gender wage gaps, and persistent exposure to violence at home, at work and in public spaces continue to produce social and economic costs for them as individuals, for their households and for societies at large. Recent research estimates that gender inequality has produced losses in human capital wealth of \$160.2 trillion, nearly twice the value of global GDP (Wodon and de la Brière 2018).

For these reasons, the World Bank has committed to promote gender equality through its operations, commissioned analytical products, and tailored solutions within different countries. In 2015, the World Bank Group launched an organization-wide Gender Strategy (Fiscal Years 16 to 23): Gender Equality Poverty Reduction and Inclusive Growth, a strategy that highlights the importance of gender equality in achieving the World Bank's main goals of poverty reduction and shared prosperity. The strategy highlights the importance of four areas of gender equality that require stronger and better-funded efforts:

1. improving human endowments
2. removing constraints for more and better employment
3. removing barriers to women's ownership and control of assets
4. enhancing women's voice and agency

The LAC Regional Gender Action Plan (Fiscal Years 2016 – 2019) contextualizes the global WBG strategy within the region, and highlights the importance of World Bank efforts to address gender gaps at the country level.

This brochure presents a number of examples of how the World Bank Group is working with Andean countries to improve gender equality outcomes; and highlights the diverse strategies and activities employed to address fundamental challenges affecting women's participation in and benefit from poverty reduction and shared prosperity.

The brochure is divided into two sections. The first section provides an overview of gender equality in the Andean countries by examining indicators relative to health, education, economic empowerment and voice and agency. The second highlights the operational examples of how the World Bank Group is responding to gender gaps through a range of sectors and strategies.







II. Status of Gender Equality in the Andean Countries

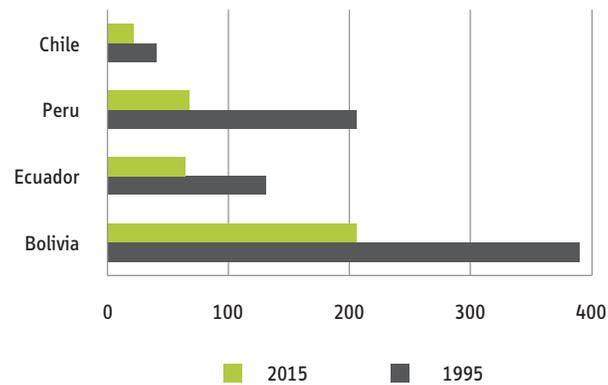
The Andean countries have made significant progress in gender equality in recent years and have strengthened legal and institutional frameworks to reduce gender gaps and promote women's equal participation in government and society. Women and girls have experienced significant gains in life expectancy, maternal mortality, enrollment and completion of secondary school, female labor force participation, and voice and participation within their respective governments. However, persistent challenges remain with regards to access to quality sexual and reproductive health, adolescent pregnancy, wage gaps, low-skill and informal work, and gender-based violence. Indigenous and Afro-descendant women often face the greatest disadvantages, and in many contexts are excluded from overall gains due to the overlapping constraints of ethnicity and gender. This section provides a brief overview of gender equality by examining indicators relevant to human endowments of health and education, economic opportunity and gender-based violence.

HEALTH

Andean countries have mixed progress in improving women's health. Life expectancy has increased steadily for both men and women in all countries since the 1990s. Women have lower

Figure 1: Significant Reductions in Maternal Mortality

Modeled estimates (per 100,000 live births), WDI



mortality rates than men in every country in the sub region, and live, on average, 5 years more than men.¹

Maternal mortality rates dropped significantly in each of the Andean countries between 1995 and 2015, ranging from a 46% decrease in Chile to a 67% decrease in Peru (Figure 1). Despite gains in Bolivia, maternal mortality rates remain very high at 206 deaths per 100,000 live births, the second highest rate in the LAC region, only behind Haiti. Within countries, indigenous and rural women typically have significantly worse maternal health outcomes (WHO 2018). This is true in Bolivia, where less than 60 percent of indigenous rural women give birth with the support of skilled health personnel, compared to almost all urban non-indigenous women (World Bank 2015). Studies in

Peru, Chile, and Ecuador show that, even with increased maternal care infrastructure in rural areas, services may fail to provide ethnically competent services² to minority women (Yajahuanca et al. 2013, Schnyer 2014, CEDAW 2015).

Adolescent fertility has also decreased over time within the Andean countries, but rates vary widely. Peru and Chile have rates (48.4 and 46.6 births per 1000 women ages 15-19, respectively) below the LAC regional average (67.4); while Bolivia and Ecuador exceed these rates (69.0 and 74.6, respectively). Adolescent fertility in Chile (46.6), while well below the regional average, greatly exceeds the average rate among upper middle-income countries (13.4).³

¹ Author's calculation based on 2016 data available on World Development Indicators.

² Indigenous communities have their own practices related to the provision of sexual and reproductive health which then requires health care providers to be aware of two different worldviews and how they may conflict, as well as what is necessary to provide respectful care.

³ World Development Indicators, 2016.

The proportion of adolescent mothers is consistently higher in rural areas and among the poor. In Bolivia, 26.6 percent of young women from the poorest quintile were mothers or pregnant by age 19, as compared to 5.5 percent of those from the richest quintile (ENDSA 2008). And in Peru, the proportion of adolescent mothers is more than two times higher in rural areas than urban ones (22.0 versus 12.2 percent, respectively) (ENAHO 2014). A study in Ecuador found that teenage pregnancy is often the result of the lack of opportunities young women face, and relates closely to aspirations and agency that are influenced by social norms defining the role of girls as mothers (Azevedo et al. 2012). Others studies show that youth lack access to contraceptives, and they face shame and fear in purchasing, obtaining and negotiating contraception necessary to avoid early pregnancy (Azevedo et al. 2012, Lipovesk et al. 2002).

EDUCATION

Girls' disadvantage in primary school enrollment has been eliminated in Andean countries, and secondary enrollment rates are closer to parity than the LAC regional average.⁴ However, enrollment disparities between girls and boys still exist among the poor and among indigenous populations. In Ecuador, 51 percent of indigenous girls are not

enrolled in secondary education (UN 2016). Poverty also impacts boys' and girls' access to secondary education: in Ecuador, 91.2 percent of girls in the riches quintile were enrolled in secondary in 2015, while only 72.6 percent of girls in the poorest quintile enrolled (INEI 2016). The difference for men is not as great, but it still exists: 74.3 percent within the poorest quintile were enrolled in secondary versus 88.8 percent in the richest (INEI 2016).

