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GENDER ANALYSIS, VULNERABLE POPULATIONS & ACCESS TO PUBLIC SERVICES IN SELECTED AREAS

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ABSTRACT

The purpose of this gender analysis is to identify how vulnerable populations may be disproportionately affected by government accountability, inefficiencies, and corruption in Ucayali, San Martín, Madre de Dios, Loreto, Cusco, and Cajamarca regions. The analysis is based on review of secondary sources and statistics. The findings indicate inequality in coverage and access to health, education, drinking water, electricity, and internet services for the general population and indigenous populations. The main barriers are petty corruption, discrimination, physical barriers, and the low quality of public services. Information shows low participation by women in political and participatory budget processes. Nationally, women comprise 38 percent of the 2021-2026 Congress, but at the regional and municipal level, the rate is lower. The main reasons for low political participation are discrimination, difficulties to apply, and political harassment. Despite a 15 percent quota for candidates to come from indigenous populations in regional and municipal council elections, they only comprised 1.7 percent of candidates in 2018. The political participation of LGBTQI+ people is limited by discrimination and violence; between 2006 and 2022 only 2 of 54 LGBTQI+ candidates were elected. In 2022, 57 percent of the Peruvian population identified corruption as one of the country's main problems. There is variation in the way different groups experience and perceive corruption: sextortion for women, and structural violence, discrimination, and exclusion for LGBTQI+ populations, indigenous populations, and people living with disabilities. The execution of the public investment budget in 2022 varied by regional government due to lack of knowledge regarding budget execution processes, bureaucratic barriers, and corruption, among other factors.

RESUMEN

El estudio tuvo como propósito conocer cómo las poblaciones vulnerables pueden verse afectadas de manera desproporcionada por la falta de rendición de cuentas del gobierno, las ineficiencias y la corrupción en Ucayali, San Martín, Madre de Dios, Loreto, Cusco y Cajamarca. El estudio se basa en la revisión exhaustiva de fuentes secundarias y estadísticas. Los hallazgos revelan situaciones de desigualdad en la cobertura y el acceso a servicios públicos de salud, educación, agua potable, electricidad e internet de la población en general y de las poblaciones indígenas en particular. Las principales barreras se encuentran en la micro corrupción, la discriminación, las barreras físicas y la baja calidad de los servicios públicos. La información disponible muestra una baja presencia de mujeres en el presupuesto participativo y en participación política. En el Congreso de la República, las mujeres alcanzaron un 38 por ciento de escaños para el periodo 2021-2026, pero a nivel de gobiernos regionales y municipalidades, el porcentaje de candidatas fue menor. Las principales razones de la baja participación política de las mujeres es la discriminación, dificultades para postular y el acoso político. A pesar de la cuota del 15% de candidaturas para personas de las comunidades nativas y pueblos originarios en elecciones de concejos regionales y municipales el 2018, apenas alcanzaron el 1.7 por ciento. La participación política de personas LGBTQI+ se ve limitada por la discriminación y la violencia y entre el 2006 y 2022 solo fueron elegidas 2 de 54 personas de estos grupos. En el 2022, el 57 por ciento de la población peruana identifica la corrupción como uno de los principales problemas del país. Existen diferencias en la forma en que distintos grupos de ciudadanos experimentan o perciben la corrupción: la sextorsión para las mujeres, y la violencia, discriminación y exclusión estructurales para poblaciones LGBTQI+, indígenas y las personas y viviendo con discapacidad. La ejecución del presupuesto público para inversiones en el 2022 varía entre los gobiernos regionales analizados debido al desconocimiento de los procesos de ejecución presupuestal, barreras burocráticas, corrupción, entre otros.

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ACRONYMS

CEPLAN	National Center for Strategic Planning
CLAS	Local Health Management Council
COPARE	Regional Education Participatory Councils
DRG	USAID Office of Human Rights and Governance
GORE	Regional Government
INEI	National Institute of Statistics and Informatics
JNE	National Jury of Elections
LGBTQI+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, More
MIDIS	Ministry of Inclusion and Social Development
MEF	Ministry of Economy and Finance
MIMP	Ministry of Women and Vulnerable Populations
ONPE	National Office of Electoral Processes
PCM	Presidency of the Council of Ministers
SERVIR	National Authority for Civil Service

EXECUTIVE SUMMARY

PURPOSE

The purpose of this gender and vulnerable populations study in selected areas is to learn how lack of accountability, inefficiency, and corruption affect the access of women, indigenous populations, and other vulnerable groups to public services; identify the root causes or hurdles of existing gender inequalities and to seek opportunities to promote better forms of leadership and participation.

The study responds to questions regarding coverage and access to public services, citizen participation, political participation, corruption, and regional government management.

METHODOLOGY

This study used an eminently qualitative methodological approach based on document review. It reviewed 94 texts, including research, policy documents, articles, and statistics from public agencies, academia, and non-governmental organizations. It then analyzed them considering the study questions and USAID's gender domains (ADS 205). It focused on six prioritized departments: Cajamarca and Cusco in the Peruvian highlands, and Loreto, Madre de Dios, San Martín, and Ucayali, in the Amazon region.

CONCLUSIONS

COVERAGE AND ACCESS TO PUBLIC SERVICES

The levels of coverage and access to public health, education, drinking water, electricity and internet services in the selected areas are insufficient. Much of the general population does not have any coverage or their coverage is below the national average, with particularly poor coverage in indigenous populations. This situation is not the same in all of the selected departments: Loreto and Ucayali have the lowest Public Service Delivery Capacity Index (calculated by CEPLAN, by its Spanish acronym) in all the services analyzed (health, education, public safety, and housing services), which is due to the size of the departments and population dispersion.

Among the hurdles affecting access to public services for women and vulnerable populations are micro-corruption, discrimination, and physical barriers to access public services. In addition to the above, hurdles to access health services are related to lack of supply -doctors, medicines- and quality -delays in care and lack of time to await one's turn or to stand in long lines-.

CITIZEN PARTICIPATION

There are several mechanisms for citizen participation, but the lack of existing documentation on the processes and the people involved is an obstacle to a gender analysis focused on vulnerable populations.

One of the best-known mechanisms for citizen participation is the participatory budget, which is established by national standards. However, not all municipalities in the prioritized departments comply

with this process. In 2020, Cajamarca presented the lowest percentage among municipalities carrying out this process (64%), while Cusco and San Martin obtained the highest scores (88% in both cases). Note that in that year the procedures took place mainly online due to government restrictions related to the pandemic.

Changes in the participatory budget formulation process do not ensure the participation of citizens but rather that of organizations, as public officials often get priority. Between 2008 and 2019, about a third of participating agents were women, while women made up only one fifth of technical teams.

Other mechanisms for citizen participation, such as the local and regional coordination councils, show low participation levels for civil society in general, and for women in particular. In the selected area, civil society representatives barely reach 40%, and, in the case of women, percentages fluctuate between 15.4% in the municipalities of Madre de Dios and 33.6% in San Martin.

There are other mechanisms in the policy design and implementation stages (such as prior consultation, Local Health Administration Councils (CLAS, by its Spanish acronym), and the Regional Participatory Education Councils (COPARE, by its Spanish acronym)), but their records are not broken down by sex or any other variable that would allow for an identification of the participation of specific stakeholders. COPAREs also have problems in the way they work, such as dependence on the Regional Directorate of Education. This limits their scope of action and availability of resources and leads to an emphasis on the formulation and evaluation of the educational plan rather than its implementation, as well as tension between representatives of the government and civil society.

Citizen participation mechanisms in the external governmental control stage have been promoted by social programs by MIDIS, the Comptroller General's Office of the Republic, and non-governmental organizations. Accountability is a mechanism at the municipal level, but not all the municipalities comply with it due to lack of political will or capacity of officials. This study concludes that accountability among municipalities is lowest in Cajamarca (47%) and highest in Cusco (86%).

POLITICAL PARTICIPATION

Women's political participation has been favored by laws establishing participation quotas of 30% and by the most recent Law 2737, which guarantees parity and alternation. As a result, the percentage of women in Congress has increased, although it still only reaches 38% in the current period (2021-26). At the level of regional governments, provincial and district municipalities, the percentage of women candidates has been lower. The main reasons for women's low political participation are discrimination (for being a woman, or due to their age, inexperience, economic situation, skin color, race, or ethnic origin); difficulties in running for office (negative or dirty campaigning, problems raising funds for campaign, negative consequences for professional development, time constraints due to the need to spend time with their family, conflicts with partners, attacks by press); and political harassment.

As of 2002, a 15% quota has been in place for people from native communities and indigenous peoples in the lists of candidates for the regional and municipal councils. However, these groups accounted for only 1.7% in the 2018 regional and municipal elections, mainly because these candidates were listed at the end of the party lists.

Political participation of other vulnerable groups is limited due to discrimination and violence. Between 2006 and 2022, only two out of 54 candidates who identified themselves as members of the LGBTQI+ community were elected across Peru.

CORRUPTION

Data from the Comptroller General's Office show that Loreto and Ucayali have high corruption indexes (65.6 and 60.2, respectively). The other prioritized departments score around 50 points. This index has two components: corruption and functional misconduct; corruption accounts for 75% of the index, except for San Martín where it accounts for 80%.

In the past 12 years, the two main problems identified by the Peruvian population have been crime and corruption. In 2022, 60% of the people interviewed identified crime as main problem, while 57% mentioned corruption. Despite this, the number of complaints is low. The corruption rate (number of complaints per 1,000 inhabitants) is 2 in Cusco and Loreto, and less than 1 in the other departments analyzed.

Progress in the implementation of the integrity model promoted by the Presidency of the Council of Ministers (PCM by its Spanish initials) and its measurement through the Corruption Prevention Capacity Index shows that Cusco is the department with the greatest progress (94%), while Ucayali scores the lowest in terms of progress made (10%).

There are differences in the way in which different groups of citizens experience or perceive corruption. The most significant cases are sextortion for women, and structural violence, discrimination, and exclusion for LGBTQI+ populations, indigenous people, and people living with disabilities.

Conditions that can aggravate corruption include sanctions that only target the actors rather than addressing the structural problems that enable corruption. The lack of clarity regarding sextortion and its criminal nature, as well as discriminatory practices entrenched in the justice system are additional aggravating conditions.

Since 2018, out of 23 regional governments (GORE), 6 have set up and implemented Integrity Offices. However, only 40% of the population knows where to report a case of corruption. The main hurdle for women to report corruption is the lack of training of public officials in issues related to gender and/or corruption, and, in the case of indigenous populations, the lack of economic resources, lack of process knowledge, the language, and the fact that they have little or no trust in the authorities.

REGIONAL GOVERNMENT MANAGEMENT

The execution of the public budget for investments in 2022 varies among the selected GOREs, with Cusco, Loreto, and Madre de Dios having the highest execution -more than 80% budget execution- and Cajamarca having the lowest budget execution percentage. This is due to several factors such as lack of knowledge of the budget execution processes, bureaucratic hurdles, and corruption.

Budget execution does not necessarily lead to a reduction of gender inequality, as plans regarding such reduction are not always linked to the budget.

Local governments in the selected area executed between 63.9% (Madre de Dios) and 75.8% (Loreto) of the investment budget. In all departments, the percentage of execution by local governments in investment projects was higher than the percentage of execution by regional governments.

In 2019, 53% of the total number of workers in the public sector were men and 47% were women. In the selected departments, the lowest proportion of women in the public sector was found in Madre de

Dios (40%) and the highest in Loreto and Cajamarca (46.2% and 45.5%, respectively). The gender pay gap was the largest in Cajamarca and the smallest in Cusco.

In local governments, women's participation is lower. In the provincial municipalities of Cajamarca, the percentage is 25%, while in Ucayali, it is 41%. In district municipal governments, the presence of female workers is even lower, with 25% in Cajamarca and Cusco, and 35% in Madre de Dios.

Regarding progress in the implementation of the National Gender Equality Policy, all of the selected GOREs (with the exception of Madre de Dios) show normative progress. The inclusion of gender criteria in the development of at least one investment project, as well as the application of self-diagnosis tools for public investment with a gender perspective (except for Ucayali) are examples of that progress.

Although progress is not equal across regional governments, they have all developed gender equality mechanisms and work plans to implement them. On average, progress in the execution of the work plans for each of the mechanisms is 93%.

RECOMMENDATIONS

COVERAGE AND ACCESS TO PUBLIC SERVICES

- Use CEPLAN service gap indexes and the ministries' service gap analyses for regional and local planning of new interventions.
- Identify functions related to the provision of health, education, water and sewage, electricity, and internet services that correspond to each government level in order to strengthen capacities for the formulation of public investment projects aimed at closing gaps at each level.
- Use capacity diagnostics for public officials on issues like design, implementation, monitoring, and evaluation of public investment projects, government planning and budget management, gender, and vulnerable populations to close management gaps.
- Promote political advocacy with the authorities and public officials to include an inclusive approach (non-discrimination based on sex, gender, age, ethnicity, etc.) and intercultural approach (inclusive language, local language, opening hours that suit the population, cultural adaptation) in the provision of public services.
- Promote the formation of alliances between regional governments and the private sector for the provision of internet service in rural areas.
- Contribute to the implementation of national policies at regional and local level: Gender Equality Policy National Multisectoral Policy on Disability for Development to 2030 and the National Human Rights Plan.
- Regarding land titling, below are the recommendations taken from a previous USAID study (2022b):
 - Conduct specific studies to identify main "bottlenecks" at the regional level, to design the most appropriate strategies to address land titling gaps in native communities. These studies should lead to the drafting of regional roadmaps.
 - Design and implement a permanent capacity building plan for the staff of the Regional Agrarian Directorates in regulatory matters related to recognition, land titling, and interculturality

(language, relationship with native communities, and worldview of the indigenous people), among other aspects.

- Update regional cadaster for native communities, as well as the georeferencing of the corresponding property, using the most appropriate and updated technologies and methods (hardware, software, satellites, specialized personnel).
- Design systems to monitor land titling for native communities.

CITIZEN PARTICIPATION

- Support the installation and strengthening of Offices for the Protection, Participation, and Organization of Neighbors with Disabilities (OMAPED, by its Spanish acronym) in provincial and district municipalities, as well as the implementation of inclusive plans and services.
- Support the development of regional and local statistical systems to collect data on services and mechanisms for citizen participation broken down by sex and vulnerable populations, for decision-making in this field.
- Strengthen and implement regional and local citizen participation mechanisms including participation quotas for civil society in general, and for women and vulnerable groups, in particular.
- Promote the preparation and approval of ordinances against discrimination based on sexual orientation or gender identity in regional governments and municipalities.
- Support the expansion of citizen oversight mechanisms or observatories in regional and local public management.

POLITICAL PARTICIPATION

- Promote leadership training for women and vulnerable populations to foster their political participation.
- Raise awareness among political parties and regional movements to comply with the law of alternation and parity for women, the indigenous quota, and the inclusion of LGBTQI+ candidates, and support campaigns to promote the acceptance of women, indigenous, and LGBTQI+ candidates among the population.

CORRUPTION

- Promote the creation of public integrity offices in regional and local governments and the development of institutional integrity and anti-corruption plans, linked to management instruments that guarantee the budget required for their implementation.
- Support regional and local governments in the development of procedures and mechanisms for the management of corruption complaints in public services, paying special attention to complaints from women and vulnerable groups, and ensuring the dissemination of these procedures and mechanisms.
- Strengthen the capacities of authorities and public officials in the topics included in the National Integrity and Anti-Corruption Plan, raising awareness regarding the relationship between gender and corruption.

I. STUDY PURPOSE & QUESTIONS

PURPOSE

The purpose of this study is to learn how lack of government accountability, inefficiency, and corruption affect the access of women, indigenous people and other vulnerable populations to public services.¹ The document analysis aims to identify the root causes of existing gender inequalities or hurdles, so that USAID/Peru can proactively address them in a new activity. The analysis will also identify opportunities to promote the reduction of gender gaps and improved ways of leadership and participation for women and other vulnerable populations.

Objectives

1. Identify how lack of government accountability, inefficiencies, and corruption may disproportionately affect vulnerable populations in specific municipal areas of Ucayali, San Martin, Madre de Dios, Loreto, Cusco, and Cajamarca.
2. Develop recommendations for USAID/Peru on key issues to be considered in the development of new DRG activity.
3. Provide list of additional research questions that can guide the gender analysis during the co-creation phase or once the activity has started.

USAID² will use this study as input for the design of a new local governance activity. This new USAID/Peru activity is expected to promote strong participation of women, indigenous populations, and vulnerable groups in decision-making processes related to the use of public resources and access to public information.

¹ The US Government's national strategy for gender equality and equity uses an intersectional approach analysis to address different groups and the forms of discrimination that put them at risk or make them vulnerable, such as Black, Latino, and indigenous peoples, LGBTQI+ populations, people with disabilities, and religious and/or rural minorities.