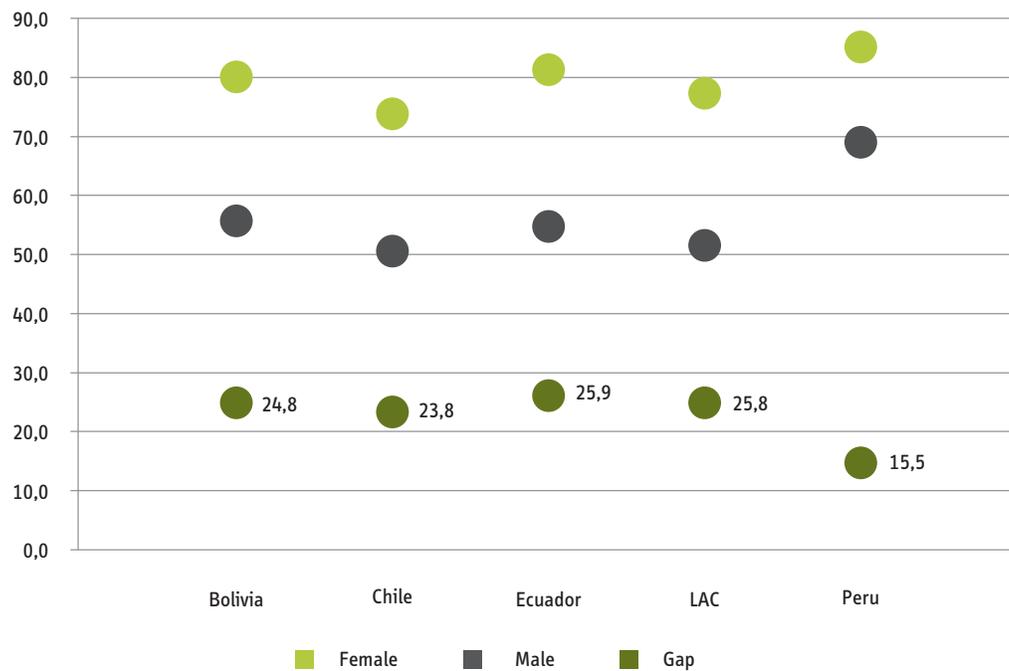
At the secondary level, gender gaps in completion of secondary education favor girls in all Andean countries. Household survey data shows that the main reasons for boys to not be in school (other than having finished studies) were work and economic problems; and, while these reasons are also important for girls, girls also cited household work as an important (or more important) reason for leaving school.⁵ Pregnancy is also a cited factor for women to abandon education in Chile and Bolivia. In 2016, 45 percent more men than women in Chile cited working or looking for a job as a reason for dropping out of education; data also shows that 7 percent and 13 percent of girls cited the main reason for dropout was helping at home and pregnancy, respectively (HHS 2016). In Ecuador, women also cite family prohibition as an additional reason, which does not appear for men. (HHS 2016).

4 Gender parity index in secondary enrollment rates (WDI 2016): Latin America, 1.05; Peru, 1.0; Bolivia, 0.98; Chile 1.01; Ecuador, 1.04).

5 Chile (HHS 2016), Bolivia (HHS 2015); Peru (HHS 2016); Ecuador (HHS 2016).

Figure 2: Gender Gap in LFP similar to LAC region, except for Peru

labor force participation rate, ILO-modeled estimates 2017 (WDI)



ECONOMIC OPPORTUNITY

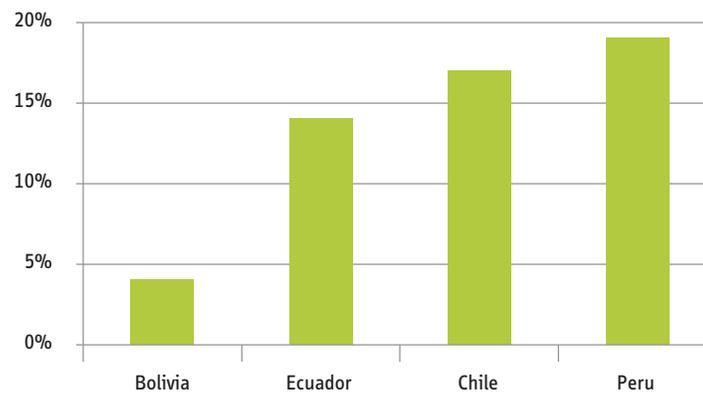
Higher educational attainment has not yet translated into better economic opportunities for women. On the contrary, women across Andean countries are less likely than men to join the labor force (Figure 2) and to work for pay. When they do enter the labor force, they are more likely to work part-time, in the informal sector, and receive lower wages. In all countries, the majority of unpaid work (related to household and care duties) is completed by women.

Part-time work and informal sector employment offer women additional flexibility, but often at the cost of labor rights, pensions and other benefits (Chioda 2016). In Peru, wage work, associated with higher benefits and stability, was much lower among women than men: 38.3 percent versus 53.2 percent, respectively (ENAH0 2015). In Ecuador, 50 percent of working men were engaged in informal jobs⁶, as compared to 62 percent of women. One in three women in Bolivia was in

⁶ An individual's work is considered informal if (s)he belongs to any of the following categories: unskilled self-employed, salaried worker in small private firm, zero-income worker.

Figure 3: Wage gap in Andean countries

Labor income (hourly wages in dollar), 2015



Source: SEDLAC

conditions of vulnerable employment (unpaid family worker and own-account worker), more than two times the LAC regional average (SEDLAC 2015); and in Peru 34.8 percent of women were self-employed and 17.8 percent engaged in non-remunerated family work (ENAHO 2015).

Women are paid less than men, creating a gender gap in wages throughout the Andean countries (Figure 3). In Chile, the gender gap in earnings (hourly wages) has increased over time: women earned 17 percent less than men in 2015 as compared to 13.6 in 2006.

Female entrepreneurs tend to be concentrated in micro- and small-scale enterprises, are less likely to have a formal bank account or take out loans from financial institutions. In Bolivia, 84 percent of female-owned firms are micro-enterprises (fewer

than 5 employees) and 15 percent are small-scale enterprises (5-19 employees) (World Bank 2015). Female entrepreneurs also receive loans at financial institutions at lower rate than men. In Chile, the majority of female entrepreneurs relied on family and friends for loans to start a business (50.4 percent), while only 19 percent had a loan from a financial institution, compared to 44.6 percent of men (INE 2016). Likewise, in Ecuador, only 23 percent of businesses headed by women had access to credit (Rubio-Banon et al. 2016). On a positive note, a recent IADB study ranks Chile and Peru as the top two countries in the region in terms of cultivating an environment for successful female entrepreneurship due to their robust business networks and technical support programs (IADB 2013).

GENDER-BASED VIOLENCE

Violence against women (VAW) is a significant problem, producing immediate and long-term harm to survivors, their families and societies. Rates of femicide,⁷ the intentional murder of women because of their sex, most usually at the hands of current or former partners, vary greatly in the Andean countries, ranging from rates one-half the regional average (Chile) to double the regional average (Bolivia).⁸

Women also face high rates of intimate partner violence (Figure 4), especially rural women, those in the lowest economic quintiles, those with low education, those who were exposed to childhood abuse (physical and psychological), and those of ethnic minorities.⁹ Studies estimating the cost of domestic vio-

lence find that the economic costs in Peru totaled \$6.7 billion¹⁰, equivalent to a 3.7% loss in GDP resulting from decreased productivity. On average, female victims lost between 43 and 47 productive days of work during the year studied (GIZ 2015). In Bolivia, cost of violence relative to productivity reaches 6.5% of GDP (GIZ 2015).

In the Andean countries, most women living in situations of violence do not search for assistance or for institutional help, largely due to the perception that institutions will not provide adequate help and due to prevailing patriarchal norms preventing women from trying to change their situations or escape violent relationships. In Peru, 44.1 percent of women who experienced any form of violence searched in their close environment (family and friends), while only 27.2 turned to institutions (ENDES 2016). Rates of help-seeking is lower among indigenous populations. A Perception Survey in Bolivia found that 61 percent of indigenous women do not seek any form of help (55 percent for non-indigenous women), and only 19 percent sought help from institutions (compared to 22 percent for non-indigenous women) (World Bank 2015).

7 An escalating number of violent female homicides committed by men in the last two decades compelled LAC countries to adopt specific measures to curtail this phenomenon. Despite difficulties measuring and comparing incidence of femicide across countries – due to lack of capacity, under-reporting, etc. – the LAC region appears to have one of the highest rates of femicide in the world.

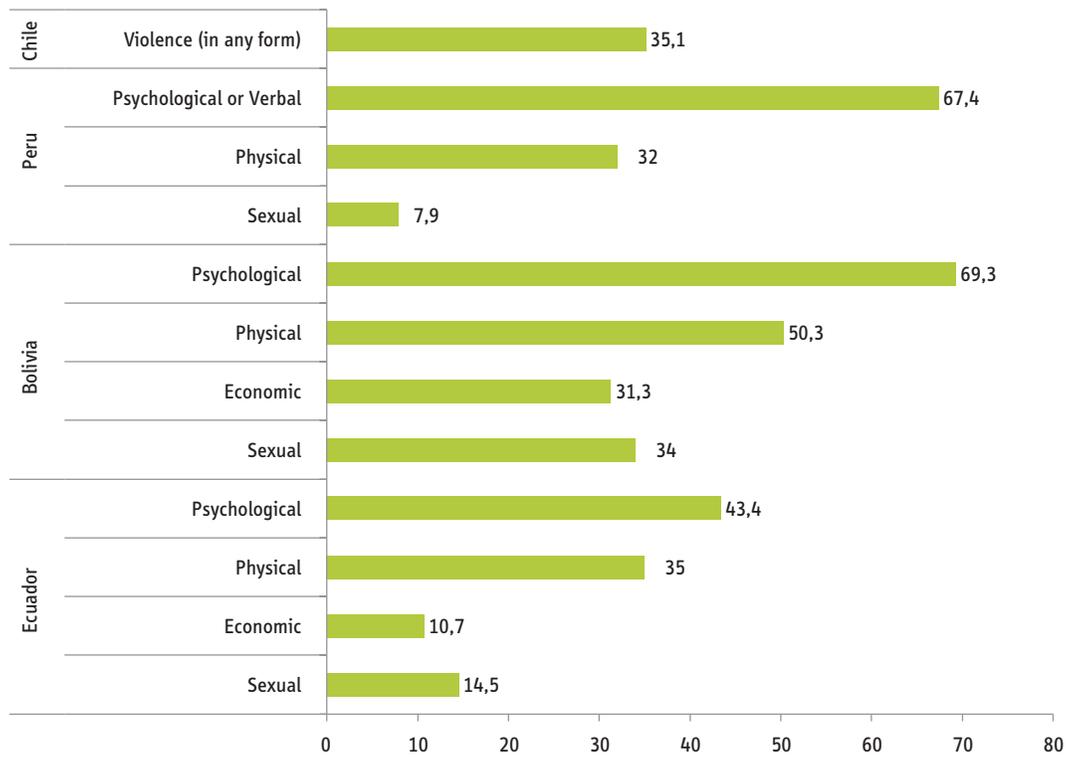
8 Rates of femicide (per 100,000 women) vary from 0.4 in Chile to 1.6 in Bolivia. The LAC regional average is 0.8. Data from ECLAC, 2016.

9 In Ecuador, rates higher among indigenous and afro-descendant women. Exposure to abuse in childhood an important driver for both abusers and victims, over 79 percent of perpetrators were victims of physical mistreatment as children, as were 75 percent of victims (ERFVGcM 2011). In Bolivia, 75.7 percent of women reporting intimate partner violence had suffered physical or psychological violence as children (EPCVcM 2016).

10 Estimates drawn from 2011 DHS survey

Figure 4: Rates of Domestic Violence high in Andean Countries

Ever experienced violence at hands of partner, % women, latest data available



Sources: Chile, INE 2012; Peru, ENDES 2014, Bolivia, EPCVcM, 2016; Ecuador, ERFVGcM, 2011



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III. Responding To Gender Inequality In the Andean Countries Through World Bank Operations

The World Bank has incorporated a wide variety of gender activities throughout different sectors, addressing various dimensions of gender equality. WBG operations in Andean countries address persistent areas of gender equality as well as areas of emerging importance in Andean countries and the Latin America and Caribbean region as a whole. This section explores how specific operations have responded to gender inequalities in the areas of improving human endowments, removing constraints to more and better employment, and enhancing women's voice and agency.

IMPROVING HUMAN ENDOWMENTS

To improve human endowments, WBG operations in the Andean countries focus on reducing mortality from non-communicable diseases, closing gaps

in educational enrollment and outcomes, and ensuring high quality data and statistics for program design and evaluation. The WBG is supporting programs to institute screenings for cervical, breast and colon cancers, improve national testing mechanisms, reduce maternal mortality and promote equal access to STEM fields within higher education.