"This strategy reflects a commitment to address gender broadly. Our work is deeply motivated by a commitment to women and girls, in light of longstanding systemic discrimination and barriers which continue to affect their full participation and access to opportunity. We also combat discrimination and harmful gender norms that affect people of all genders: women and girls—including transgender women and girls—, but also non-binary and gender nonconforming people, as well as men and boys.

The strategy also addresses the impact of intersectional discrimination and bias on the basis of gender, race, and other factors, including sexual orientation, ethnicity, religion, disability, age, and socioeconomic status. Intersecting challenges negatively impact individuals in underserved communities, including communities of color, in the United States and around the world. In each of the strategic priorities identified below, policies, programs and approaches will be informed by the historical and current context of these overlapping burdens" The White House, National Strategy on Gender Equity and Equality, October 2021.

² The technical proposal for this study identified the Office of Human Rights and Governance as the user, but later included the Alternative Development Office as user of the information for the design of the new activity.

STUDY QUESTIONS

The issues of interest and questions that guided the study were the following:

Topics	Questions
Statistics	<ol style="list-style-type: none"> 1. What is the coverage level and access to public services, including health, water and sanitation, education, electricity, road construction, and digital access in the target areas? 2. What is the level of execution of public budgets (planned vs. executed) for the last three to five years in the target areas? What areas or activities were removed from the budget? 3. What does the subnational government staff look like when broken down by gender, ethnicity, or other vulnerable groups in the target areas?
Access to resources	<ol style="list-style-type: none"> 4. Do the target areas have any mechanisms in place to encourage broader political participation of women, indigenous peoples, and other vulnerable populations? Are there any consultations in the preparation of development plans, local and regional education or health committees with broad participation, oversight of civil society organizations, etc.? 5. Do men and women in the selected regions have equal access to public services? What are the experiences of persons with disabilities, members of the LGBTQI+ community, and indigenous peoples? 6. What hurdles do different populations have to overcome when trying to access public services?
Knowledge, beliefs, and perceptions	<ol style="list-style-type: none"> 7. Are there any differences in the way different groups of citizens experience or perceive corruption (in relation to services and oversight)? Are there any differences between men and women? What are the corruption experiences for persons with disabilities, members of the LGBTQI+ community, and indigenous peoples? 8. What factors encourage and discourage different groups of citizens from seeking information and accountability in relation to public services?
Practice and participation	<ol style="list-style-type: none"> 9. To what extent do the target areas have participatory budget planning and execution processes and who are the people who participate in these processes? What perception do participants have regarding having a voice and/or decision-making power in these processes? (nation-wide) 10. To what extent do the planning and budget processes result in the inclusion of actions that address the needs of women and other vulnerable populations? 11. To what extent are participatory budget planning and execution processes being implemented? Are civil society organizations or groups of people pertaining to civil society monitoring and supervising the execution of these budget planning and execution processes? 12. Do men, women, indigenous peoples, and other vulnerable populations feel that they lack access to services or feel that their service needs are not being met? What are some of the opportunities identified to increase access to services?

Topics	Questions
Laws, legal rights, policies, and institutions	<p>13. To what extent is gender equality included in the policies, practices, and performance assessments of service delivery or municipal management by public administrators and agencies in the target areas? Are policies aligned with the guidelines provided by the Ministry of Women and Vulnerable Populations (MIMP)? Are the target subnational governments implementing the MIMP guidelines?</p> <p>14. To what extent does Peru's legal framework create conditions that may worsen corruption or inefficiencies faced by traditionally marginalized populations, such as women, youth, indigenous peoples, and members of the LGBTQI+ community?</p> <p>15. What mechanisms or processes are in place to allow people who have experienced corruption or government inefficiencies to seek compensation? If such mechanisms exist, how inclusive and gender-sensitive are they? To what extent do existing redress mechanisms address the different ways in which different people experience and are affected by corruption? For example, if someone wants to file a complaint in person at an office, can women and men conveniently and safely access such offices?</p>

METHODS USED

The method used to carry out the study was a review and analysis of a series of selected documents. Ninety-four documents (studies, policies, statistics, press releases, video presentations) prepared by civil society organizations, international organizations, and institutions implementing USAID-supported interventions were analyzed. In addition, 18 government and civil society databases were analyzed (see *Bibliography* section).

The documents reviewed were from the last five years and, as far as possible, information broken down by department and district was considered, with emphasis on the departments of Ucayali, San Martin, Madre de Dios, Loreto, Cusco, and Cajamarca.

A matrix with the gender domains of USAID's Automated Guidelines System (ADS) 205 and the study questions was used to organize and analyze the documentation. This made it possible to identify statistics, information gaps, and information broken down by social and geographic groups.

STRENGTHS & LIMITATIONS

The main strength of the study is the method used, which is the analysis of a large number of documents. Its weakness, however, resides in the absence of data broken down by gender, vulnerable group, or subnational level. National surveys such as ENAHO and ENDES do not allow inferences for the provincial or district level, for example. Another shortcoming of the national surveys is the methodology for calculating basic household services. These services are calculated at the household level rather than at the individual level, so it is not possible to break them down by variables such as gender, ethnicity, or disability. Documents on the balance and analysis of the different mechanisms for citizen participation were not found either.

2. GENDER & CORRUPTION

In recent years, Latin America has started to analyze the link between gender and corruption. To understand how these issues are interconnected, the team included clear definitions in a glossary in Annex B.

Using the above definitions and USAID's mandate to promote inclusive development,³ there is a need to understand the overlap between the gender agenda and the agendas aimed at vulnerable populations. These agendas are part of the effort to reduce the gaps existing between the different populations, and to understand whether corruption affects these populations in a different manner (Transparency International, 2021).

Corruption curbs opportunities and limits access to the goods and services provided by the state. This directly affects populations that use public services and depend on social programs for their survival. Due to the feminization of poverty, there is an unequal power relationship and situations of vulnerability, discrimination, or historical oppression. Girls, adolescents, lesbians, trans people and non-binary individuals, women living in poverty, women with disabilities, indigenous women, Afro-descendants, migrants, and people deprived of liberty are most affected by corruption (Huaita M., *et al.* 2019). Furthermore, corruption makes situations of violence, discrimination, and exclusion of other vulnerable populations worse and has a differentiated impact on the access historically discriminated groups have to human rights (IACHR 2018).

The COVID-19 pandemic clearly exposed this relationship, as both globally and in Latin America the pandemic deepened pre-existing inequalities by exposing social vulnerabilities and jeopardizing the limited gains made in recent decades in terms of both rights and service provision. The pandemic affected women in a disproportionate manner, both from a health perspective and in terms of socioeconomic impacts (Transparency International, 2021).

The impact corruption has on people's lives can be both direct and indirect. Directly, it is most seen in cases of micro-corruption. This type of corruption is reflected in the daily abuse of power exercised by low or medium-level public officials in the direct relationship they have with citizens seeking access to goods or services (Gutiérrez Arroyo, N., 2022).

Another type of direct corruption is sextortion. Sextortion is a kind of corruption consisting of an abuse of power to obtain a sexual favor. This kind of corruption, which some people call sexual corruption, expresses itself through the exchange of sexual favors in a broader framework of gender violence and can involve various types of aggression against women, from sexual harassment to forced sex (Varón Z., 2021).

Corruption also directly affects vulnerable populations in contexts of structural gender discrimination. An example of this is the lack of due diligence in the investigation or prosecution of

³ This approach promotes inclusive, integrated, and non-discriminatory development that ensures full inclusion of everyone, making sure they can actively participate in and benefit from development processes and activities. This involves including people who suffer discrimination and therefore may have limited access to the benefits, legal protections, or social participation available in a country (USAID 201 Program Cycle Operational Policy).

cases of missing women due to the belief authorities hold that victims who are women or members of the LGBTQI+ community are promiscuous (Huaita M., 2022).

Corruption also has an indirect impact through cases of grand corruption (Montoya, Vivanco I., 2022). Grand corruption occurs at the highest levels of the state, distorting state policies or functioning, and allowing rulers to benefit at the expense of the treasury (Proética 2019). Grand corruption limits the resources available to programs or services aimed at women and other vulnerable populations (Montoya Vivanco I., 2022).

When analyzing gender and corruption issues, it is important not to overlook the progress made by organizations that defend the rights of women and other vulnerable populations. These organizations have already made progress in the prevention and prosecution of gender violence, as reflected in the corruption approach (Varón Z., 2021).

3. COVERAGE & ACCESS TO PUBLIC SERVICES

COVERAGE & ACCESS

HEALTH CARE

Five indicators show inequalities in health care coverage in the selected departments (see Table 1). Regarding the access to any kind of health insurance, women in Madre de Dios have the lowest levels compared to the rest of the country. This is due to the limited offer of health services in this department (INEI, 2022a).

With regard to medical personnel coverage, the greatest shortage is found in Cajamarca and San Martín. In terms of the presence of health posts, the shortage in Cusco stands out. With respect to health centers the shortage is greatest in Madre de Dios and Ucayali. In all departments, delivery care by skilled personnel is above 85%, except for Loreto, which has a coverage of 75%. In the case of measles vaccination for children under three years of age, coverage is over 80%, except for Madre de Dios and Ucayali. This is due to the need for health centers with qualified personnel and vaccine storage systems, which many health posts do not have.

Regarding access and quality of health services, women aged 15 to 49 stated that they experienced various difficulties in accessing services when they felt sick, mostly related to lack of medicines and absence of health personnel.⁴ In addition to the above reasons, in Cajamarca, Cusco, and Ucayali, lack of money to access treatment is also important. The 2020 National Household Survey, which includes women and men, indicates long waiting times and lack of time to await one's turn as main hurdles to accessing health services.

⁴ INEI Peru, Demographic and Family Health Survey, 2020

Table 1. Indicators of health service coverage and access (circa 2021)

Indicators	Peru	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Percentage of population with health insurance (2020) ⁽¹⁾	77.7%	87.1%	82.3%	86.8%	69.9%	83.6%	76.1%
Women ⁽⁴⁾	83.9%	92.7%	87.8%	90.5%	81.7%	88.2%	85.5%
Men ⁽⁴⁾	78.5%	87.5%	82.1%	86.0%	73.8%	83.2%	75.5%
Number of inhabitants per doctor (2020) ⁽²⁾	362	1,464	458	916	882	1,428	937
Number of inhabitants per facility (2020) ⁽³⁾							
Posts	3,669	1,833	4,616	2,341	1,721	2,646	2,874
Centers	12,340	7,901	7,180	7,668	15,801	9,371	13,700
Hospitals and institutes	53,050	60,571	61,685	85,630	86,906	52,920	147,278
Percentage of births cared for by qualified health personnel (2021) ⁽⁴⁾	95%	90%	95%	75%	98%	93%	85%
Percentage of measles vaccination coverage for children younger than 36 months (2020) ⁽¹⁾	83%	86%	87%	80%	69%	88%	78%

Source: Prepared by authors

MINSA Peru: Health Situation in Peru: Basic Indicators 2020

INEI Peru, Social statistics

INEI, Social statistics

INEI Peru: Gender Gaps 2022, Progress towards equality between men and women.

EDUCATION

The enrollment indicator for children aged 6 to 12 is currently the best indicator for analyzing access to education services. Coverage is high, but not universal, with the lowest levels found in San Martín and Ucayali. Also, when looking at enrollment levels in Cajamarca and Ucayali, it is found that school enrollment rates for girls are lower than for boys. This situation is the result of the highest public investment in education over the past 20 years (in 2008 government spending on education was PEN 20,493 million, while in 2021 it reached 55,655 million Peruvian soles, according to INEI, 2022c).

However, gender gaps can be seen when it comes to access to secondary education for adolescent girls from the poorest quintiles and rural areas. Likewise, despite improvements, only a quarter of women enter a university or a non-university higher education institution. ENDES 2021 reveals that women aged 12 to 24 give up their studies due to economic and family reasons (44.6%) and because of pregnancy or marriage (18.4%).

Another indicator of access to educational services is the illiteracy rate, which is higher in Cajamarca and Cusco (see Table 2). The difference in the illiteracy rate between men and women is five percentage points at the national level. Cajamarca, Cusco, and San Martín have the largest illiteracy

gaps between men and women. It is worth noting that illiteracy is highest among women aged 40 or older (INEI, 2022a).

In 2020, when many children depended on internet access for educational learning, it was found that almost half of the children in Cajamarca, Cusco, and Loreto did not have internet access, whereas nationwide 72% of children had access. In addition to the connectivity gap, many children lack the skills required to use technology.

Table 2: Indicators of education services coverage (circa 2021)

Indicators	Peru	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Net enrollment rate of children aged 6-12 (2021) ⁽¹⁾	92%	94.3%	92.9%	92.0%	93.9%	89.0%	88.0%
Women ⁽²⁾	92.1%	83.1%	88.5%	76.5%	91.6%	84.8%	64.6%
Men ⁽²⁾	91.9%	85.2%	83.7%	69.6%	81.4%	77.1%	69.7%
Illiteracy rate (2021) ⁽²⁾	5%	10%	9%	5%	3%	7%	5%
Women ⁽²⁾	7.6%	15.5%	13.7%	7.8%	5.5%	12.0%	7.8%
Men ⁽²⁾	2.7%	5.3%	5.4%	2.9%	2.1%	4.3%	2.5%
Population aged 6 years and older with Internet access ⁽³⁾	72%	53%	53%	45%	75%	63%	62%
Women ⁽²⁾	70.1%	49.0%	50.3%	45.7%	77.1%	62.7%	61.7%
Men ⁽²⁾	73.5%	57.6%	55.9%	45.2%	74.0%	63.5%	62.1%

Source: Prepared by authors

(1) INEI, Education Indicators by department, 2011-2021

(2) INEI Peru: Gender Gaps 2022. Progress towards equality between men and women

(3) INEI Peru. Statistics on information and communication technologies

WATER, SANITATION AND ELECTRICITY

Table 3 shows the percentage of people who have access to water, sanitation, and electricity services. Access to water through the public network is 91% at the country level, but in the prioritized departments, except for Cusco and San Martín, the levels are below average. The public network is the system of pipes that provide water to homes, whether the water is treated or not, and includes a community water point or basin (INEI, 2022c). However, not all water that arrives through the public network is of good quality; only 39% of Peruvians receive safe water in their homes; in Cajamarca, Loreto, and Ucayali, this percentage is below 20%; i.e., most water has free residual chlorine levels greater than or equal to 0.5 mg/l (INEI, 2022c).

Access to sanitation services (public sewage) is also below the national average in all study departments, and below 50% in Loreto, Madre de Dios, and Ucayali. Electricity service coverage is greater than water and sanitation coverage, even in the most disadvantaged departments.

Table 3: Indicators of coverage and access to water, sanitation, and electricity (circa 2021)

Indicators	Countrywide	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Percentage of population with access to public water supply (2021) ⁽¹⁾	91%	85%	93%	65%	86%	91%	78%
Percentage of population with access to safe drinking water (2021) ⁽²⁾	39%	16%	40%	15%	65%	20%	13%
Percentage of population with access to basic sanitation (2021) ⁽³⁾	76%	53%	75%	50%	44%	60%	47%
Percentage of households with access to electricity (2021)	94%	86%	92%	85%	93%	96%	86%

Note:

(1) Households supplied with treated or untreated water through a public network reaching the home, public network outside the home, but inside the building, or a community water point.

(2) Water with free residual chlorine levels greater than or equal to 0.5 mg/L.

(3) Households that have access to public sewage networks inside and outside the home, a cesspit, a septic tank, or a latrine.

Source: INEI, Budget Program Indicators 2021, Annual Results – prepared by authors

ACCESS TO PUBLIC SERVICES BY VULNERABLE GROUPS

As we mentioned in the section on methodology, a limitation of this study is the absence of statistics and updated information on the different vulnerable populations (persons with disabilities, Afro-Peruvians, members of the LGBTQI+ community, or indigenous populations). Below is a presentation of the available data:

INDIGENOUS POPULATION

Table 4 shows some of the indicators discussed in the previous section, broken down into indigenous population, indigenous women, and non-indigenous population. The definition used for indigenous (or native) populations in Cajamarca and Cusco comprises only the Andean indigenous population, while in the other departments it refers to the Amazonian indigenous population. In all cases, this definition results from how people define themselves.

The health insurance coverage indicator is the most equitable because it includes comprehensive health insurance (SIS, by its Spanish initials) with universal coverage, which is made available to people who do not have any other type of insurance. As a result, indigenous women in the six departments analyzed have high access levels. The same is not true for school attendance: Indigenous women have less access than indigenous men and the non-indigenous population.

As for electricity, water and sewage services provided through public networks, coverage in indigenous households is lower than in the rest of the households. The departments with the largest gaps between indigenous and non-indigenous populations are Loreto and Ucayali. In both

departments, their large size and population dispersion increase the costs for the provision of public services, which requires an articulation of regional and local governments that must have the capacities required to manage public resources efficiently.