Responding to Gender-differentiated Mortality of Non-Communicable Diseases

Non-communicable diseases are the leading cause of mortality for both men and women in Andean Countries. In Chile, the upcoming *Public Health Sector Support Project*¹¹ will respond to shifting priorities in the LAC region in women's health by instituting targets for cancer screenings for cervical, breast and colon cancers, now the leading cause of death among women in the country. The project addresses the increasing burden of non-communicable diseases on health systems, but does so in a gender-sensitive way (recognizing different burdens of diseases for men and women).¹²

11 Project 161018, active until December 31, 2022.

12 The project also supports health sector screenings and follow-up treatment for diabetes and hypertension, the leading non-communicable diseases affecting men.

Reducing Maternal Mortality

The portfolio also addresses maternal mortality, a persistent area of gender inequality in several Andean countries, especially among rural and indigenous women¹³. The *Bolivia Health Service Delivery Network Project*¹⁴ aims to improve access to and quality of health service delivery in ten health networks, located in five of Bolivia's nine departments.¹⁵ The project funds the construction of ten hospitals, one in each health network, in order to increase the quality and reach of formal medical services. The project also provides training for medical specialists on clinical care standards and culturally-sensitive service delivery in order to improve indigenous' women's perception of and experiences within formal medical services; and supports data gathering for the National Health Information and Surveillance System and the 2018 Maternal Mortality Survey. Additionally, the project will conduct a qualitative and quantitative study to analyze risk factors affecting maternal mortality at the individual, household, community and network levels – also trying to understand the demand-side

13 Maternal mortality rates in Bolivia was 206 deaths per 100,000 live births (in XX year); less than 60 percent of indigenous rural women give birth with the support of skilled health personnel, compared to almost all urban non-indigenous women (World Bank 2015a).

14 Project P164453, active until July 31, 2023.

15 The health service delivery networks were selected based on the following criteria: (i) networks without a functioning health network referral center and population without access to higher levels of health care; (ii) distance to an alternative referral hospital; and (iii) epidemiological profile and health indicators (including high maternal mortality) that merit proposed intervention.

for services better. The report resulting from the study will include recommendations to improve maternal care related to access to and quality of health services, as well as the role of gender and intercultural issues that could hinder progress in reducing maternal deaths.

Improving Quality of Education and Monitoring Learning Outcomes for Girls and Boys

Education projects improve infrastructure, teacher training, enhance programs for students with special needs, and fill gender-specific knowledge gaps related to learning outcomes.

In Ecuador, the *Supporting Education Reform in Targeted Circuits Project*¹⁶ aims to increase enrollment in early education and improve the persistent rate in lower secondary and upper secondary education through consolidation of schools into “hubs” and the upgrading of infrastructure and facilities within the new education infrastructure. At these centers, science and technology labs will increase access of both male and female students to dedicated lab space. Current gender gaps in learning outcomes, persistence and satisfaction in school are small, but they favor girls in all areas. The project has created specific targets to narrow gaps in each of these areas, and will implement

16 Project P152096, active until December 31, 2020.

school-level testing to ensure equitable learning outcomes.

Likewise, Peru’s *Basic Education Project*¹⁷ funded the strengthening of the national evaluation of student learning at pre-primary, primary and secondary levels in order to scale up sound second grade tests to other grades and education levels. This more comprehensive evaluation system will provide actionable information, disaggregated by gender, subject area, and location to monitor equality of learning outcomes. The new tests confirm that trends in primary education are similar within preschool and secondary levels: notably, that performance gaps between girls and boys are closing at all levels.

Promoting women in STEM fields

In addition to improvements in primary and secondary education, WBG projects in the Andean countries address critical gender gaps in science and technology, a priority area identified within the WBG Gender Strategy. The *Peru Strengthening Science, Technology and Innovation System Project*¹⁸ strengthens national institutions responsible for improving research skills and firm-level innovation in the areas of science and technology. Strategic programs funded by the project include competitive funds for students and re-

17 Project P123151, closed March 31, 2018.

18 Project P156250, active until December 31, 2021.

searchers through scholarships, postdocs and internships at research institutes and agencies. As a part of the evaluative process for competitive funds, additional points are given to female researchers (as well as researchers from regions outside of Lima and young researchers under the age of 35). At the time of this publication, one of the competitive funds has final results: of 17 winning proposals, 7 are led by female researchers (41%). Recognizing gender barriers for women in the area of STEM, institutions receiving grants will be required to provide beneficiary data disaggregated by gender, ensure proposals reviewed avoid gender bias, provide gender sensitivity training as part of capacity building, and prioritize gender-informed proposals in competitively financed activities. The project will monitor beneficiaries by gender each year of implementation to measure women's access to higher education.

Two projects envision the use of Gender Actions Plans to monitor and improve equality of opportunities and outcomes for women in STEM, while also providing motivation and accountability for measurement and reporting for gender gaps within the field. In Ecuador, the Gender Plan associated with the *Transformation of Tertiary Technical and Technological Institute Project*¹⁹ plans to gather information on barriers to women's participation in technical education and to identify which programs have significant gender gaps in participation in order to propose gender-spe-

19 Project P157425, active until December 31, 2021.

cific actions to guarantee equality of opportunities within the scope of project.

Likewise, the *Chile Strengthening of State Universities Project*²⁰ standardizes the inclusion of gender issues and policies through the development of gender actions plans to be implemented by the "Centers of Inclusion" on each state university campus. Through this project, universities may be better equipped to understand and respond to issues relating to violence and discrimination, the pay and leadership gap, women's enrollment in science, technology, engineering and mathematics (STEM) fields, et.al.

Improving Gender Data and Statistics

High-quality, gender-disaggregated data is essential to the formation of gender-sensitive policies and programs. Several projects in the Bank's portfolio address critical knowledge gaps, including in the area of human endowments.

In Bolivia, the *Strengthening Statistical Capacity and the Information Base for Evidence-based Planning Project*²¹ improved the timeliness, reliability, accuracy and representativeness of data collection, and improved support systems for planning, designing and monitoring public programs and policies. The project funded a National Population and Household census, an agricultural survey, new

20 Project P163437, active until December 30, 2022.

21 Project P101336, active until June 14, 2019.

consumer price index, and updating of national social statistics (DHS, household budget survey). Data collected through these instruments provides information critical to understanding disparities based on geographic location, ethnicity and gender in health, education, access to justice, rights and violence. New data resulted in the published study “Bolivia: Challenges to advance in gender equity and empowerment of women,” summarizing the new and/or updated socio-economic indicators relevant to gender equity in the country. In addition, the project will fund a pilot for a time use survey to provide critical evidence on gender differences in time burden; and will support the review of SDG and national indicators in order to ensure geographic, age and sex disaggregation in the short- and medium-term.

Forthcoming work will close critical knowledge gaps relative to women’s access to STEM. In Ecuador, the *Transformation of Tertiary Technical and Technological Institutes Project*²² will monitor access and retention rates by gender, for which there is now no source of information. The project will also complete an impact evaluation that will provide sex-disaggregated analysis on educational outcomes.

22 Project P157425, active until December 31, 2021.

REMOVING CONSTRAINTS FOR MORE AND BETTER EMPLOYMENT

A 2012 World Bank study²³ found that female labor income in LAC, especially among poorest quintiles, resulted in reductions in inequality and extreme poverty of 28 and 30 percent, respectively, between 2000 and 2010.

To remove constraints for more and better employment for women, WBG operations in the Andean countries focus on fostering female entrepreneurship, increasing livelihood opportunities and incomes for rural women, improving women’s mobility, addressing the “care agenda”, and promoting women’s employment in non-traditional sectors. The WBG is supporting programs to bring entrepreneurial training to poor urban women, equipping rural women to enter project management roles, funding scholarships and internships to gain relevant work experience and education, constructing childcare centers, facilitating successful school-to-work transitions for youth.

23 World Bank. 2012. *The effect of women’s economic power in Latin America and the Caribbean (English)*. Latin America and the Caribbean poverty and labor brief. Washington, DC: World Bank.

Fostering female entrepreneurship

Investments in training and capital for female entrepreneurs can satisfy critical knowledge and finance gaps and contribute to poverty reduction. In the Andean countries and the LAC region at large, female entrepreneurs are often “necessity entrepreneurs,” who start businesses in order to earn income for basic needs, while continuing to carrying out existing care and household responsibilities.

The *Bolivia Urban Infrastructure Project*²⁴ sought to increase the access of poor, urban women to training and services through the construction of community centers. In close partnership with civil society organizations, sub-municipal offices used the spaces to meet critical needs of members of the community, particularly the elderly, youth and women. Among the trainings provided, entrepreneurship classes were provided to handicraft groups in order to increase the quality of products and earnings of poor, urban women.

Increasing livelihood opportunities and incomes of rural women

A vast majority of employed rural women work within agriculture; however, women face obstacles to ownership of productive

24 Project P157425, active until December 31, 2021.

assets, including land, inputs and training.

The Bank’s portfolio has responded to some of these critical challenges through targeted initiatives.

The *Bolivia Community Investment in Rural Areas Project (PICAR)*²⁵ engaged rural and indigenous women within Bolivia’s most vulnerable areas, offering them transformative opportunities within project management roles to learn skills and to enter spaces not previously available to them. Through PICAR, a community-driven development (CDD) project,²⁶ women proposed and implemented community-level investments, enabling them to prioritize projects important to them and to “learn-by-doing” through project implementation. Additionally, PICAR specifically encouraged the participation of women in financial management positions within community subprojects, roles which typically were occupied by men. The project intensified administrative support and training to ensure women developed proper capacity to complete the required tasks: expenditure reports for grants, gathering and evaluating price quotes, writing checks, etc. According to the projects most recent Implementation Status Report,²⁷ 6190 women had received train-

25 Project P107137, active until November 30, 2019.

26 Within community-driven development projects, communities themselves define and prioritize local infrastructure investments and manage government funds.

27 Implementation Status Report, BO PICAR Community Investment in Rural Areas (P107137), June 24, 2018. Available at: <http://documents.worldbank.org/curated/>

ing in management;²⁸ and women make up 59 percent of active members within the project's established management committees. After five years of consistent investment, women's participation has paid off in multiple ways: new skill acquisitions, but also higher standards of transparency within administrative committees.²⁹ Project managers credit women's involvement with more effective implementation of subprojects. Project indicators show that 88 percent of subprojects have satisfactorily completed implementation (exceeding project targets of 80 percent);³⁰ and 99.1 percent of subprojects were found to be fully functional one year after completion.³¹

Bolivia's Rural Alliances Project (PAR II)³² helps smallholder farmers improve access to markets, and focuses on agricultural subsectors of high added-value, such as cacao, in which women are the principal

[en/396391529815153379/pdf/Dislosable-Version-of-the-ISR-BO-PICAR-Community-Investment-in-Rural-Areas-P107137-Sequence-No-16.pdf](https://www.worldbank.org/en/396391529815153379/pdf/Dislosable-Version-of-the-ISR-BO-PICAR-Community-Investment-in-Rural-Areas-P107137-Sequence-No-16.pdf)

- 28 "Training" includes only training provided to committee members in areas that include financial management, procurement, safeguards, subproject management and Operation and Maintenance, etc.
- 29 For more information about PICAR and PAR II projects, please see a WBG blog: <http://blogs.worldbank.org/latinamerica/without-empowered-women-there-no-future-rural-areas>
- 30 880 subprojects of 996.
- 31 Fully functional subprojects make up 132 percent of the end-of-project target. This is on the basis of a total of 731 subprojects completed for a time period of at least 12 months and of which 725 are functional). Project documents recognize that the value is likely to fluctuate with the increasing number of completed subprojects.
- 32 Project P127743, active until November 30, 2021.

actors in production and pre-processing.

The project provides rural women the opportunity to organize themselves more efficiently into producer organizations, assume enhanced commercial roles, and improve their earnings. As in the case of PICAR, *PARII* prioritizes the co-financing of women-led groups, and seeks greater participation and leadership of women in local planning and decision-making bodies responsible for managing and accounting for the use of public resources. Project monitoring systems identify both male and female participants within families, enabling the project to generate better gender statistics.³³ Data relative to income indicators show that gender gaps in income between men and women have narrowed as a result of women's participation.³⁴

Other projects incentivized communities to include rural women's priorities and ideas into competitive grant subprojects.

In Peru, *the Saweto Dedicated Grant Mechanism Project*³⁵ implemented a strategy to ensure women had access to grants. Under this project, all proposals for competitive funds were required to include gender considerations (the project trains applicants as to what this means and what possibilities exist for gender inte-

- 33 Sex-disaggregated indicators added within monitoring framework of additional financing, and have not yet been reported.
- 34 Data from "Mujeres Empoderadas tejiendo su futuro" produced by the Ministry of Rural Development and Lands, as viewed on: <http://blogs.worldbank.org/latinamerica/without-empowered-women-there-no-future-rural-areas>
- 35 Project P148499, active until March 1, 2021.

gration). According to the steering committee responsible for the project's implementation, women were involved in the development of all sub-projects, both for land titling and sustainable forest management; and 10 of 40 sustainable forest management projects are led by women. Furthermore, according to indicators monitoring implementation, the project has already surpassed its 50 percent target for female beneficiaries.