Given the high percentage of households in the target regions that do not have access to drinking water services, the costs these people incur to find alternative water resources should be taken into account. It is especially important to consider the time people spend walking to a source to fetch water, keeping in mind that it is traditionally women and girls who do this task. As a result, women and girls often have less time left for education and work (INEI 2020).

Table 4: Public Services coverage in indigenous and non-indigenous population⁵ (2017)

Public Services		Cajamarca	Cusco	Loreto	Madre de Dios	San Martin	Ucayali
Percentage of population with health insurance	Indigenous people	78%	74%	85%	74%	71%	78%
	Indigenous women	80%	78%	86%	78%	73%	81%
	Non-indigenous people	82%	68%	83%	66%	81%	71%
Percentage of population (aged 12 to 16) attending school	Indigenous people	91%	95%	76%	85%	75%	75%
	Indigenous women	89%	94%	73%	84%	73%	73%
	Non-indigenous people	90%	94%	88%	92%	87%	86%
Percentage of access to public water supply ⁽¹⁾	Indigenous people	83%	84%	22%	57%	73%	27%
	Non-indigenous people	78%	92%	59%	78%	81%	68%
Percentage of access to sewage inside or outside home ⁽²⁾	Indigenous people	68%	74%	24%	44%	53%	29%
	Non-indigenous people	58%	91%	65%	66%	62%	76%
Percentage of access to electricity	Indigenous people	86%	81%	35%	57%	79%	33%
	Non-indigenous people	81%	93%	80%	86%	86%	83%

Note:

(1) Homes that are supplied with treated or untreated water through a public network inside the home, public network outside the home, but inside the building, or a community water point.

(2) Homes that have access to public sewage networks inside and outside the home, cesspit, septic tank, or latrine.

Source: INEI Peru, *Ethnic Self-identification: Indigenous and Afro-Peruvian Population. National Population and Housing Census 2017: XII Population Census, VII Housing Census, and III Indigenous Communities Census* – prepared by authors.

LGBTQI+ POPULATION

A study conducted by USAID (2022c) reports the absence of data on the LGBTQI+ population as "administrative records or national surveys do not include gender identity as a variable." Only the

⁵ In Cajamarca and Cusco, this refers to indigenous or native Andean people; in Loreto, Madre de Dios, San Martin, and Ucayali, the definition includes indigenous or native Amazonian populations.

HIV/AIDS Prevention and Control Program, which registers people who seek these specific services, and the System for Registration and Control of Complaints (SIDPOL by its Spanish acronym) of the Peruvian National Police collect data broken down by gender identity (USAID, 2022c).

Regarding the protection of the rights of people who identify themselves as members of the LGBTQI+ community, a newspaper article reports that in Cusco there is no regional ordinance against discrimination based on sexual orientation or gender identity. Additionally, out of seven district ordinances against discrimination in general, only three include discrimination based on sexual orientation, while none include discrimination based on gender identity (La República, 2022).

As for access to health, the study notes the following (USAID, 2022c):

- The LGBTQI+ population does not access health services due to internalized stigma and discrimination by health workers.
- The Ombudsman's Office's supervision of health services provided in Ucayali, San Martin and Loreto, showed that 57% of staff had received training in protecting the right to health care and other rights that members of the LGBTQI+ community are entitled to. In addition, some of the people identified and/or perceived as gay, trans, and/or bisexual lacked IDs, and none of the facilities provided hormone therapy within the framework of the technical standards for the transfeminine population.

Other important data regarding access to education reveal the following (USAID, 2022c):

- Abuse, violence, and school bullying are interrelated phenomena, with LGBTQI+ groups and particularly trans people (both male and female) as the most affected, which often results in dropping out from school.
- Increase in school violence between 2018 and 2021, recorded in the SiseVe portal of the Ministry of Education (MINEDU).

AFRO-PERUVIAN POPULATION

The 2017 Census included the variable *self-identification as Afro-Peruvian*, comprising 828,894 people nationwide. Regarding access to health insurance, women have better access to health insurance, which is true for both Comprehensive Health Insurance and Social Security. The percentage of Afro-Peruvian people with access to health insurance is slightly lower than that of the population in general (72.8% versus 73.1%).

Two indicators show two types of inequality: Afro-Peruvians versus non-Afro-Peruvians, and men versus women. School attendance rates of boys and girls aged 12-16 who do not identify as Afro-Peruvian are higher than school attendance rates among Afro-Peruvian boys and girls. Within this latter group, school attendance is lower among girls than among boys. The illiteracy rate for Afro-Peruvians is almost double the rate for the other groups and shows a large gender gap.

Based on the census, Afro-Peruvian households have lower access to water, sewage, and electricity services than non-Afro-Peruvian households.

Table 5: Public services coverage for Afro-Peruvian population (2017)

Public Services	Afro-Peruvian	White, mixed race, other
Percentage of population with health insurance	72.8%	73.1%
Women	77.1%	75.7%
Men	69.1%	70.3%
Percentage of population (aged 12 to 16) attending school		
Women	89.6%	90.8%
Men	90.3%	91.6%
Illiteracy rate	6.0%	3.9%
Women	8.6%	5.5%
Men	3.8%	2.3%
Percentage of households with access to public water supply ⁽¹⁾	85.4%	86.3%
Percentage of households with access to sewage inside or outside the home ⁽²⁾	66.1%	68.1%
Percentage of households with access to electricity	90.7%	91.1%

Note:

(1) Households that are supplied with treated or untreated water through a public network inside the home, public network outside the home, but inside the building, or a community water point.

(2) Households that have access to public sewage networks inside and outside the home, a cesspit, a septic tank, or a latrine.

Source: INEI, Peru. *Ethnic Self-identification: Indigenous and Afro-Peruvian Population. National Population and Housing Census 2017: XII Population Census, VII Housing Census, and III Indigenous Communities Census* – prepared by authors.

POPULATION WITH DISABILITIES

The results of the 2017 Population Census show that 10.4% of Peru’s total population has some kind of disability. Out of the total population with some kind of disability, 57% (1,739,179 people) are women.

The National Household Survey (ENAHO) 2021 reveals that most of the people with some kind of disability are aged 65 or older (45.6%), followed by people aged 15 to 64 (44.8%), and people under the age of 15 (9.7%).

As for access to public services (Table 6), 86.4% of people with disabilities have health insurance (INEI, 2022c). Access to education shows two types of inequality: less access to education for people with disabilities and even less for women with disabilities. Illiteracy shows the largest gap, as people with disabilities have illiteracy rates that are six times higher than the rates among people without disabilities, while women with disabilities show illiteracy rates that are double those of men with disabilities.

In terms of access to basic services by households, gaps are equal to those in the rest of the population.

Table 6: Public services coverage for people with disabilities (2021)

Public Services	With disability	Without disability
Average years of schooling of people aged 15 or older	7.7	10
Women	7.3	10
Men	8.0	10
Illiteracy rate	25.7%	4.1%
Women	34.6%	6.4%
Men	17.3%	1.9%
Percentage of households with access to public water supply (1)	89.5%	89.3%
Percentage of households with access to sewage inside or outside the home (2)	69.3%	72.0%
Percentage of households with access to electricity	94.5%	95.9%

Note:

- (1) Households that are supplied with treated or untreated water through a public network inside the home, a public network outside the home, but inside the building, or a community water point.
- (2) Households that have access to public sewage networks inside and outside the home, a cesspit, a septic tank, or a latrine.

Source: INEI Peru. Peru: Characterization of Living Conditions of Population with Disabilities, 2021 – prepared by authors.

OTHER VULNERABLE POPULATIONS

Below is a list of other gaps in the provision of and access to specific services for women, people with disabilities, the elderly, and children and adolescents (MIMP, 2021):

- **Temporary Shelter Homes** for victims of violence at risk of femicide or who fear for their physical and/or mental integrity. There is a need for an additional 173 homes to cover all provinces, as there are only 28 homes nationwide and only four of them have an appropriate capacity.
- **Shelters/Residences for Children and Adolescents** for children lacking parental care. An additional 173 centers are needed to cover all provinces, as there are only 53 nationwide and only 19 of them have an appropriate capacity.
- **Residential Care Centers for People with Disabilities.** There is a need for an additional 25 centers to cover all regions, as there are only seven across the nation, and none of them have an appropriate capacity.
- **Deconcentrated Adoption Units** where there are children awaiting their turn to be adopted. There are only ten units and none of them have an appropriate capacity (MIMP 2021).
- **Women's Emergency Centers (CEM,):** There are 26 in Cusco, 13 in Loreto, 26 in Cajamarca, 5 in Madre de Dios, 18 in San Martin, and 8 in Ucayali. No data were found on the gap in service provision (MIMP 2022).

LAND TITLING

The land titling process among indigenous communities⁶ and individuals is long, costly, and cumbersome due to the profusion of legal norms at different levels related to the titling process, many of which are outdated, unclear, and complex. Table 7 shows the number of communities with pending land titling (432 in Loreto) and the gap with respect to the total number of communities in the department (69% in San Martín). In Cajamarca and Cusco, individuals seeking land titling are those who face the largest number of problems.

One study mentions that "the regional governments, responsible for this process at the departmental level, have not achieved homogeneous progress in the land titling process. This is due to different factors ranging from the lack of political will expressed in the meager budget allocated to this task, to the lack of qualified professional teams and -even- to the existence of practices contrary to regulations and legality in the cession of territories, to the detriment of native communities" (USAID, 2022b).

The communal and non-individual perspective of the legal norms for land titling weakens the unity of peoples and their organizations (USAID, 2022b). Within this framework, there are large gaps in the participation of indigenous women in decision making. Similarly, most land titling processes do not include women. Even when they are widows whose children have migrated, they are normally not appointed as family representatives or head of the household (López, T., 2017).

Table 7. Land titling status for communities and individuals (2017)

Indicators	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Communities with a title	2	58	689	27	30	249
Communities with pending title	0	5	432	6	68	51
Land titling gap	0	8%	39%	8%	69%	17%
Individual properties lacking titling	108,044	134,619	48,197	906	23,968	158

Source: Ombudsman's Office, 2018 – prepared by authors

GOVERNMENT CAPACITY TO PROVIDE PUBLIC SERVICES

The National Center for Strategic Planning (CEPLAN) has developed a study (CEPLAN, 2022) on the state's capacity to provide public services, proposing an index that measures the state's administrative capacity based on four services. The following services and indicators are part of the index⁷:

⁶ The national regulations referring to titling and recognition of the territory of indigenous peoples use the term "native communities" (USAID, 2022b).

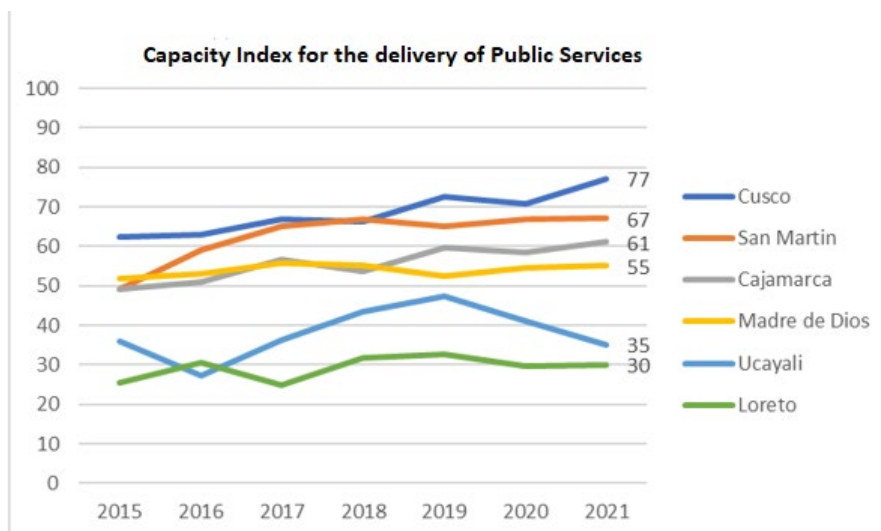
⁷ In addition to the services gap analysis conducted by CEPLAN, the ministries identify infrastructure and services gaps that they then use to formulate the Multiannual Investment Programming Process.

- Primary health care services (vaccination of children under one and delivery care by qualified professionals)
- Regular education services (educational institutions with full teaching equipment, classrooms and restrooms that are in good condition, as well as sufficient educational materials that are delivered in a timely manner)
- Public security services (complaints filed and being processed, presence of national police or municipal police forces known as *serenazgo* in neighborhoods)
- Basic housing services (electricity and water available 24/7)

The following graph shows the development of the index between 2015 and 2021, as well as the values for the last year. Cusco and San Martin show values above the national average and improvement by more than 15 points within six years. Cajamarca, which ranks third, shows improvements, but they are less significant than those in the aforementioned departments. Loreto and Ucayali rank the lowest, with highly limited development and no apparent change between 2015 and 2021. Madre de Dios shows little improvement but is in a better position than the previous two towns mentioned. At the national level, the index was 63.98 in 2021.

The maximum index value is 100 points: The difference with the scores achieved shows the gap, due to deficiencies in access to primary health care, regular education, public safety, and basic housing services.

Figure 1: Index measuring capacity for public services provision (2015-2021)



Source: CEPLAN (2022) – prepared by authors

In terms of the index related to the provision of primary health care services in the selected areas, Cajamarca, San Martin, Loreto, and Ucayali scored the lowest. As for regular basic education services, the lowest scores correspond to Loreto, Ucayali, and Madre de Dios. In public security, San Martin has high scores, while Cajamarca, Ucayali, and Madre de Dios have low scores. Loreto and Ucayali score low in the provision of basic housing services.

It is worth noting that the responsibilities for the provision of services consider a differentiation based on the three government levels and are established in the legal norms for decentralization, as well as in the sectoral norms.

BARRIERS TO ACCESS PUBLIC SERVICES

The barriers affecting vulnerable populations - women in all their diversity, youth, indigenous populations, Afro-descendants, members of the LGBTQI+ community, and people living with disabilities - comprise micro-corruption, discrimination, and physical hurdles to the access of public services.

Micro-corruption: This is the most common kind of corruption occurring in the daily interaction between public servants and citizens. It is used to streamline procedures, avoid fines, etc. It is linked to the provision of public services and access to services such as health care, education, and justice, or access to places such as hospitals, schools, police departments, and other agencies (Solano López, A., 2019). Women, because of their primary role in caring for the household, suffer more from micro-corruption in both scope and intensity. The reason is that they have greater interaction with public systems, are users –both for themselves and for the people who depend on them- of public services and are those who -due to their general condition of poverty and vulnerability- have a greater need for the benefits of social policies (Montoya Vivanco I., 2022).

The National Policy on Integrity and Fight against Corruption (2017) identifies functions and assigns roles to regional and local governments in the fight against corruption. These include the promotion of capacity-building to implement anti-corruption strategies (regional governments), the promotion of integrity and public ethics (local governments), and the promotion of citizen participation to monitor the proper use of the resources allocated to provide public services.

Discrimination: There are patterns of discrimination that are not only due to gender issues, but also due to racism and aporophobia.⁸ According to interviews conducted by Proética, in hospitals indigenous women, Afro-descendants, and members of the LGBTQI+ community suffer discrimination in the form of untimely or poor-quality care. These people often come last when it comes to receiving services.

Indigenous women also have difficulty accessing services because providers do not speak their language and they themselves do not understand Spanish (Proética 2021). In this regard, Act 29735 (July 2011) and its regulations state that it is mandatory to hire personnel fluent in the indigenous or native language(s) predominating in their respective areas in order to help users of public services. Likewise, regional and local governments are responsible for issuing ordinances to *promote the use, preservation, development, recovery, promotion, and dissemination of indigenous or native languages and to prohibit any form of discrimination based on the use of these languages.*

Physical Hurdles: As mentioned above, hurdles can also be physical (distance or inexistence) as services may not be available in the provinces and sometimes not even in the regions where they are needed. There are not enough Temporary Shelter Homes, or Shelter Centers/Residences for Children and Adolescents, or Residential Shelters for People with Disabilities, or Deconcentrated Adoption Units. For people living with disabilities, physical hurdles include the lack of ramps and

⁸ Aporophobia: phobia of poor or disadvantaged people

other accessibility elements in schools, lack of educational materials and signage for the blind or deaf, and lack of trained personnel to support these populations (Ombudsman's Office 2019).

4. CITIZEN PARTICIPATION

Citizen participation is understood as "the capacity of citizens to influence, whether individually or collectively, organized or unorganized, in the decision-making processes of public affairs, through concrete mechanisms as part of the social construction of public policies, in the exercise of the fundamental right of all citizens to participate in the political and social activities of the nation of which they are a part, but also in the fulfillment of the duty of co-responsibility to achieve greater social cohesion and a better quality of life for the members of that nation" (Schack y Arbulú, 2021).

This capacity is recognized in the Political Constitution of Peru of 1993 and in several legal norms:

- Law on the Rights of Citizen Participation and Control, Law 26300, which governs a) initiative for constitutional reform; b) initiative in law-making; c) referendum; e) other participation mechanisms; d) initiative in ordinance-making; e) revocation of authorities; f) removal of authorities; g) demand for accountability.
- Law on Decentralization, Law N°27783.
- Law of Internal Control of State Entities, Law N°28716.
- Law modifying several articles of Law 26300, Law N°30315,
- Organic Law of Municipalities, Law 27972, which governs: a) initiative in the formation of municipal devices; b) right to referendum; c) communal neighborhood boards; d) management committees; e) right to report infractions and to be informed; f) open town hall; g) local participation of business sector.
- Organic Law of Regional Governments, Law 27867, which governs: a) Regional Coordination Councils (CCR), Local Provincial Plan (CCLP), Local District Plan (CCLD); b) Concerted Development Plan; c) regional and local participatory budget; d) board of communal neighborhood delegates.
- Organic Law of the National Control System and the Comptroller General's Office, Law N°27785.

There are different citizen participation mechanisms that can be differentiated according to the organization of the Peruvian public administration and its functions, as done by Shack and Arbulú (2021) and which are shown below:

Table 8. Citizen participation mechanisms

FUNCTION	TYPES OF PARTICIPATION
Electoral	<ul style="list-style-type: none"> • Political parties and movements
Judiciary	<ul style="list-style-type: none"> • <i>Amicus curiae</i> ((indirect participation) • Communal justice: <ul style="list-style-type: none"> ○ Election of justices of the peace ○ Communal justice imparted by justices of the peace, or farmer and native community patrols
Legislative	<ul style="list-style-type: none"> • Constitutional reform initiatives • Legislative initiatives • Initiatives for regional and local norms • Referendum
Executive	<p>Public policy planning phase:</p> <ul style="list-style-type: none"> • Public policy planning phase • Territorial concerted development planning process (regional and local coordination councils) • Participatory budgeting process <p>Public policy design phase:</p> <ul style="list-style-type: none"> • Public policy design process • Environmental impact assessments for projects • Prior consultation <p>Public policy implementation phase:</p> <ul style="list-style-type: none"> • Implementation nuclei • Soup kitchens • Neighborhood councils • Open town halls • Regional public hearings • Management of quality of services in public sector
Accountability	<p>Mechanisms established in Law N° 26300:</p> <ul style="list-style-type: none"> • Revocation of authorities • Removal of authorities <p>Mechanisms established in external governmental control cycle:</p> <ul style="list-style-type: none"> • Public Hearings, known as "Comptroller General's Office Listens to You". • Postula con la Tuya ("Pay for your own candidacy") app. • School Youth Auditors s (AJE) • Citizen Control Monitors

Source: Schack and Arbulú (2021) – prepared by authors

On the other hand, the references analyzed have not shown any balance or evaluative documents on these mechanisms, let alone statistics providing data on geographic location, participants broken down by age, gender, ethnic origin, or others. Citizen participation mechanisms for which some documentation was found are referred to below.

PARTICIPATORY MECHANISMS IN ELECTORAL PROCESS

This section presents the revocation mechanism, while the following section provides a more extensive description of the political participation by the different political parties and movements.

POPULAR CONSULTATION ON REVOCATION OF MUNICIPAL AUTHORITIES

The JNE defines that "a revocation consists of an election process in which citizens participate directly, with their vote, to remove from office the regional, municipal, provincial or district authorities they had previously elected."⁹ The authorities that can be revoked are mayors, provincial and district councilors, governors, vice governors, and regional councilors. As a citizen participation right, the revocation mechanism is protected by the political constitution and is governed by the Law on the Right of Citizen Participation and Control, Law 26300, Resolution 258-2007-JNE.

In 2021, 54 authorities were subject to revocation by popular consultation: 13 district mayors and 41 district councilors. Regarding the prioritized departments, a revocation consultation took place in the district of Pillpinto (Paruro, Cuzco). Other departments that have held revocation consultations are Ancash, Apurímac, Huancavelica, Huánuco, Ica, Junín, Lima, Piura, Puno, and Tacna (JNE, 2021c).

In 2017, the consultation for the revocation of municipal authorities covered two districts of the prioritized departments: the district of San Pedro, province of Canchis in Cusco, and the district of Utco in the province of Celendín in Cajamarca (JNE, 2017).

PARTICIPATORY MECHANISMS IN PLANNING OF PUBLIC POLICIES

REGIONAL AND LOCAL PLANNING

Regional and local concerted development plans are the development management instruments for each area of intervention. These plans are linked to the National Development Plan and are prepared according to the guidelines provided by the National Center for Strategic Planning (CEPLAN), while they are also linked to the public budget and public investment projects. They are defined as technical and participatory processes, where technical teams are formed to guide the process to then establish stages for construction and consultation with citizens (represented by organizations).

Not all provincial or district municipalities in the selected departments have made local development plans (see Table 9 below). In four of the departments, less than half of the municipalities have a plan.

Table 9. Percentage of provincial and district municipalities with development plans and participatory budget 2020

Neighborhood Participation Spaces	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Number of Municipalities	127	112	53	11	77	17
Concerted Development Plan is in place	30%	38%	26%	45%	42%	59%
Participatory Budget is in place	64%	88%	75%	73%	88%	94%

Source: National Registry of Municipalities 2020 – prepared by authors

⁹ Taken from:

<https://portal.jne.gob.pe/portal/Pagina/Ver/315/page/Revocatorias#:~:text=La%20revocatoria%20consiste%20en%20un,Alcaldes%20y%20regidores%20provinciales.>

The absence of plans does not mean that municipalities cease to function or that they do not receive their budgeted funds because "there is no mandate over the budget decision (OECD, 2016b). Except for multiannual programming, there is no mechanism in the state that ties budget decisions to the prospective analysis of the development of the territory" (Glave and Ballón, 2021). A reason why these processes did not take place in 2020 was because of the restrictions in terms of social mobility and face-to-face events for different participatory processes, due to the COVID-19 pandemic that year.

PARTICIPATORY BUDGET

Since 2003, the Participatory Budget has been implemented (Participatory Budget Law 28056 and its amending Law 29298) as a "mechanism for the equitable, rational, efficient, effective, and transparent allocation of public resources" (Article 1). The Ministry of Economy and Finance (MEF) defines it as a "policy and management instrument, through which regional and local authorities, as well as duly represented civil society organizations jointly define how and to what effect to use the resources, which are directly linked to the vision and objectives of the Concerted Development Plan."¹⁰

Although the participatory budget formulation process is prescribed by law, Table 10 shows that not all provincial or district municipalities in the study area report having carried it out. The highest percentage of municipalities with a participatory budget is seen in Ucayali (94%), while Cajamarca has the lowest percentage (64%).

Despite the high institutionalization of this citizen participation mechanism in regional and municipal governments, as required by law, the changes and updates made to the framework law and the MEF instructions that govern the participatory budget process do not ensure real participation or representation of the needs and proposals of all groups (especially the most vulnerable) in a region, province, or municipality.

McNulty (2019) and Remy *et al.* (2020) point out the following limitations and their consequences:

Process:

- Not all the public budget is part of the participatory budget, but rather a fraction of the investment budget, as established by the regional council or municipal councils.
- Implementation of the process at the regional and municipal levels is flexible to a certain extent; a variety of modalities is available (such as online consultation or the presentation of projects without debate), which means that it is only a formal process that does not become participatory in the sense of people listening to needs, discussing priorities or making choices.
- The disappearance of the regional or local coordination councils, which were in charge of overseeing a broad call for proposals, monitoring the participatory budget formulation process, justifying priorities before the regional or municipal council, and supervising their execution.

¹⁰ Taken from: https://www.mef.gob.pe/es/?option=com_content&language=es-ES&Itemid=100288&lang=es-ES&view=article&id=1940

Project prioritization:

- By defining local investment projects to be aligned with national investment projects, local needs or priorities are neglected.
- There is no obligation to include the projects selected in the participatory budget in the institutional budgets or to implement them.
- Most of the prioritized projects that are executed are infrastructure projects. Projects that could complement these investments are left aside, which causes frustration among citizens.
- High perception of corruption in project implementation processes

Civil Society Participation:

- The "participating agents" are different in each area, but priority is given to regional and local government officials, and to the directors of public educational or health care institutions.
- Participating agents from civil society are organizations rather than individual citizens. In addition, they are organizations previously registered with the subnational government that administers the process according to each entity's regulations. Thus, organized civil society is restricted because only previously registered organizations can participate. In some territories, neighborhood organizations are convened, which in urban areas are more institutionalized, while in rural areas these organizations are very weak as they are only activated once a year to participate.
- Part of the participatory budget formulation process is the formation of a technical team. In most of the territories, these teams do not include civil society and have a role that is excessively powerful.
- The MEF has information that is broken down by gender (male and female) on participating civil society agents, but it does not have information on the participation of other vulnerable groups (LGBTQI+, indigenous people, people with disabilities).

Political support:

- Low levels of political support from governors and municipal authorities, which reaffirms a formal, non-participatory process.
- Lack of appreciation of participatory budget process by public officials, who see it as a burden or as an effort that diverts funds to issues, they do not see as priorities.

With regard to participating actors: As mentioned above, actors participating in the participatory budget are institutions rather than individuals, so it is not possible to analyze the participation of women or vulnerable organizations in these processes. McNulty (2019) states the following:

- Between 2008 and 2019 about a third of the total number of participating agents were women (27% in 2008 and 31% in 2019).
- In 2009, 20% of the total number of members of technical teams were women, a percentage that rose to 23% in 2019.
- As for the Monitoring Committees, women participation is also low: 26% in 2009 and 29% in 2019.
- Women's organizations account for 2% to 4% of participating agents attending the assemblies and are the ones who effectively represent women.

- Regarding the quality of the assemblies, measured by the time of contributions by the agents participating in the assemblies, it was found that men spoke more often than women (men in neighborhood groups spoke 64% of the time versus 36% for women, male municipal officials accounted for 84% of contribution time versus 16% for female municipal officials).

The variety of organizations and institutions of participating agents involved depends on the regional or municipal organization. Remy *et al.* (2020) mention that the lists of participating agents include many more representatives from government agencies, educational institutions, neighborhood boards or committees, and producer groups than from civil society organizations. Participation depends on the capacity of the government level to convene people, and there is a lot of variation.

Table 10. Regional participatory budget - participating agents (percentage)

Participating agents	Cajamarca ⁽¹⁾	Cusco ⁽²⁾
Neighborhood association, board, or committee	3	0.0
Social organization	6	4.3
NGO	6	5.8
Trade unions / labor organization	6	0.7
University	3	1.4
Roundtable for Fight Against Poverty (MCLCP)	6	0.7
Local Government Official	25	19.4
Regional Government Official	31	57.2
Professional Association	11	4.3
Others	3	6.1
Women	31%	39.9%
Men	69%	60.1%

Note:

(1) Cajamarca Regional Government, regional results-based participatory budget process 2023

(2) Cusco Regional Government, participatory budget process 2021, participating agents

Source: Regional government websites – prepared by authors

Considering the information available, the participatory budget process of the Regional Government of Cajamarca included different participating agents, with regional and local government officials accounting for 56% of such agents. Only 31% of them were women. In the Regional Government of Cusco, 76.6% were regional and local government representatives, of whom 39.9% were women (Table 10).

The participatory budget as a participation mechanism had greater progress than others, however "...today it is declining because of its standard architecture, its prescriptive and unique regulatory framework that does not consider the particularities of each government level or those resulting from territorial, cultural or social diversity, in addition to its dependence on the will and discretion of the authority (López Ricci, 2014; Molina, 2016)" cited by Glave and Ballón, 2021.

REGIONAL AND LOCAL COORDINATION COUNCILS (RCC & LCC)

The organic laws of regional governments and municipalities establish that these instances must establish RCCs and LCCs in each area. With regard to the municipalities, they are defined as regional

or municipal coordination and consultation bodies for the concerted development plans and the participatory budgets. The laws also promote the formation of stimulus funds for private investment in sustainable development.

At the provincial level, these councils are made up of the provincial mayor, district mayors, and representatives of civil society (40% of total). At the district level, they are made up of the mayor, representatives of towns and villages, and representatives of civil society (40% of total). Civil society representatives are elected through a process regulated by an ordinance approved by the municipality.

First of all, the representation of civil society in the selected municipalities does not reach the 40% established by law, with the lowest percentage occurring in the municipalities of Madre de Dios (18.8%), and the highest in Cusco (33.1%) and San Martin (33.2%).

In terms of the gender gap in LCCs, the percentage of women elected as mayors is very small, with a slightly higher percentage of councilwomen. In the municipalities of the selected area, the percentage of women in LCCs varies among departments: in Madre de Dios and Ucayali they are the lowest (15.4% and 20.5%, respectively). In Cajamarca and Cusco, the percentages of women representatives of civil society are close to a quarter (25.7%, 25% in each case). Finally, in both Loreto and San Martin women represent around a third (27.3% and 33.6%). See Table 11 below.

Table 11. Representatives in Local Coordination Council, 2021 (percentage)

REPRESENTATIVES	GENDER	CAJAMARCA	CUSCO	LORETO	MADRE DE DIOS	SAN MARTÍN	UCAYALI
Mayors of towns and village	Women	1.7	3.5	10.0	0.0	8.1	16.7
	Men	98.3	96.5	90.0	100.0	91.9	83.3
Districts Mayors	Women	0.0	2.0	5.6	0.0	4.3	25.0
	Men	100.0	98.0	94.4	100.0	95.7	75.0
Municipal council members	Women	19.7	24.1	29.2	63.6	29.8	36.1
	Men	80.3	75.9	70.8	36.4	70.2	63.9
Civil society representatives	Women	25.7	25.0	27.3	15.4	33.6	20.5
	Men	74.3	75.0	72.7	84.6	66.4	79.5

Source: National Registry of Municipalities 2021 – prepared by authors

PARTICIPATORY MECHANISMS IN THE DESIGN OF PUBLIC POLICIES

PRIOR CONSULTATION

Prior consultation is the right of indigenous or native peoples to be previously consulted regarding legislative or administrative measures that could directly affect their collective rights or their physical existence, cultural identity, quality of life, or development. Consultation is also essential when it comes to national and regional development plans, programs and projects that directly affect these rights (IPDE 2021).

In March 2022, a ruling on prior consultation was published, extending this mechanism to public service projects including roads, electrification, and waterways. Previous regulations did not include these projects, though they had enormous environmental and cultural costs and impacts on the indigenous and native peoples (DAR 2022).

PARTICIPATORY MECHANISMS IN THE IMPLEMENTATION OF PUBLIC POLICIES

LOCAL HEALTH ADMINISTRATION COUNCIL (CLAS)

Co-management and citizen participation in the Health Service Provider Institutions' (IPRESS by its Spanish acronym) first level of care have been in place since 1994. Subsequently, Law 29124 of 2007 granted them responsibilities over the management of public resources for the administration of health services based on a contract signed between a communal entity called CLAS, the government, and the regional health directorates. The basis for this contract was the local health plan.

In 2018, there were 686 CLAS associations representing 20% of the total number of IPRESS' first level of care. They are in 23 departments, with Tacna, Arequipa, and Madre de Dios standing out as having all IPRESS with first level of care (MINSA, 2019).

In the same year, an assessment showed that 50% of the governing boards of CLAS associations were not functioning, the co-management agreements were not formalized, technical assistance was inadequate or nonexistent, and financing was distorted because the reimbursements for the care of those insured by the SIS did not reach the CLAS (MINSA, 2019).

REGIONAL PARTICIPATORY COUNCILS FOR EDUCATION (COPARE)

This mechanism is located within the framework of the executive function, in the process of designing public policies, specifically in the formulation processes of Regional Education Projects (PER).

The General Education Law (Law 28044) creates the Regional Participatory Education Councils (Copare) and defines them as "instances of participation, coordination and oversight in the development, monitoring and evaluation of the Regional Education Project. It is made up of the regional director of education and representatives of teachers, universities and higher education institutions, productive economic sectors, the local educational community, and public and private institutions of the region" (Tit. V, Chap. IV, Art. 78).

The following factors affect the functioning of COPARE (CNE, 2022):

- Institutional dependence: The regulatory framework places COPAREs as dependent on the Regional Education Directorates and not on the regional governments. "This limits their scope of action to the strictly sectoral, though it is known that the development of education requires vision and actions of a multisectoral nature" (CNE, 2022, pp. 11). In addition, COPAREs do not have access to economic or technical resources.
- COPARE agendas prioritize the evaluation and formulation of their PERs, but the implementation of these functions is weak.

- Scarce availability of monetary and non-monetary resources and insufficient investment in capacity-building among their members.
- Limited activity of most COPAREs, which is reflected in their low level of impact on regional policy and public opinion.
- The fact that the COPAREs are led by the regional government leads to tension with civil society actors, resulting mainly in reduced participation and in civil society actors demanding accountability from regional education authorities.