Similarly, through the Peru *National Agricultural Innovation Project*³⁶, the WBG has supported innovation within the agricultural sector to improve agricultural technologies. Funding for adaptive research projects, extension projects, and capacity building sub-projects (scholarships for postgraduate studies and internships) has been awarded through competitive grants. The project received overwhelming response as a result of a targeted communications and information campaign to publicize the competitive grants program, which resulted in the project surpassing the 33 percent target for women-won grants: eight of 14 international internships and 37 of 84 grants for postgraduate study were awarded to women. To ensure that women have access to project activities and that they benefit from project innovations, the project monitors access to project-provided services the adoption of technologies, as well as empowerment of women through their leadership in community decision-making bodies responsible for the use of resources. Re-

36 Project P131013, active until September 1, 2019.

cent community-level consultations have been sex-disaggregated to further enhance women's participation in activities where they have traditionally been underrepresented (production and processing of sugar cane, banana and coffee, for example).

Improving Women's Mobility

Affordable, safe and efficient transport is necessary to facilitate women's mobility and their access to improved economic opportunities and services. Projects in Ecuador and Peru improve urban transport systems and will measure gender-specific impacts of the new infrastructure.

Peru *Lima Metro Line 2 Project*³⁷ aims to address mobility constraints that residents in the city's periphery face in traveling to work or services in the downtown area. The integrated fare structure will allow for inter-modal transfers (of up to 70 minutes), producing a potential savings, especially to the poor who currently take two or more forms of transport to reach the city center and for women who often complete multi-leg trips for the purposes of childcare, household management, and informal sector employment. The project team will ensure that the transport authorities responsible for designing and managing the Metro system have access to best practice and lessons related to women's access and safety in public transportation. An impact evaluation of the project will

37 Project P145610, active until December 31, 2021.

Women's mobility in Latin American Cities

Drawing on 204 semi-structured interviews with women, men and key informants in three Latin American metropolitan regions - Rio de Janeiro, Buenos Aires and Lima - the forthcoming study "Women's Mobility in LAC Cities" (financed by the Umbrella Facility for Gender Equality) explored constraints and facilitators to women's mobility in low-income urban settings and how mobility constraints may affect women's access to economic opportunities and overall wellbeing. The study concludes that shortcomings of public transport systems - including affordability, safety, availability and quality of transportation - may have a more significant impact on women's mobility in comparison to men due to a greater sense of vulnerability to crime and violence, financial inequality and unequal time allocation to care duties within households. In addition, social norms around marriage implied greater focus on domestic sphere, less priority attributed to women's paid work and men's negative associations with women's mobility. These factors were found to shape women's choices related to their mobility and work, even if implying disadvantages in financial cost and time constraints. For example, women were more likely to feel safer and therefore prefer fixed-seat modes of transportation although they might take longer and are more expensive. Women were also more likely to prefer closer and informal income generating opportunities - although lower paid - to be able to combine paid work with care responsibilities. These constrained choices, therefore, seem to contribute to persistent gender inequalities.

The study also identified facilitating factors and endogenous strategies employed by women that countered some of these constraints. Single payment schemes, employers' coverage of transportation costs and the lower cost and greater availability of private taxis introduced with new technologies enhanced accessibility of transportation. Developing friendly relationships with drivers and street vendors, joint organization of commutes with other women and building support networks beyond the family were strategies used to improve women's sense of safety and release time constraints.

include analysis of mobility with respect to gender-specific issues pertaining to violence, sexual harassment and safety in addition to effects of the transport line on personal life,

housing, mobility, social aid programs, health and work.³⁸

38 The impact evaluation of the Metro line will be led by the Inter-American Development Bank (IDB).

Promoting women's employment in non-traditional sectors

Experience within several Latin American countries shows that women's engagement in non-traditional job and income-generating opportunities, specifically their participation in rural roads maintenance microenterprises, can change social norms regarding women's roles, lead to networking and mentorship activities, contribute to greater decision-making power within their households, reduce poverty because of increased household investments, improve confidence and leadership skills, and increase their aspirations for personal development (Casabonne, Jimenez and Muller 2015). Under the former *Peru Decentralized Rural Transport Project*³⁹, women's inclusion in rural road maintenance microenterprises reached nearly 30 percent.

To respond to recent changes in procurement legislation in Peru, which will inhibit rural roads works to implement a quota for women's participation, the *Support to the Subnational Transport Program Project*⁴⁰ organized an international conference – “Experiences of Women in Rural Roads” – to discuss the role of women in the transport sector, and specifically in rural roads projects. Experiences, lessons learned and recommendations shared during that event complimented a project-funded di-

agnostic to better understand gender gaps in rural road maintenance. Both activities served as inputs to the Gender Action Plan instituted under the project. The plan reinforces the institutional commitments to gender equality of Provias Descentralizado (PVD), a department of the Ministry of Transport and Communications. Internally, within PVD, the plan will support the modification of staff development policies to reflect national gender commitments; provision of gender equality training to personnel, including high-level directors; and completion of a study to identify gender wage gaps within the institution. To ensure gender-integration in the projects managed by PVD, the plan proposes additional training for project teams to incorporate gender strategies in project design and to sex-disaggregate project records. The project will complete an impact assessment that will study sex-disaggregated impacts of the project, including: short- and long-term distributional impacts of improved rural roads on household welfare, income and consumption, employment and investment, access and utilization of health and education services, and women's empowerment.

The WBG has also sought to increase women's employment in urban transport.

Ecuador's *Quito Metro Line One Project* funded an analysis of the Integrated Transport System (SITQ) to understand the number of men and women in operative, administrative and technical positions; and, through a complimentary qualitative study, explored barriers that women

39 Project P095570, closed December 31, 2013.

40 Project P132515, active until March 31, 2021.

face in recruitment, retention and promotion within the system. Based on these studies, the project will create a gender-sensitive recruitment and retention plan to incorporate women in both operative and technical positions, which have historically been roles held by men, and to recommend gender-specific policies to improve women's retention and promotion within the implementing agency.

Addressing the “Care Agenda”

WBG investments in Chile and Bolivia respond to an issue of increasing regional importance: care. Generally, gender norms delegate care work and responsibilities to women, increasing their work burden, and decreasing their time to engage in economic opportunities, improvement of endowments and leisure.

In Bolivia, the *Urban Infrastructure Project*⁴¹ improved access to services for the urban poor in La Paz, El Alto and Santa Cruz through infrastructure investments, which included the construction of community centers in La Paz. In some neighborhoods, based on demand and initiatives of community members, these centers were used for community-level day care services. Project preparation analysis found that, in El Alto (which is adjacent to the city of La Paz), 66 percent of women work as housekeepers and commute nearly one hour on average (including walking for long distances) and, as a result, faced

41 Note: This project closed as of September 30, 2017.

high transport and day care costs. Provision of reliable, public day care reduced the cost and time burden of poor working women.

In Chile, the WBG provided inputs to a national policy relative to care. The WBG's Systematic Country Diagnostic (SCD)⁴² for Chile, which identifies the most important challenges a country faces in reducing poverty and increasing shared prosperity, identifies low female labor force participation (FLFP) as a significant barrier to economic growth, and suggests that the lack of access to daycare is a key driver of women's low labor force participation. WBG specialists in social protection and labor provided technical assistance to the Ministry of Social Development for the design, implementation and process evaluation of the National Care System *Chile Cuida*, which has a focus on support to family caregivers of dependents.

Facilitating labor market transitions of young women and men

As is true of the LAC region as a whole, youth who drop out before completing secondary school lack the key skills required for formal sector employment, and may settle for informal jobs that set them on a life-long trajectory of lower earnings and opportunity (De Hoyos et al. 2016). The *Bolivia*

42 A Systematic Country Diagnostic (SCD) informs the Country Partnership Framework (CPF) negotiated between the WBG and country governments. The SCD is a result of thorough analysis, and informed by a range of stakeholders.

*Improving Employability and Labor Income of Youth Project*⁴³ includes programs to provide wage subsidies for companies to hire unskilled youth and provide youth employability training ahead of internships to a subset of registered applicants and beneficiaries. Along with improving school-to-work transitions overall, the project seeks to reduce discrimination of women in the workplace by ensuring equal opportunities for women and men within the wage subsidy component. The project will provide guaranteed reimbursement of maternity leave obligations, now paid by employers, and will reimburse childcare fees of participating young mothers. Finally, the project may test a set of interventions to overcome employers' discrimination against young women in the hiring process.

ENHANCING WOMEN'S VOICE AND AGENCY

Boosting women's voice and participation at community level

Through the portfolio, various sectors seek to enhance women's voice and agency within communities and within WBG-implemented projects through a variety of strategies. Several projects include innovative and transformational approaches to women's

43 Project P143995, active until December 31, 2021.

inclusion. The *Bolivia Community Investment in Rural Areas Project (PICAR)*⁴⁴ incentivizes communities to engage women by allowing them to access a second subproject if proposed and managed mainly by women. The incentive was well-received, created a conducive environment for buy-in and ownership among beneficiaries, and, in some cases, provided women an opportunity to negotiate position in a larger combined grant at the community level.⁴⁵

Social analyses can uncover cultural norms and gendered responsibilities that may preclude women's participation and voice in project activities. The following two projects addressed such barriers: In the additional financing for *Bolivia's Rural Alliances II Project*⁴⁶ (PAR II), trainings were conducted at convenient times and in places where women commonly visit, avoiding additional travel burdens and providing additional level of familiarity. The project coordinated with rural and indigenous women's organizations to host informational workshops about the project, its prioritization of women-led groups and opportunities for women to participate within local administrative and evaluation committees. Likewise, Bolivia's *Community Investment in*

44 Project P107137, active until November 30, 2019.

45 In some communities that received second grants to women-led teams, communities decided to combine the funds of the grants to create one larger investment. Female leaders of women-led grants were able to negotiate positions in management of the larger community grant because of the additional funding they brought to the communities.

46 Project P127743, active until November 30, 2021.

Rural Areas Project (PICAR)⁴⁷ offered planning workshops to mixed-sex groups and to women-only audiences, providing women with flexibility in their participation. Additionally, where language and education may have been an additional barrier for indigenous women, special workshops for Quechua and Aymara women were developed and held.

In Peru, projects utilize technology to engage women and monitor their participation. The forthcoming *Enhancement of Environmental Quality Services Project*⁴⁸ plans to facilitate women's participation in environmental quality control and monitoring encouraged through SMS text, mobile phone and smart phone applications. Information captured through the project's satisfaction monitoring indicator will provide feedback on the system's ability to satisfy demand for environmental quality information, and capture potential gender-specific differences in accessing or using information.

Projects in the respective countries also respond to gaps in women's participation by making programmatic adjustments. Close monitoring of women's participation enabled teams to adjust approaches that were not effective or created additional barriers for women. In an additional financing for *Rural Alliances Project* (PAR II)⁴⁹, the social assessment completed for the project identified constraints to women's participation (es-

pecially indigenous women) in the project's productive activities in agricultural subsectors. In the second phase of the project, the team relaxed the requirements for cash investments among subprojects led by indigenous women and changed the location, time and structure of training activities to make them more accessible to women of all ethnicities.

In Peru, a water project capitalized on client-owned protocols for gender inclusion to strengthen planning exercises and/or monitoring agreements on gender. *Integrated Water Resources Management in Ten Basins Project*⁵⁰ recognizes the client's "Intercultural Protocol on Information and Gender Perspective," under which the project plans to conduct a gender gap analysis, mid-term review and final evaluation on gender-related gaps. All these strategies strengthen the quality of women's participation within WBG operations, and ensure their specific concerns, needs and interests are addressed through project activities and monitoring.

Increasing women's access to justice

In Peru, a series of justice projects have supported the country to enhance access to justice for women, especially those in vulnerable conditions. The *Justice Services Improvement Projects I and II*⁵¹ supported the

47 Project P107137, active until November 30, 2019.

48 Project P147342, active until June 1, 2022.

49 Project P127743, active until November 30, 2021.

50 Project P1511851, active until December 30, 2022.

51 Project P073438, closed March 31, 2010, and Project P110752, closed June 30, 2016, respectively.

Ministry of Justice to provide free legal and associated services across the country, mainly through the Free Legal Assistance Services Centers (ALEGRAs in Spanish). The two operations supported the establishment of ALEGRAs nationwide and provided training and technical assistance to staff and lawyers to provide better and more specialized services. The ALEGRAs provide legal, social and psychological support to low income populations, and their main users are vulnerable women (in 2017, 95.2% of users who received assistance were women). Some ALEGRAs also include daycare facilities for children to attend while their parents receive assistance, which provided specific benefits to single mothers for whom the cost of childcare was identified as a concern and an obstacle to accessing justice services.