PARTICIPATORY MECHANISMS IN EXTERNAL GOVERNMENTAL CONTROL

TRANSPARENCY AND CITIZEN OVERSIGHT COMMITTEE

The Transparency and Citizen Oversight Committees (CTVC) are mechanisms for social auditing or monitoring of the programs of the Ministry of Development and Social Inclusion (MIDIS) (CUNAMAS, JUNTOS, FONCODES, PENSION65, QALI WARMA, and others). The Transparency and Citizen Oversight Committee was created in 2012 by Supreme Decree 012-2012-MIDIS. It is a collegiate body of a permanent nature, which has the authority and autonomy to perform its functions. Its objective is to "promote informed, active and effective social oversight, with a rights-based, participatory, constructive and intercultural approach, to help ensure that MIDIS social programs are implemented in an efficient, articulated, transparent and neutral manner, with the aim of improving the living conditions of the population that is in the process of inclusion."¹¹

The CTVC consists of representatives of the Presidency of the Republic, the National Evangelical Council of Peru, the Peruvian Episcopal Conference (CEP-CARITAS), the National Assembly of Regional Governments, the Association of Municipalities of Peru, the Network of Urban and Rural Municipalities of Peru, the Roundtable for the Fight Against Poverty, Civil Society (ANC-CONADES), and business associations (CONFIEP).

At the local level, Local Transparency and Citizen Oversight Committees are formed, which are responsible for reporting to the MIDIS on cases of non-compliance or irregularities in the provision of social program services, and for monitoring the actions taken by the ministry to solve these cases (CTVC 2022). In 2018, 1,604 committees were registered in the country, as shown below. Disaggregated information on the members of these committees is not available.

Table 12. Local Transparency and Citizen Oversight Committees, 2018

	Nationwide	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
CVTVC	1,604	126	76	91	6	53	15

Source: MIDIS (2018)

¹¹ Taken from: http://www.ctvcperu.org.pe/system_page/objetivos.php

SOCIAL CONTROL MECHANISMS¹²

The Comptroller General's Office has various citizen participation mechanisms for social control of public entities at the national level:

- Oversight Committees for Youth: They oversee educational services in educational institutions. As of October 2022, there were 331,314 virtual school oversight committees with the participation of 6,171 teachers, 242,583 youth auditors, 214,773 parents, and 5,094 schools.
- Citizen monitors: As of October 2022, there were 1,685 citizen monitors and 2,385 control services.

Table 13. New citizen monitors, 2022

	Nationwide	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Citizen monitors	2,063	69	72	23	16	38	26

Source: Comptroller General's Office, "https://www.gob.pe/institucion/contraloria/informes-publicaciones/3730073-listado-de-nuevos-monitores-ciudadanos-de-control?utm_source=monitoresciudadanos&utm_medium=enlace&utm_campaign=MCC22"

- Social control mentors: This mechanism is aimed at adult citizens over 60 years of age who are expected to contribute on technical issues related to the subjects of social control promoted by the Comptroller General's Office. During the first call in 2022, there were 38 mentors in Lima and Callao.
- Public hearings: They alert on alleged irregularities related to the use of public assets and resources. They can be face-to-face or virtual. As of October 2022, 195 public hearings had taken place, with 9,683 participants and 1,538 citizen alerts.

ACCOUNTABILITY

The Organic Law of Municipalities, Law 27972, established accountability processes through which provincial and district municipalities organize public hearings to be held accountable for each annual fiscal year. During these meetings, the mayor presents reports to the citizens on achievements and progress in terms of projects and construction works.

The following table shows municipality accountability spaces in the selected areas. It shows that only 47% of municipalities in Cajamarca complied with this process due to lack of political will or capacity of the officials, while 86% of the municipalities in Cusco complied with it. It is worth noting that if regional or local governments do not hold public accountability hearings, the population can file a demand for accountability to question the authorities regarding budget execution and the use of public resources (Law 26300, Law on the Rights of Participation and Citizen Control, amended by Law 29313 and Law 30315).

¹² Taken from: <https://controlsocial.contraloria.gob.pe/index.html>

Table 14. Percentage of provincial and district municipalities with neighbor participation in accountability processes, 2020

	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Number of Municipalities	127	112	53	11	77	17
Accountability	47%	86%	51%	55%	82%	71%

Source: National Registry of Municipalities, 2020 – prepared by authors

ANTI-CORRUPTION BRIGADES

Proética, a non-governmental organization that constitutes the Peruvian chapter of Transparency International, implements Anti-Corruption Brigades. These brigades audit an institution for 21 days, which has allowed the identification of administrative deficiencies rather than evidence of corruption. As a result of the audit, the brigades provide recommendations to improve public access to information and to make the implementation more efficient (Proética 2018).

More recently, with support from USAID, Proética has developed other social audit efforts including campaigns such as "Citizenship for Integrity." This campaign promotes the Public Integrity Model in Cusco, where regional and local government staff, as well as citizens know the Code of Ethics of the Public Function and promote the use of the Single Digital Platform for Citizen Complaints (Proética 2022). They also carried out social auditing actions involving public works (road and hospital construction, for example) through the platform "Keep an Eye on the Work" (*Ojo a la Obra*) in Cusco and Loreto (Proética 2022a).

OVERSIGHT COMMITTEES - EITI PROJECT

Grupo Propuesta Ciudadana (Citizen Proposal Group), with support from USAID, promoted the formation of Oversight Committees for "the monitoring of works executed with public budgets, funds coming from mining royalties.... to present some findings that led to explanations from those responsible at the municipality and from mayors" (USAID, 2021).

CITIZEN OVERSIGHT COMMITTEES - TRANSPARENT RECONSTRUCTION PROJECT

The Citizen Oversight Committees (and their driving committees) were promoted by the Transparent Reconstruction Project, supported by USAID, and implemented by Grupo Propuesta Ciudadana. These committees are aimed at citizens overseeing the reconstruction following the 2017 El Niño Costero phenomenon. The committees established dialogue with the regional offices of the Comptroller General's Office, the Authority for Reconstruction with Changes, the Supervisory Body for State Contracting, and the ministries of education and housing to ensure transparency in the execution of the budget. In these committees totaling 700 participants, 60% of members were women (USAID, 2021).

5. POLITICAL PARTICIPATION

The political participation of women, indigenous communities, members of the LGBTQI+ community, and people with disabilities presents different situations at the national, regional, and local levels, which are described below:

WOMEN'S POLITICAL PARTICIPATION

The participation of women as candidates in the different elections in Peru has evolved at an increasing pace because of different laws that defined participation quotas of 25% in 1997 (Law 26859) and 30% in 2000 (Law 2737). Subsequently, in 2020, the Congress of the Republic of Peru approved Law 31030, which guarantees gender parity and alternation in the electoral lists of candidates for national and subnational positions while establishing parity in candidacies for party leadership positions (ONPE, 2021).

As a result, at the national level, there is an increase of 12 percentage points in the representation of women in Congress (26% in 2020-2021 period, and 38% in 2023-2026 period). Likewise, in all of the selected departments, except for Loreto, a greater number of women were elected.

Table 15. Female and male parliamentarians per represented department

Congressional Term	Nationwide	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
2020 - 2021							
Total	130	6	5	4	1	4	2
Women	34	2	1	1	0	1	1
Men	96	4	4	3	1	3	1
2021 - 2026							
Total	130	6	5	4	1	4	3
Women	49	3	2	1	0	3	2
Men	81	3	3	3	1	1	1

Source: INEI, 2022 - prepared by authors

However, regulatory changes have not been sufficient to ensure women have the same chance to be elected as men. The position of women in the electoral lists is a critical element in the final eligibility, and what can be seen is that in the registered lists most of the women were listed in the lower third. "In the case of the 2021 General Elections, and despite the approval of parity and alternation, only 24% of women are listed within the upper third of the lists" (JNE, 2021).

In the 2020 Congressional elections, even though 40% of the candidacies were women, only 26% of those elected were women. Regarding the lists in the target regions, for the 2021 general elections in Loreto and San Martín only between 7 and 15% of female candidates were listed in the first third of the congressional lists; in Ucayali and Madre de Dios the proportion was 16 to 25%, in Cajamarca it was 26 to 33%, and in Cusco between 34 and 57% (JNE, 2021).

Regarding the elections for regional governments and municipalities in 2022, 48.6% corresponded to women candidates: 70.3% were candidates for the position of regional vice-governor, 48.6% ran for

the position of regional councilor, and 28.5% were candidates for the position of governor (JNE, 2022a). "The proportion of women running for regional positions in the different regions ranges from 45.1% to 51.3%, with Madre de Dios featuring the highest percentage and Huancavelica the lowest. However, the distribution of candidates for regional governor stands out in the positions at this level, with a variation ranging from 0% to 55.6%" (JNE, 2022a).

The proportion of women candidates for the position of mayor of provincial or district municipalities reached 8.1% and 8.7%, respectively, while the percentage of female candidates for the position of councilwomen in provincial and district municipalities reached 48.6% and 48%, respectively. "At the district level, mayors are elected in 1,694 towns and villages. However, only 563 (33.2%) of districts have woman candidates. It is worth noting that in 417 districts there is only one woman running for that position" (JNE, 2022a, pp. 5).

As the following Table shows, the results of the Regional and Municipal Elections for the period 2022-2026 were not beneficial for women. At the national level, two women were elected as regional governors (Lima and Moquegua), but 88% of vice-governors are women (in Huánuco, Lima, and Moquegua they are men)¹³. Regarding the election of provincial mayors in the selected departments, there is low participation of women. In the district municipalities, there is a greater participation of women as mayors compared to the provincial level. However, only in Loreto does women participation reach at least 1% of the total number of elected district authorities. In the other areas, women participation is much lower.

Table 16. Women and men elected to the positions of governor, provincial mayors, and district mayors, 2022-2026

	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Regional Government						
Regional Governor – Men	1	1	1	1	1	1
Vice-Governor – Women	1	1	1	1	1	1
Provincial Mayors						
Total	14	13	8	3	10	4
Women	0	2	0	0	1	1
Men	14	11	8	3	9	0
District Mayors						
Total	114	102	44	8	68	15
Women	3	7	5	1	2	1
Men	111	95	39	7	66	14

Source: JNE. Electoral Platform – prepared by authors

¹³ Resolution No. 0005-2023-JNE. The process of Regional Elections 2022 and Second Regional Election 2022 and the citizens elected as governors and vice-governors for the period 2023-2026 are declared concluded. Lima, January 13, 2023.

The following were the main problems hindering the participation of women in politics in 2018 (JNE, 2022a):

- Discrimination: A total of 14.1% of female candidates suffered discrimination during the campaign that year. Also, 39% reported that they were discriminated against for being women, 19% for their age, 14% for being their first time running for elected office, 8% for their economic situation, and 3% for their skin color, race, or ethnic origin.
- Difficulties faced running for office: Difficulties included being the target of negative or dirty campaigning (65.8%), need to ask other people for money for the campaign (47.7%), generating negative consequences for their career in other areas (40.5%), spending less time with their family (24.8%), generating conflicts with their partner (11.3%), and being attacked by the press (20% compared to 10% in the case of men).
- The main hurdle for women to participate in politics is political harassment. In 2018, approximately 25% of female candidates suffered some type of political harassment. This percentage varies when they are candidates for a council position (19.2%) or an executive position (69.6%). The most common types of political harassment are mockery, defamation, restriction of participation, threats, imposition of activities based on gender stereotypes, limitation of financial means, and physical violence.

POLITICAL PARTICIPATION OF INDIGENOUS POPULATION

According to the 2017 National Census, 26% of people in Peru self-identified as belonging to one of the 55 indigenous or original peoples of the country. According to the 2020 Congressional Candidates Survey conducted by the JNE, “29% of congress candidates in that electoral process self-identified as such” (JNE, 2021b, pp. 7). This situation is no different at the subnational level. However, in the 2018 regional and municipal elections, indigenous and native communities won only 1.7% of positions available for popular election (JNE, 2021b).

It is important to note that the quota system for the representation of rural, native, and original communities in the lists of candidates for regional, provincial, and municipal councils was established in 2002. “For this reason, Law 27680, which reforms the constitution and creates the regions, comes to include a quota for native communities and native peoples in the regional and municipal councils, which is specified at 15% by Law 27734 and Law 27683” (JNE, 2022c, pp. 3).

However, the indigenous quota is applied in constituencies previously defined by the National Jury of Elections and the Ministry of Culture. For the 2022 elections, there were 22 regions with an indigenous quota, 79 provinces with an indigenous quota for regional councilors, and 157 provinces with an indigenous quota for provincial councilors (JNE, 2022c).

Despite the existence of the indigenous quota, the location of the candidates’ names in the party lists is important; if it is in the top third, the probability of being elected increases. In the 2022 elections, 46.7% of indigenous candidates were listed in the lower third of the candidate lists, while this percentage is only 25.9% for non-indigenous candidates (JNE, 2022c).

POLITICAL PARTICIPATION OF LGBTQI+ POPULATION

In Peru, there are no estimates regarding the size of the LGBTQI+ population, but according to the II National Survey of Human Rights, 8% of adults identify themselves as part of the LGBTQI+ community. The same survey found that 71% of Peruvians believe that LGBTQI+ people are discriminated against or very discriminated against, more than other vulnerable groups (MINJUSDH, 2020).

Considering that political participation is a constitutionally recognized right, in 2017 12% of LGBTQI+ people reported having suffered discrimination and/or violence in spaces of political participation and representation (First Virtual Survey for LGTBI People, INEI, 2017b). However, the above is not surprising given that “between 2016 and 2021, the percentage of people who disagreed with the participation of the LGBTQI+ population had only slightly decreased from 55% to 49%” (JNE, 2022).

From 2006 to 2022, 54 people who identified as LGBTQI+ managed to register as candidates in general or subnational elections. “Of the total number of LGBTQI+ candidates in subnational elections between 2010 and 2018, 91.3% corresponded to lesbians, gays, and bisexuals, while 8.7% were trans people” (JNE, 2022b). Despite this situation, only two LGBTQI+ people were elected. It is important to highlight the approval of the third version of the Protocol to Guarantee the Right to Vote for Trans and Non-Binary Persons on Election Day in September 2022 (ONPE, 2022).

Regarding efforts to promote the political participation of the LGBTQI+ community in Peru, the National Jury of Elections (JNE), through the political training school LGTBI Empodera 2022, strengthened the capacities of 41 leaders of the community (including leaders from Cusco, Ucayali, San Martín, Madre de Dios, and Loreto). The training focused on political and social issues (democracy, human rights, regional and municipal electoral legislation, electoral reforms, preventive security in the face of political harassment and rights violations, political advocacy, electoral strategy planning, public speaking skills, and political communication) in the context of the Regional and Municipal Elections 2022 (Andina, 2022).

POLITICAL PARTICIPATION OF PEOPLE WITH DISABILITIES

Over the past 10 years, the political participation of people with disabilities has increased: in 2010, there were 230 candidates with a disability (0.25% of the total), while in the 2022 elections there were 626 candidates with disabilities, representing 0.72% of the total number of candidates (JNE, 2022d).

In the 2022 regional and municipal electoral process, the departments with the highest number of candidates with disabilities were Lima (59), Cusco (50), Piura (49), and Junín (43) (JNE, 2022c).

6. CORRUPTION

CORRUPTION STATUS

Since 2010, the top two problems identified by Peruvians have been crime and corruption. In 2010, 41% considered crime and 51% identified corruption as the main problem. In the year 2022, these percentages rose to 60% and 57%, respectively (Proética, 2022). This perception is higher among men (64% men and 51% women), young people (65% among people aged 18 to 25 and 57% among people aged 43 and older) and people with higher education (63% among people with higher education and 55% among people with basic education) (Proética, 2022).

The National Anti-Corruption Observatory of the Comptroller General's Office prepares a Corruption Index, which measures two dimensions: functional misconduct (30 points) and corruption (70 points). Functional misconduct is measured with the following variables: negligence and weakness in accountability. As for corruption, it is measured through the impact on the public budget, undue interest and abuse of functions, and impunity. The score varies from 0 to 100: The higher the score, the larger the corruption. Between 40 to 60 points is a medium-high corruption level, from 60 to 75 points is a high level, and values over 75 points indicate a very high corruption level.

The results (Table 17) show that Loreto and Ucayali have a high Corruption Index, explained by the high score in the corruption sub-index, which accounts for almost three quarters of the index. In the other selected regions, the Corruption Index is around 50 points. Looking at the sub-indexes, the corruption sub-index represents almost three quarters in all regions, except for San Martín, where it represents 80%.