The *Improving the Performance of Non-Criminal Justice Services Project*⁵² builds on the two previous operations and seeks to increase the coverage and quality of services provided by the ALEGRAs by improving the management model, existing physical space, and overall capacities of the ALEGRAs. The project aims to improve satisfaction of women using the ALEGRAs and to increase the number of women seeking services. In addition to the ALEGRAs, the Project will implement gender-related activities and monitoring in relation to the use of court-based services. Gender-disaggregated court-user satisfaction surveys will be undertaken to identify specific barriers women face when accessing

52 Project P162833, pipeline.

courts (in areas such as speed of service, security, understanding and participation in the process and quality of the outcomes). This information will be used to improve women's experiences when seeking justice services. Further, the Project will also support the improvement of a mobile justice delivery program, which aims to decrease barriers facing women (including Indigenous women) in accessing justice in rural and remote areas.

Preventing and responding to gender-based violence

Projects in the Andean countries have integrated measures to prevent and respond to gender-based violence through improved access to justice and services, implementation of communications campaigns, training, safeguards, and enhanced national data systems.

Justice sector projects in Peru enhanced access to justice and services for women living in situations of violence. The *Justice Services Improvement Projects I and II*, through the main vehicle of ALEGRAs (legal aid centers), supported family courts to ensure domestic violence victims' access to legal support. The second phase of the project created MEGA ALEGRAs, which provided specialized services for victims of domestic violence and gender-based violence.

Transport sector projects have included gender-based violence considerations into

the design and monitoring in both rural and urban environments. Integration of violence considerations is central to the success of infrastructure projects, as women make up a group of key users and beneficiaries, and have distinct needs, preferences and patterns pertaining to safety and mobility – as well as specific vulnerabilities. In rural areas, WBG teams have sought to mitigate potential negative impact of rural road construction on communities with respects to increased exposure to gender-based violence, sex work and STDs.

The *Bolivia Santa Cruz Road Corridor Connector Project*⁵³ integrated a “Code of Conduct” for construction companies and their employees, which states a “zero tolerance” for sexual harassment and abuse and includes mandatory and periodic training for workers and managers about misconduct and penalties under Law 348, Bolivia’s legal framework to combat violence against women. The project will provide training for local Ayoreo women and construction staff in HIV/AIDS/STD and TB prevention. Additionally, to reduce vulnerability to economic and patrimonial violence⁵⁴ resulting from labor influx, economic empowerment projects will be made available for Chiquitano and Ayoreo women. A complaints system will link women to the Integrated Municipal Legal Services in the case that women or children ex-

perience gender-based violence or other violations of their rights as a result of the project.⁵⁵

Gender-based violence considerations are also included in design components within urban transport systems. For example, the Ecuador *Quito Metro Line One Project*⁵⁶ includes gender-specific design components relative to women’s preferences and security. Each station funded through the project will include well-lit platforms, stations and surrounding areas to increase women’s security as they travel to and from the metro. In the case that passengers feel unsafe once onboard, enclosed gangway links between train cars will enable passengers to change cars while the train is moving. Additionally, to minimize sexual harassment risks during the construction phase, the project sensitized 1500 construction workers on violence prevention in public spaces. After construction of the metro line is complete, the project will implement a communications campaign to promote non-violent behavior; and institute a mechanism to prevent and facilitate ease of reporting of harassment, which builds on an ongoing campaign “Bajale el Aco-so” in Quito’s Integrated Transport system. This includes a mobile application for reporting cases of sexual harassment in a timely and easy way. Transport operators will receive training in appropriate response to sexual harassment.

53 Project P152281, active until December 31, 2021.

54 Patrimonial violence is the violation of one’s property rights, which could include the retention or destruction of a woman’s objects, property, assets, economic rights or resources. Patrimonial violence is increasingly recognized as a form of gender violence.

55 *Servicios Legales Integrales* are a permanent municipal service providing psychological, social and legal assistance to women, and to assist in addressing violence and discrimination.

56 Project P144489, active until December 31, 2020.

In Bolivia, *Strengthen Statistical Capacity and Informational Base for Evidence-based Planning Project* contributed to data collection critical for understanding the nature and prevalence of gender-based violence in Bolivia. The DHS survey completed under the additional financing of the project gathered data relative to the prevalence of violence, its impacts on women's health and women's access to justice.







IV. Conclusion

The WBG in the Andean countries is addressing gender inequalities by improving human endowments, removing constraints to more and better employment, and enhancing women's voice and agency.

Health projects have responded to the increasing burden of non-communicable diseases on health infrastructure and instituted national targets for the screening of cervical cancer, the leading cause of death for women in Chile. Projects continue to address persistent maternal health challenges, especially of the rural poor, by constructing ten new network hospitals in Bolivia and training doctors on culturally-sensitive methods to better serve indigenous patients.

Actions ensure that girls and boys have equitable outcomes at all levels of education – preschool through tertiary – and that young women have increased engagement within STEM fields. Standardized testing has been expanded to pre-primary, primary and secondary levels in Peru, providing a more comprehensive evaluation system for public education, providing critical insights into student learning by gender, subject area and location. At the tertiary level, WBG efforts to strengthen Peru's science and technology fields within tertiary education make special considerations for female applicants to project-funded research grants, scholarship and internship opportunities.

Operations across a variety of sectors have expanded women's economic opportunities by supplying entrepreneurship training to poor, urban women in Bolivia; providing finance, capacity development and management opportunities for rural women in Bolivia and Peru; reducing women's time burden

through childcare provision and safer, more efficient transport options in Ecuador and Peru; and eliminating discriminatory practices that inhibit young women from participating equally in the labor force in Bolivia.

Project teams have employed innovative and transformative strategies to ensure women's participation and voice in project development and implementation. In Bolivia, the WBG incentivized communities to engage women in community development by providing access to additional funding if subprojects were proposed and managed by women. In Bolivia's *Community Investment in Rural Areas Project* (PICAR), 44 percent (6193) of those receiving management training were women; contributing to increased transparency and efficiency of community subprojects. Projects also made adjustments to address unforeseen barriers to women's participation, including relaxing requirements for cash investments from indigenous women; providing training opportunities

within mixed-sex groups and to women-only audiences, providing women with flexibility in their participation; and ensuring that training be made available in local languages, Quechua and Aymara.

In addition to these, the WBG has sought to ensure that women can enjoy the benefits of infrastructure developments and expanded economic opportunities without suffering an increased burden of harassment or gender-based violence.

By proactively promoting gender equality in the Andean countries, the WBG has empowered women to participate more equally in society – as entrepreneurs, decision-makers and leaders, contributing to better outcomes for the next generation, and greater growth, productivity and more efficient, representative institutions. In doing so, the WBG has furthered its mission in the Andean countries of reducing poverty and promoting shared prosperity.

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