Table 17. Corruption Index, 2023

	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Corruption Index	50.8	50.0	65.6	50.9	50.5	60.2
Functional misconduct	10.5	11.4	15.8	14.6	9.9	14.2
Corruption	40.3	38.5	49.8	36.3	40.6	46.0

Source: National Anti-Corruption Observatory – prepared by authors

Corruption is widespread in Peru. Between 2017 and 2020, the Public Prosecutor's Office Specialized in Corruption Crimes registered 27,275 cases of alleged corruption offenses, which represents an increase of 107% compared to the number of cases in process in 2017, which were 3,811 cases. At the departmental level, Lima concentrates 17% of investigations and proceedings in process (4,619 cases), followed by Ancash (3,512 cases), Cusco (1,881), and Junín (1,664) (Ombudsman's Office, 2022).

Among the selected departments, the highest corruption rates are found in Cusco and Loreto (2 cases per 1,000 inhabitants in both cases), followed by San Martín and Ucayali (1 case per 1,000 inhabitants in both departments), and Cajamarca and Madre de Dios (both with rates of 0.4 per 1,000 inhabitants).

Table 18. Corruption cases being investigated, 2017-2020

	National	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Corruption cases	27,275	407	1,881	1,474	423	765	1,105
Corruption rate per 1,000 inhabitants	27.0	0.4	2.0	2.0	0.4	1.0	1.0

Source: Ombudsman’s Office, 2022 – prepared by authors

In the face of this situation, the Integrity Secretariat of the PCM has an integrity model, which is a “set of guidelines to strengthen an entity’s preventive and defensive capacity against corruption and various unethical practices” (PCM, 2022c). To measure progress in the implementation of the model, the secretariat designed the Corruption Preventive Capacity Index. This index measures nine components on a scale ranging from 0 to 100%, where 0 means the absence of standardized corruption prevention mechanisms and 100% means an optimum prevention level (PCM, 2022a).

As can be seen in the following table, among the selected regional governments, the Regional Government of Cusco has a PCI of 94%, while the GORE Ucayali reaches 10%.

Table 19. Corruption Prevention Capacity Index (ICP), 2022

Component	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Total	0.53	0.94	0.41	0.38	0.62	0.10
C1. Senior Management Commitment	0.53	1.00	0.36	0.47	0.58	0.20
C2. Risk Management	1.00	1.00	0.50	0.00	0.50	0.00
C3. Integrity Policies	0.30	1.00	0.20	0.30	0.50	0.00
C4. Transparency	0.38	0.93	0.75	0.73	0.93	0.00
C5. Controls	0.50	0.84	0.50	0.67	1.00	0.50
C6. Communication and Training	0.45	0.83	0.42	0.22	0.36	0.22
C7. Reporting Channel	1.00	1.00	0.50	0.50	1.00	0.00
C8. Supervision and Monitoring	0.50	1.00	0.50	0.00	1.00	0.00
C9. Model Manager	0.69	1.00	0.11	0.11	0.33	0.00

Source: PCM (2022c) – prepared by authors

CORRUPTION AND VULNERABLE GROUPS

CORRUPTION AND WOMEN

Due to the inequality, vulnerability, discrimination, and historical oppression women face in the patriarchal society of Peru, violence, discrimination, and exclusion are exacerbated. For example, criminal networks amplify corruption, which affects the protection and justice administration systems. The lack of diligence on the part of the state, police, and justice administration bodies leads to increased domestic violence against women and femicide. Inequity based on gender stereotypes delays access to protection systems such as when the police delay the search for missing women

because they assume that they are not missing, but that they are with their partners instead (Huaita M., *et al.* 2019).

Both grand corruption and sextortion disproportionately affect women, since, due to their traditional gender roles, they are the ones who most frequently use public services, are most frequently in contact with public servants, and are more likely to require protection systems. Sextortion happens in all public agencies including the police, the judicial sector, the municipalities, as well as educational and health centers.

Grand corruption also affects women in a different way. This type of corruption, which involves large amounts of resources, curbs opportunities and limits access to goods and services provided by the state (Proética 2019). Examples of how grand corruption disproportionately affects women were clearly reflected in the government's response to COVID-19, when funds were allocated to provide vouchers and basic family baskets to offset the economic effects of the pandemic. At the time of publication of this study, there were more than 685 complaints related to the distribution of the baskets. Due to the poor distribution of food baskets and vouchers by the state, women ended up organizing themselves in emergency community kitchens, thus supporting those who did not have sufficient resources to feed themselves (Montoya, Vivanco I., 2022).

Similar cases occurred with the Qali Warma social program, where arbitrariness was denounced both in the registration of people and in the delivery of food. The assessment of these cases concluded that the withholding and distribution of food by municipalities results in a high risk of corruption due to lack of supervision of the goods (Proética 2019).

Sextortion is another way in which women experience corruption differently. Sextortion is a manifestation of corruption in which a woman's body is used as a form of payment (Proética 2021). What distinguishes sextortion from other types of abuse is that it has both a sexual and a corruption component. The sexual component arises from a request to engage in sexual activity. The corruption component derives from the fact that the person requesting the sexual favor holds a position of authority, which they misuse by demanding, or accepting, a sexual favor in exchange for exercising their power (Transparency International, 2021).

Sextortion is also exacerbated by criminal networks that have infiltrated the judicial system. Criminal networks directly affect women and vulnerable populations as they are often linked to corruption cases involving the bribery of national police or municipal agents, so that they do not comply with their functions of investigating crimes such as human trafficking, sexual exploitation, prostitution, or sexual harassment (Montoya, Vivanco I., 2022). Also, criminal networks get judicial service providers to use legal arguments to obtain impunity by using legal interpretations with discriminatory patterns (Gutiérrez Arroyo N., 2022).

According to the XII Annual National Survey on Perceptions of Corruption 2022 (Proética, 2022), 8% of the people surveyed responded that they had been a victim or that they knew someone who had been a victim of sextortion, i.e., they provided some kind of sexual favor to solve a problem or process with the police, the municipality, universities or institutes, justice centers, hospitals or health centers, schools or the Local Office for Educational Management (UGEL).

The cases of sextortion that involved the National Police of Peru were related to the exercise of police duties, including identity checks, police arrests, complaint reception, and police report preparation (Proética 2021). In the judicial system, blackmail or sexual harassment was related to the

appointment or promotion of female justice operators, sexual harassment of subordinates, bribes and blackmail or sexual harassment against litigants and their lawyers, and the use of a woman's body as a means of payment (Huaita M., 2022).

In terms of human trafficking, women and the LGBTQI+ community also experience corruption differently. Trafficking for the purpose of sexual exploitation affects women, adolescents, girls and boys, and LGBTQI+ people from rural or marginal urban areas where there is little state presence (Proética 2021). In these cases, there is extreme vulnerability due to the state of defenselessness of the victims, since police officers who should ensure the safety of minors are not only supporting trafficking networks but also sexually exploiting girls who are victims of these networks (Huaita M., et al. 2019).

Influence peddling networks embedded in the justice system have also caused sex offenders to remain unpunished, making use of legal tricks or legal interpretations based on discriminatory patterns, which violate the rights of victims of gender violence and human trafficking in their search for justice, causing their constant revictimization during the legal process (Gutiérrez, Arroyo N. 2022).

There are some other ways in which women experience corruption differently: because of their community leadership. Little research has been done on these issues, but there are cases of corruption in which public officials take advantage of the social and community leadership that women have, especially those who volunteer in their communities. Examples of these acts of corruption include women who wash clothes or provide food for the political campaign team of candidates in exchange for work for their children or husbands; or the use of women's networks and their community leadership to buy votes for candidates in exchange for jobs for their children or male relatives. These situations aggravate the vulnerability that already exists and are a clear case of misuse of power (Solano López, A., 2022).

CORRUPTION AND VULNERABLE PEOPLE

Regarding the situation of violence and structural discrimination in which transgender women live, the abuse of power by public officials occurs through raids conducted by members of the police or municipal bodies in places where prostitution is practiced. During these raids, transgender women are victims of arbitrary detention, kidnapping, extortion for money or sexual favors, and other forms of physical violence. In addition, because of the structural discrimination and violence in which the LGBTQI+ population lives in Peru, there are discriminatory patterns in the access to justice (Proética, 2021).

Indigenous populations also experience corruption in a different way due to violence, discrimination, and systemic exclusion. The Inter-American Commission on Human Rights (IACHR) points out that there is a differentiated and aggravated impact caused by corruption regarding the right to prior consultation, because obstacles are generated to hinder the exercise of the right to participation. The right is hindered by bribes, influence peddling, or institutional capture, unjustified delays, or the lack of a true consultation as it is transformed into a mere formality rather than the exercise of a right. Corrupt practices also include the establishment of parallel leaderships during prior consultation processes to co-opt indigenous leaders in order to distort the will of their peoples (IACHR 2019).

Industries with mining and hydrocarbon concessions generate a particular impact on indigenous women since, due to women's role as caretakers of the home, they are directly responsible for dealing with the negative effects that many industries bring with them, such as water or air pollution (ONAMIAP, OXFAM (2019)). In Ucayali, it was evident that the prior consultation processes were distorted, generating major obstacles to citizen participation, and manipulating the process in favor of extractive companies. This resulted in environmental pollution that has affected the health, environment, integrity, and access to justice and has resulted in the destruction of forests, affecting the living conditions of indigenous populations (Gutiérrez Arroyo N., 2022).

Indigenous women are also affected by the territorial dispossession of native and farming communities¹⁴ (Proética, 2021). In the case of native communities in the Amazon, the presence of illicit economies (cultivation and processing of coca plants, logging, and illegal mining), as well as the expansion of land used for agricultural purposes, the overlapping of lands, a cadaster undergoing an update process, the absence of territorial georeferencing systems, and institutional weaknesses where corruption is present in the land titling process generally affects indigenous populations (USAID, 2022b). This affects the environmental and social balance, the survival of flora and fauna, and the indigenous cosmovision that is part of their cultural identity, in which women and elders play a fundamental role as transmitters of their culture (Proética, 2019).

There are no specific data to analyze the impact of corruption on Afro-descendant people or people with disabilities. For Afro-descendant women, a self-identification question was included in the 2017 census, but there is still no precise information including the ethnic-racial element in the analysis of the impact of corruption (Proética, 2019).

CONDITIONS THAT CAN AGGRAVATE CORRUPTION

In the Peruvian legal framework, there are some conditions that generate conditions that exacerbate corruption faced by vulnerable populations, such as:

1. Criminal sanctions penalize the actors of corruption, but do not address the structural problems that enable corruption.
2. Lack of clarity and criminalization of sextortion
3. Discriminatory practices entrenched in the justice system.

Criminal sanctions are designed only to punish corruption in the strict or limited sense of the law. That is, they penalize the direct actors of the act of corruption but do not address the structural problems that allow the abusive exercise of public power for private gain. The absence of enforcement of controls, the broad discretion of judges and justice operators, informality, patronage, and lack of accountability means that the opportunity for corruption persists within the structures despite the fact that the official may have been sanctioned (Montoya, Vivanco I. 2022).

A second condition is the lack of clarity and criminalization of sextortion. Sextortion as corruption is not clearly differentiated from crimes of a sexual nature between persons in the private sphere such as, for example, revenge porn or the dissemination of private sexual material on social networks. Therefore, there are no legal tools to differentiate sextortion and judicialize it, resulting in ineffective prosecutions and very few convictions (Veron, Z. 2021). Despite the harmful consequences, most

¹⁴ Native communities are in the jungle and peasant communities in the highlands.

legal frameworks regarding anti-corruption do not explicitly criminalize forced sexual acts as forms of bribery, abuse of authority, or corruption. Even when anti-bribery laws could be interpreted to include these acts, this rarely occurs because corruption is perceived as an economic crime (Montoya, Vivanco I. 2022).

Likewise, Peru has not included sexual extortion related to acts of corruption as an autonomous crime or as an element aggravating crimes by public officials (Proética, 2019). There is the bill PL 00678, which was presented to the National Congress on November 10, 2022, and includes the aggravating circumstance of the crimes of corruption by public officials related to the promise, advantages, or undue benefits related to sexual conduct or an act of sexual connotation (Huaita M, 2021). The bill has not been approved by Congress.

Another element is the characterization of the victim as a witness of corruption in cases of sextortion. Given that there is no clear characterization in cases of sextortion, these cases are treated as corruption affecting only the public administration, leaving aside the impact on the woman as she is considered the victim of a form of gender violence. The state is considered the injured party due to the decrease in efficiency in the provision of services and the bad image. The woman is considered a witness in the criminal proceedings and loses the ability to have civil redress for having been forced to perform an act of a sexual nature that affects her dignity and the autonomy over her body (Castañeda Otsu S., 2022).

A third condition that exacerbates corruption is discriminatory practices in the justice system. Machismo is deeply rooted in the different elements of the justice administration system and numerous gender-related biases are found throughout this system: from those that prevent women from starting or continuing a career in the criminal field to those that hinder a sanction in cases of violence against women (Huaita M., et al. 2019). Corruption reinforces discriminatory practices that violate the most basic human rights of women and girls. This is reflected in the abuse of power exercised by the police and the judiciary when deciding whether to investigate a crime, or in judicial decisions based on discriminatory patterns (Huaita, M. 2022).

MECHANISMS FOR REPORTING AND REDRESS IN CASES OF CORRUPTION

The complaint is the main mechanism for seeking reparations for corruption. However, in Peru there is no legislation or mechanism established for the reparation of corruption victims. The reparations made for major corruption cases prosecuted were for the Peruvian State.

Within the framework of the National Integrity and Anti-Corruption Plan 2018-2021, institutional integrity offices were established in public institutions responsible for exercising the integrity function in the entity. One of their functions consisted of the reception, evaluation, referral, follow-up, and systematization of complaints regarding acts of corruption.

As of December 2022, the PCM reported the institutions that had implemented these offices: 18 out of 19 ministries (PCM, 2022a), 7 out of 9 autonomous constitutional agencies (PCM, 2022b) and 6 out of 25 GOREs (PCM, 2022c).

Likewise, as of the middle of 2022 the PCM launched the Single Digital Platform for Citizen Complaints¹⁵ through the Secretariat of Public Integrity to receive complaints on malfeasance in each of the government agencies at the national, regional, and local levels. The Peruvian government has only one website where a form can be filled out with information regarding any malfeasance.¹⁶

However, the XII Annual National Survey on Perceptions of Corruption 2022 showed that only 40% of respondents indicate that they know where to report a case of corruption. This percentage was higher in the central and eastern regions of the country (47% and 50%, respectively) while it was lowest in the southern region, with only 30% (Proética, 2022b).

The people interviewed in the survey consider reporting to be ineffective. Between 2019 and 2022, the percentage of people who believe that the results of a complaint are not very or not at all effective increased from 71% to 81%. In cases of sextortion, only 1 in 3 victims had reported it and the reasons given by people who did not report it were fear of retaliation and the belief that the authorities would do nothing (Proética, 2022b).

There are some hurdles to reporting corruption cases filed by women in all their diversity:

- Lack of training of public officials on gender and corruption issues. According to Proética (2019), the Public Prosecutor's Office organized only three talks on the crime of sexual extortion aimed at the Anti-Corruption Prosecutor's Offices.
- Although there are training agreements with civil society organizations, they are more focused on the Prosecutor's Offices against Human Trafficking in the gender approach and care for victims (Proética, 2019).

Campaigns to promote the reporting of corruption cases do not have a gender focus. Although judicial institutions work in information campaigns promoting the reporting of corruption cases, there have been no campaigns focused on the impact of corruption on women. The Public Prosecutor's Office, the Judiciary, the Ombudsman's Office, and the Ministry of Justice and Human Rights have carried out this type of campaign, where they inform on mechanisms and channels for reporting acts of corruption. However, none of those campaigns have included a gender approach or an intersectional approach that allows for a deeper reading of the particular needs of women and other vulnerable groups (Proética, 2019).

Hurdles to reporting acts of corruption by indigenous populations are (Proética, 2019):

- Lack of financial resources to initiate processes and travel to places where reporting centers are located.
- Long distances between indigenous villages and justice centers.
- Lack of knowledge of the bureaucratic process.
- Lack of knowledge of the Spanish language.
- Low or no trust in police authorities.
- Lack of communication between justice institutions.

¹⁵ To date, there is no public information available on complaints, such as the types and status of complaints.

¹⁶ <https://denuncias.servicios.gob.pe/>

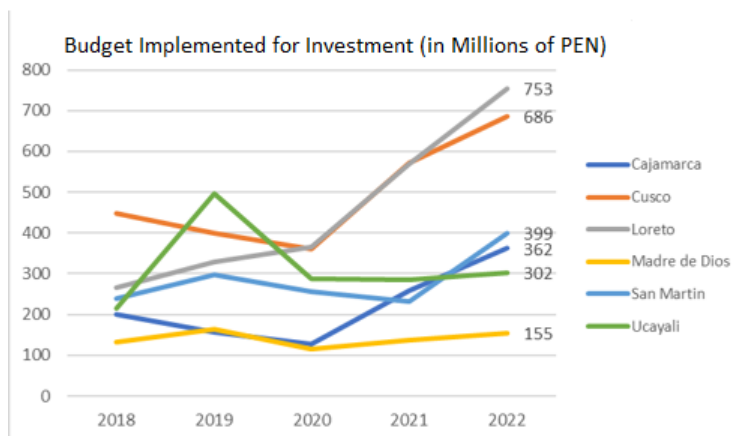
7. REGIONAL GOVERNMENT MANAGEMENT

BUDGET AND PUBLIC SPENDING

In the Public Sector Budget Law for fiscal year 2022, 18% of the opening national budget was allocated to the regional governments (GORE)¹⁷; this amount rose to 21% because of sectoral transfers during the year of execution (modified budget)¹⁸; 27% of the modified budget corresponded to investment expenditures (projects) while the rest was for current expenditures (activities). In the selected GOREs, the percentage of the budget allocated for investments ranged from 33% (San Martin) to 53% (Madre de Dios) of the total budget.

In terms of soles, GOREs executed 9.2 billion, which is 2.2 billion more than the previous year in investment projects but failed to execute 4.5 billion of the investment budgets, achieving an execution percentage of 67%.

Figure 2: Investment budget spent by regional governments.



The selected GOREs also showed an increase in the number of investments executed (see Graph 2), without reaching one hundred percent of execution. The execution percentage was 42% in Cajamarca, 68% in Ucayali, 76% in San Martin, and more than 80% in Cusco, Loreto, and Madre de Dios (see Table 16).

In this study it is not possible to explain the reasons for the differences in investment budget execution, but it is interesting to note that the 10 largest investment projects in Cajamarca account for 48% of the investment budget and have an execution level of 41%. The projects include hospitals in Jaen and San Ignacio and health services in Cutervo - with execution levels above 70% - and a hospital in Cutervo plus roads/bridges in Bambarca, Succhubamba, and Santa Rosa with execution levels below 40%. In Loreto, the 10 largest investment projects account for 43% of the total, with an

¹⁷ MEF: Citizen Orientation Guide on Public Budget 2022

¹⁸ Friendly Consultation - MEF

execution level of 87%; almost all of the projects are located in the province of Maynas and include a hospital, access roads, and tourism infrastructure.

The execution of the GORE budget in activities reaches levels between 92% and 98%, and has been more stable in recent years, as shown in Table 20.

Table 20: Progress in budget executed by regional governments (2022)

Indicators	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Investments: Initial Modified Budget (Millions of PEN)	870	833	865	191	525	447
Percentage of Execution	41.6%	82.3%	87.0%	81.1%	75.8%	67.0%
Activities: Initial Modified Budget (Millions of PEN)	2,553	2,225	2,159	357	1,555	944
Percentage Execution	95.6%	95.5%	98.4%	91.9%	96.8%	97.8%
Total: Modified Initial Budget (Millions of PEN)	3,423	3,058	3,024	548	2,080	1,392
Percentage of base/surplus canon	17%	24%	27%	23%	15%	27%

Source: Consulta Amigable, MEF – prepared by authors
[MEF: Annual Bulletin of Public Investment Execution 2022.](#)

Several experts point out different factors that may explain the inefficiency of regional and municipal governments in the execution of the public budget (Ojo Público, 2022 and RPP, 2022):

- Lack of experience of the political authorities who set up teams that generally have no experience in the public sector.
- Bureaucratic hurdles that prevent rapid spending of budget funds
- Atomization of public investment projects (each regional government formulates its own) instead of formulation of macro-regional projects.
- High personnel turnover in regional governments, which is exacerbated in local governments.
- Lack of technical capacities to formulate technical files, lack of knowledge of the processes for the execution of the budget and public investment projects.
- Transfer of economic resources from the MEF occurs little by little, which does not allow for a real and complete picture of the annual budget, while other experts believe that an annual and total transfer will lead to greater corruption.
- Fear of public officials to be reported due to corruption prevents them from signing files, thus delaying the processes.
- "High cyclicity": during the first half of the year the level of investment spending execution is low, and the bulk is concentrated in the last quarter.
- Corruption: in 2021 "the Comptroller General's Office reported a loss of PEN 24,262 million due to functional misconduct in public administration. Of that figure, losses at the regional government level amounted to PEN 8,842 million, which represented 21.9% of the budget executed in that year" (RPP, 2023).

It is important to note, as mentioned above, development plans (in which gender gaps or inequalities can be identified) are not directly linked to the public budget, so the execution of the public budget does not necessarily lead to progress in gender equality.

LOCAL GOVERNMENTS

Local governments accounted for 22% of the national budget in 2022, which is more than the amount allocated to the regional governments; however, they executed a smaller proportion, only 72%. Sixty-two percent of the budget was allocated to investments, and the remaining to activities. At the national level, local governments executed 20.5 billion soles in investment projects, which is 5 billion more than in 2021; this amount meant an execution of 63% of the budget allocated for 2022.

Local governments in the selected regions executed between 63.9% (Madre de Dios) and 75.8% (Loreto) of the investment budget (see Table 21); in all departments, the percentage of execution by local governments in investment projects was higher than the execution by regional governments. At the activity level, the percentage of execution by local governments ranged from 85% (Cusco) to 93.2% (Loreto).

Table 21: Progress in budget executed by local governments (2022)

Indicators	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Investments:	1,954	4,098	563	136	691	431
Initial Modified Budget (Millions of PEN)						
Percentage of Execution	66.1%	71.5%	75.8%	63.9%	67.4%	65.8%
Activities:	1,007	1,345	599	94	448	321
Initial Modified Budget (Millions of PEN)						
Percentage Execution	90.5%	85.0%	93.2%	89.1%	91.9%	89.2%

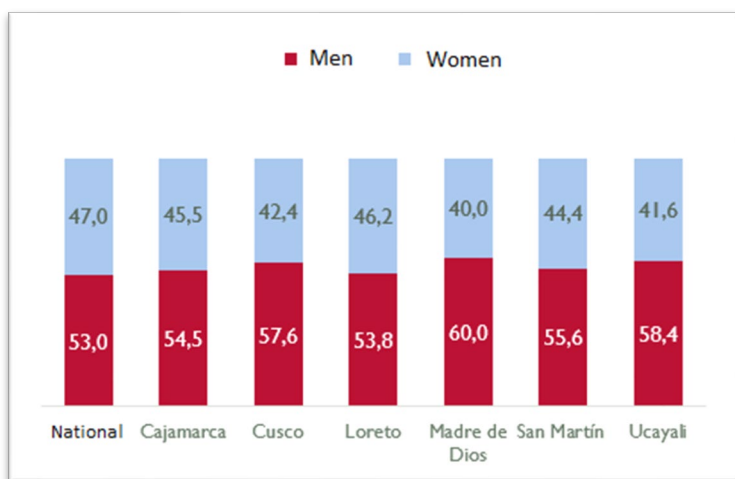
Source: Consulta Amigable, MEF – prepared by authors
[MEF: Annual Bulletin of Public Investment Execution 2022](#)

Since 2009, the MEF has implemented an incentive program for the improvement of municipal management (Law 29332), which consists of transferring additional resources to local governments, tied to the fulfillment of goals with respect to national objectives. [Goal 3](#) in 2021 included specific milestones¹⁹ for the implementation of an integrated solid waste management system at the municipal, provincial and district levels. In the prioritized departments, except for the municipality of Tambopata in Madre de Dios all provincial governments met the annual target. Likewise, almost all district governments met their target, except for six municipalities in Cusco, Loreto, and San Martín.

¹⁹ The goal is for municipalities to carry out programs for waste segregation and selective collection, eradication of critical points, and prevention of potential critical points, as well as the generation of information on municipal solid waste collection.

HUMAN RESOURCES

Figure 3: Female participation in civil service, 2019



Source: SERVIR (2021) – prepared by authors

According to a gender analysis conducted by the Civil Service Authority, men have a greater labor presence than women in both the public and the private sectors. However, women have a high percentage of participation in the public sector level (47%). Between 2004 and 2019 there was an increase of the number of women participating in the public sector in rural areas, growing from 34.4% to 40.8%, while the percentage increased from 44.4% to 47.5% in urban areas (SERVIR 2021).

Women working in the public sector tend to be older than men: 42% are between 45 and 64 years old, while 39% are between 30 and 44 years old. Women also have a higher level of education than men. For example, the number of women with university education increased in recent years. In 2019, 23.1% of women had non-university higher education vs. 21.3% of men. Likewise, 38% of women have university education vs. 30.4% of men, while 14.7% of women have master's or doctoral university education vs. 11% of men (SERVIR 2021).

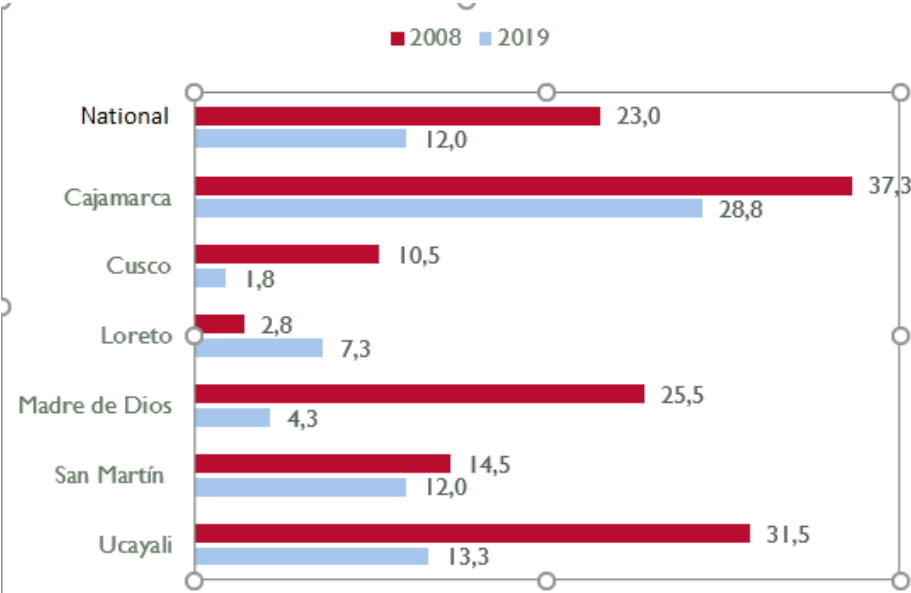
In the four occupational groups identified in the civil service, i.e., officials and managers, professionals, technicians, and assistants, women have greater participation in specialized careers such as professionals, technicians, and assistants, reaching 54% of participation, following traditional gender roles and providing mainly services in the health sector as nurses and in the education sector as pre-school and primary school teachers (SERVIR 2021). Women continue to have low participation in management positions, with only 4 out of 10 civil servants and managers at the national level being women (SERVIR 2021).

At the department level, the number of male employees is also higher than the number of female employees (ENAHO 2018). Among the target regions, Cajamarca has one of the highest gender gaps in terms of local public employees, with 72.3% of staff being male, which is higher than the national average of 65.9% (ENAHO 2018).

Taking as a reference the main income of a public servant, over the years the average income of men is higher than that of women, which is reflected in a salary gap that has decreased from 23% in 2008

to 12% in 2019 (see Graph 4). The explanation for the gap is the greater presence of men compared to women in the highest paid managerial positions (SERVIR 2021). The managerial gap has closed the most from 2008 to 2019 while the gap that has narrowed the least is the auxiliary gap, which has gone from 75.1% to 62.8% (SERVIR 2021). At the department level, the largest salary gap is in Cajamarca, with 28%, while the smallest was in Cusco, with 1.8%. Between 2008 and 2019, there were significant reductions in the salary gap, with Madre de Dios as the department with the highest salary gap reduction (SERVIR 2021).

Figure 4: Salary gap in public sector, 2008 and 2019



Source: SERVIR (2021) – prepared by authors

LOCAL GOVERNMENTS

The presence of female workers is lower in local than in regional governments. The national registry of municipalities shows that in the provincial governments of the prioritized departments, the presence of women varies between 25% in Cajamarca and 41% in Ucayali (see Table 22). As for the district governments, the presence of female workers is even lower, ranging from 25% in Cajamarca and Cusco to 35% in Madre de Dios (Table 23).

Table 22: Percentage of female workers in provincial governments (2019)

	NUMBER OF PROVINCIAL GOVERNMENTS	TOTAL STAFF ²⁰	PERCENTAGE OF WOMEN
Cajamarca	13	5,754	25%
Cusco	13	6,160	30%
Loreto	8	1,927	29%
Madre de Dios	3	529	35%
San Martín	10	1,736	30%
Ucayali	4	1,192	41%

Source: National Institute of Statistics: National Registry of Municipalities 2020 – prepared by authors

Table 23: Percentage of female workers in District Governments (2019)

	NUMBER OF PROVINCIAL GOVERNMENTS	TOTAL STAFF ²¹	PERCENTAGE OF WOMEN
Cajamarca	114	5,754	25%
Cusco	99	6,160	25%
Loreto	45	1,927	30%
Madre de Dios	8	529	35%
San Martín	67	1,736	32%
Ucayali	13	1,192	31%

Source: National Institute of Statistics: National Registry of Municipalities 2020 – prepared by authors

IMPLEMENTATION OF GENDER EQUALITY POLICY IN REGIONAL GOVERNMENTS

The National Gender Equality Policy (PNIG, by its Spanish initials)²² is the nationwide, multisectoral instrument for the implementation of the Law on Equal Opportunities for Women and Men (LIO by its Spanish acronym)²³. The PNIG articulates the three government levels in order to achieve gender equality through six national objectives: reduction of violence against women, guarantee of the exercise of sexual and reproductive health rights, improvement of women’s access to and participation in decision-making spaces, guarantee of the exercise of economic and social rights for women, reduction of institutional hurdles that hinder equality in the public and private spheres between women and men, and reduction of the incidence of discriminatory sociocultural patterns.

The XV Annual Report on Progress in the fulfillment of LIO 2021 (MIMP, 2022) reports on the strengthening of the regulatory framework on gender equality, and services and actions aimed at increasing gender equality at public entities and regional governments.

Table 24 shows the progress made at the normative level by the Regional Government (GORE) of Cusco, in 2021, having issued regional ordinances in relation to three PNIG objectives: reduction of

²⁰ Appointed and hired personnel (DL 276, DL 728, CAS) as per 03/31/2020.

²¹ Appointed and hired personnel (Legislative Decree 276, Legislative Decree 728, CAS) as per 31/03/2020.

²² Supreme Decree 008-2019-MIMP, April 2019

²³ Law 28983, March 2007

gender violence, increase of the participation of women in decision-making spaces, and reduction of institutional hurdles to women participation. Also, GORE Loreto issued two ordinances, one to reduce gender violence and another to guarantee the exercise of sexual and reproductive rights, focused on adolescent girls. The GOREs of Cajamarca, Madre de Dios, San Martin, and Ucayali did not issue regional regulations related to the implementation of the PNIG. None of these six regional governments addressed the issues of social or economic rights, or the reduction of the incidence of discriminatory socio-cultural patterns.

Table 25 shows the progress made by regional governments (GOREs) in achieving the PNIG objectives. This is the case of the regional governments of Cusco, Loreto, and Ucayali, which are including a gender approach in the updating of their concerted development plans; Cajamarca has developed a communication plan for the use of inclusive language, and Ucayali has included a gender approach in the People Development Plan. The general progress made by all regional governments - except for Madre de Dios- has been the inclusion of gender criteria in the development of at least one investment project, and in some cases, the preparation of norms and guidelines for this purpose.

Other progress regarding the inclusion of tools has been the application of the self-diagnosis of public investment with a gender perspective in all GOREs - the report does not mention Ucayali - and the communication plans for the elimination of gender stereotypes and prevention of violence, approved in Loreto, San Martin, and Ucayali. In addition, Cajamarca has developed a diagnosis on gender gaps; Cusco has approved an information pamphlet on sexual and reproductive health for adolescent girls and a protocol to reduce obstetric violence, while Ucayali has created a Women's Leadership School (see Table 26).

With regard to the status of mechanisms for gender equality, as of December 2021 (MIMP, 2022) there were:

- 106 mechanisms for gender equality in public administration bodies at the national level
- 19 ministries with a mechanism (100%)
- 25 mechanisms in each of the regional governments (100%)

All mechanisms at the national level have the approval of 2021 activity plans and reached an average of approximately 70% of execution. In terms of progress level, the regional and local mechanisms for gender equality exceed 93% of the execution of their activity plans.

Thus, it is found that although all regional governments have Gender Equality Mechanisms (GEM) and work plans to implement them, progress is not equal. There is a positive response to the technical assistance received by the MIMP, for example, in topics related to public investment and communication plans. Other GOREs, such as those of Cusco and Loreto, are more advanced because they respond to their local priorities, such as maternal mortality or teenage pregnancy.

Table 24: Strengthening normative framework for gender equality at regional level

	Cajamarca	Cuzco	Loreto	Madre de Dios	San Martín	Ucayali
Reduction of Violence against Women	--	Regional Ordinance 192.2021: approves the creation of the Regional Observatory of Violence against Women and Family Members of the Cusco Region. Regional Ordinance 196.2021. Recognizes political harassment as an expression of gender violence against women requiring to be urgently addressed.	Regional Ordinance 002-2021-GRL-CR; approves the regional ordinance for the implementation and start up of the regional observatory of violence against women and family members in the Loreto region.	--	--	--
Sexual and Reproductive Rights	--	--	Regional Ordinance 001-2021-GRL-CR; approves the Regional Strategy for the Integral Development of Adolescents in Loreto 2020-2030.	--	--	--
Participation of Women in Decision-Making Spaces	--	Regional Ordinance 195-2021-CR/GR Cusco. Modifies the first, second, third and fourth articles of OR 014-2007-CR/GR.CUSCO, for the creation of a regional space for women. Regional Ordinance 196-2021-CR/GR Cusco. Recognizes political harassment as an expression of gender violence against women requiring to be urgently addressed.	--	--	--	--

	Cajamarca	Cuzco	Loreto	Madre de Dios	San Martín	Ucayali
Economic and Social Rights	--	--	--	--	--	--
Reduction of Institutional Hurdles	--	Regional Ordinance 196-2021-CR/GR Cusco. Recognizes political harassment as an expression of gender violence against women requiring to be urgently addressed.	--	--	--	--
Reduction of Discriminatory Sociocultural Patterns	--	--	--	--	--	--

Source: MIMP 2022: XV Annual Progress Report on Compliance with Law on Equal Opportunities for Women and Men 2021 – prepared by authors

Table 25: Progress in Managing Gender Equality at the Regional Level

	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Strategic planning	--	Follow-up of formulation process of Regional Gender Equality Plan Cusco towards 2030	Inclusion of gender perspective in update of the Regional Development Plan and update of Institutional Strategic Plan	--	--	Inclusion of gender perspective in update of Regional Plan for Concerted Development towards 2030
Organizational management	Complementary provisions for the use of inclusive language in written, oral and graphic communications of Cajamarca GORE	--	--	--	--	People Development Plan 2021; includes gender approach at the level of objectives, approaches, and contents
Investments	Preparation of guideline on public investment with gender perspective	Formulation of one (1) investment project with gender perspective (on wildfires). Preparation of "Guidelines for formulation of investment projects with gender perspective in Regional Government of Cusco."	Inclusion of gender criteria in one (1) investment project at profile level (on aquaculture activity).	--	Inclusion of gender criteria in one (01) investment project at technical file level (on tourism)	Inclusion of gender approach in one (1) investment project (indigenous communities)

Source: MIMP 2022: XV Annual Progress Report on Compliance with Law on Equal Opportunities for Women and Men 2021 – prepared by authors

Table 26: Progress in Gender Mainstreaming Tools

Cajamarca	Cuzco	Loreto	Madre de Dios	San Martín	Ucayali
<p>Self-diagnosis tool for public investment with gender perspective applied in Cajamarca GORE.</p> <p>Submission of preliminary regional "Gender Gap Diagnosis" report</p>	<p>Self-diagnosis tool for gender-sensitive investment applied by OPMI; formulating unit and investment executing units.</p> <p>Proposal for Cusco GORE participatory budget regulations with gender perspective</p> <p>Virtual booklet to address sexual and reproductive health of women and adolescents with gender, human rights, and intercultural approach.</p> <p>Proposal for "Protocol to prevent and address obstetric violence in gynecological-obstetric care services in Cusco region"</p>	<p>Self-diagnosis on public investment with gender perspective</p> <p>Communication plan for elimination of gender stereotypes and prevention of violence against women: approved</p>	<p>Self-diagnosis tool for public investment with gender perspective: applied</p>	<p>Self-diagnosis on public investment with gender perspective</p> <p>Communication plan for elimination of gender stereotypes and prevention of violence against women: approved and implemented</p>	<p>Communication plan for the prevention of violence, eradication of gender stereotypes and trafficking in persons approved. Set up and approval of the School of Leaders of the Ucayali Region, which incorporates the gender approach.</p>

Source: MIMP 2022: XV Annual Progress Report on Compliance with Law on Equal Opportunities for Women and Men 2021 – prepared by authors

LOCAL GOVERNMENTS

The six target departments include 397 municipal, 51 provincial, and 346 district governments. Table 24 shows that around 40% of municipal governments have a Concerted Municipal Development Plan; only in Ucayali does this indicator reach 71%. It is more frequent to have Institutional Strategic Plans in place, but this is not universal. Only six have Local Gender Equality Plans.²⁴

The installation of Local Coordination Councils comprises one third of local governments in Cajamarca, a little more than half in Cusco, Loreto, and San Martín, and almost all local governments in Madre de Dios and Ucayali. The participation of women as members of the CCL is below one third and is less than 20% in Cajamarca.

The institution with the greatest presence in local governments is the Municipal Ombudsman's Office for Children and Adolescents (DEMUNA), which exists in more than 80% of the local governments; nearly half of the municipalities addressed cases of violence against children and adolescents in the home. Less than a third of the municipalities in Cajamarca, Cusco, and Loreto have Comprehensive Care Centers for the Elderly.

Table 27: Management instruments and bodies in municipal governments (2020)

Report	Cajamarca	Cusco	Loreto	Madre de Dios	San Martín	Ucayali
Number of Municipal Governments	127	112	53	11	77	17
Concerted Municipal Development Plan	36%	46%	42%	45%	40%	71%
Institutional Strategic Plan	33%	59%	55%	91%	68%	94%
Local Gender Equality Plan	2%	3%	--	--	1%	--
Local Coordination Council (CCL) Installed	33%	59%	55%	91%	68%	94%
Percentage of Women members of CCL	19%	25%	29%	36%	28%	32%
Integral Center for the Elderly	31%	34%	15%	64%	74%	71%
Municipal Ombudsman's Office for Children and Adolescents	84%	95%	81%	73%	97%	88%
Response to violence against children	27%	55%	42%	27%	47%	53%

²⁴ [National Institute of Statistics: National Registry of Municipalities 2020](#)

8. CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

- The levels of coverage and access to public health, education, drinking water, electricity, and internet services in the target areas are insufficient because they do not reach much of the population and are below the national average. This situation is more acute in indigenous populations and is not the same in the selected departments: Loreto and Ucayali have the lowest Public Service Delivery Capacity Index (calculated by CEPLAN) in all of the services analyzed (health, education, public security, and housing services) due to the size of the departments and population dispersion.
- Among the hurdles affecting access to public services for women and vulnerable populations are micro-corruption, discrimination, and physical hurdles that prevent access to public services. In addition, barriers to accessing health services are related to supply - lack of doctors and medicines - and quality, i.e., delays in care and lack of time for long waits and lines.

CITIZEN PARTICIPATION

- There are several mechanisms for citizen participation available, but there is little documentation about the processes and the people involved, which is an obstacle for a gender analysis focused on vulnerable populations.
- One of the best-known mechanisms for citizen participation is the participatory budget, which is established in national regulations. However, not all the municipalities in the prioritized departments comply with this process. Cajamarca presents the lowest percentage in terms of municipalities carrying out this process in 2020 (64%), while Cusco and San Martin show the highest percentage (88% in both cases). Due to government restrictions, execution of the processes had to take place online in 2020.
- Changes in the participatory budget formulation process do not ensure the participation of citizens but of organizations, where public officials get priority. Between 2008 and 2019, about a third of the participating agents were women, while 20% of the technical teams consisted of women.
- Other mechanisms for citizen participation, i.e., the Local and Regional Coordination Councils, show low levels of participation of civil society in general and of women in particular. In the selected areas, civil society representatives barely reach 40%, and in the case of women, the percentages fluctuate between 15.4% in the municipalities of Madre de Dios and 33.6% in San Martin.
- There are other mechanisms in the policy design and implementation stages (such as Prior Consultation, the Local Health Administration Councils - CLAS and the Regional Participatory Education Councils - COPARE), but their records are not broken down by sex or any other variable that could make it possible to identify stakeholder participation. COPAREs also have problems in their functioning, such as dependence on the Regional Directorate of Education, which limits their scope of action, as well as limited availability of resources, an emphasis on the

formulation and evaluation of the educational plan and not on implementation, and tension between government and civil society representatives.

- Mechanisms for citizen participation in the external government control stage have been promoted by social programs by the Ministry of Development and Social Inclusion (MIDIS), the Comptroller General's Office of the Republic, and non-governmental organizations. A municipal level mechanism is accountability, but not all the municipalities comply with it due to lack of political will or lack of capacity of officials. Within the scope of the study, Cajamarca scores the lowest in terms of municipalities implementing accountability (47%) while Cuzco scored the highest (86%).

POLITICAL PARTICIPATION

- Participation of women in politics has been favored by laws that established 30% participation quotas and by the most recent one, Law 2737, which guarantees parity and alternation. As a result, the percentage of women in Congress has increased, although it still only reaches 38% in the current 2021-26 period. As for the regional governments, province, and district municipalities, the percentage of women candidates has been lower. The main reasons for the low political participation of women are discrimination (for being a woman, as well as for their age, inexperience, economic situation, skin color, race, or ethnic origin), difficulties in running for office (negative or dirty campaigning, difficulties to collect money for the campaign, negative consequences for professional development, less time for their family, conflicts with their partners, attacks from the press), and political harassment.
- Since 2002, there has been a quota stating that 15% of candidates in the lists for regional and municipal councils must be people from native communities and indigenous peoples. However, these groups reached only 1.7% in the 2018 regional and municipal elections, mainly due to the location of their candidates in the lower third of the party lists.
- The political participation of other vulnerable groups is limited by discrimination and violence. Between 2006 and 2022, only 2 out of 54 self-identified LGBTQI+ people were elected.

CORRUPTION

- Data from the Comptroller General's Office of the Republic show that Loreto and Ucayali have high Corruption Indexes (65.6 and 60.2, respectively). The other prioritized departments scored around 50 points. This index includes two components: corruption and functional misconduct; corruption accounts for three quarters of the index, except for San Martin where it accounts for 80%.
- Over the past 12 years, the two main problems identified by the Peruvian population have been crime and corruption. In 2022, 60% of the people interviewed identified crime and 57% corruption as the biggest problem. In the face of this, the number of complaints is small. The corruption rate (number of complaints per 1,000 inhabitants) is 2 in Cusco and Loreto, and less than 1 in the rest of the departments.
- Progress in the implementation of the integrity model promoted by the Presidency of the Council of Ministers (PCM) and its measurement through the Corruption Prevention Capacity Index show Cusco as the department with the greatest progress (94%), while Ucayali is found to be the department with the least progress (10%).
- There are differences in the way in which different groups of citizens experience or perceive corruption. The most significant cases are sextortion for women, and structural violence,

discrimination and exclusion for members of the LGBTQI+ community, indigenous people, and people with disabilities.

- Conditions that may aggravate corruption are sanctions that target the actors, rather than addressing the structural problems that enable corruption, as well as a lack of clarity and of criminalization of sextortion, and discriminatory practices entrenched in the justice system.
- Since 2018, 6 out of 25 regional governments (GORE) have implemented Institutional Integrity Offices in public institutions, but only 40% of the population knows where to report a case of corruption. The main hurdle for women to report is the lack of training of public officials in gender and corruption issues, while for indigenous populations the main hurdle is the lack of financial means, lack of knowledge on the processes, language problems, and low or no trust in the authorities.

REGIONAL GOVERNMENT MANAGEMENT

- The execution of the public budget for investment in 2022 varies among the selected regional governments. Execution was the highest in Cusco, Loreto, and Madre de Dios, where more than 80% of the budget was executed, while Cajamarca achieved the lowest execution percentage. This is due to several factors, such as lack of knowledge of budget execution processes, bureaucratic hurdles, and corruption.
- Budget execution does not necessarily lead to a reduction in gender inequality, as planning is not necessarily linked to the budget.
- Local governments in the selected area executed between 63.9% (Madre de Dios) and 75.8% (Loreto) of the investment budget. In all of the departments, the percentage of execution by local governments in investment projects was higher than the percentage of execution by regional governments.
- In 2019, of the total number of workers in the public sector 53% were men and 47% were women. In the selected departments, the percentage of women in the public sector was the lowest in Madre de Dios (40%), while the departments of Loreto and Cajamarca featured the highest percentages (with 46.2% and 45.5%, respectively). The salary gap was the largest in Cajamarca and the smallest in Cusco.
- There is less participation of women in local governments. In the provincial municipalities of Cajamarca, the percentage is 25%, and in Ucayali it is 41%. In the district municipal governments, the presence of female workers is even lower, between 25% in Cajamarca and Cusco and 35% in Madre de Dios.
- Regarding progress made in the implementation of the National Gender Equality Policy, most of the selected GOREs (except for Madre de Dios) show normative progress: the inclusion of gender criteria in the development of at least one investment project, and the application of self-diagnosis tools for public investment with a gender perspective (except for Ucayali), among others.
- Although progress is not equal, all regional governments have Gender Equality Mechanisms and work plans to implement them. On average, the progress in the execution of the work plans is 93%.

RECOMMENDATIONS

COVERAGE AND ACCESS TO PUBLIC SERVICES

- Use CEPLAN's Service Gap Indexes and the ministries' service gap analyses for regional and local planning of the new intervention.
- Identify the functions related to the provision of health, education, water and sanitation, electricity and internet services that correspond to each level of government in order to strengthen capacities for the formulation of public investment projects aimed at closing gaps at every level.
- Conduct capacity diagnostics for public officials on issues such as design, implementation, monitoring, and evaluation of public investment projects, government planning and budget management, gender, and vulnerable populations in order to close management gaps.
- Promote political advocacy with authorities and public officials to include an inclusive approach (non-discrimination based on gender, age, ethnicity, etc.) and an intercultural approach (inclusive language, local language, opening hours appropriate to the population, cultural adaptation) in the supply of public services.
- Promote the creation of alliances between regional governments and the private sector for the provision of internet services in rural areas.
- Contribute to the implementation of national policies at the regional and local level: Gender Equality Policy, National Multisectoral Policy on Disability for Development towards 2030 and the National Human Rights Plan.
- In terms of land titling, recommendations from the USAID study (2022b) are given below:
 - Develop specific studies to identify the main "bottlenecks" at the regional level, which will help in the design of the most appropriate strategies to close the gaps in land titling for native communities. These studies should conclude in regional roadmaps.
 - Design and implement a permanent capacity-building plan for the staff of the Regional Agrarian Offices in regulatory matters related to recognition and land titling, and interculturality (language, relationship with native communities, worldview of the indigenous people), among other aspects.
 - Update the regional land registry of native communities, as well as the land georeferencing system using the most appropriate and updated technologies and methods (hardware, software, satellites, specialized personnel).
 - Design systems to monitor land titling for native communities.

CITIZEN PARTICIPATION

- Support the installation and strengthening of Offices for the Protection, Participation, and Organization of Neighbors with Disabilities (OMAPED) in provincial and district municipalities, as well as the implementation of inclusive plans and services.
- Support the development of regional and local statistical systems to collect data on services and mechanisms for citizen participation broken down by gender and vulnerable populations, to facilitate decision-making in this field.

- Strengthen and implement regional and local citizen participation mechanisms including participation quotas for civil society in general, and for women and vulnerable groups in particular.
- Promote the development and approval of ordinances against discrimination based on sexual orientation or gender identity in regional governments and municipalities.
- Support the expansion of citizen oversight mechanisms or observatories of regional and local public management.

POLITICAL PARTICIPATION

- Promote leadership training for women and vulnerable populations to foster their political participation.
- Raise awareness among political parties and regional movements to comply with the law of alternation and parity for women, the indigenous quota, and the inclusion of LGBTQI+ candidates, and support campaigns that promote the acceptance of women, indigenous, and LGBTQI+ candidates among the population.

CORRUPTION

- Promote the creation of public integrity offices in regional and local governments and the development of institutional integrity and anti-corruption plans, linked to management instruments that guarantee the budget required for their implementation.
- Support regional and local governments in the development of procedures and mechanisms for the management of corruption complaints in public services, paying special attention to complaints from women and vulnerable groups, and ensuring the dissemination of these procedures and mechanisms.
- Strengthen the capacities of authorities and public officials in the topics of the National Integrity and Anti-Corruption Plan, creating awareness on the relationship between gender and corruption.

9. SUGGESTED RESEARCH QUESTIONS

- I. When designing interventions, it is important to have basic information for each selected area that should answer the following questions:
 - a. What is the disaggregation in the area in terms of gender, age, ethnicity, and language spoken?
 - b. What are the needs and demands of women and general populations from their perspective?
 - c. What are the participation mechanisms implemented in the communities, municipalities, and the regional government?
 - d. What are the existing civil society and community organizations? And what is the gender composition of their boards and participants?
 - e. What are the gender gaps, inequalities, and hurdles people face when trying to access public services?
 - f. What are the management instruments in place in the regional and local governments?
 - g. Does the Regional/Local Concerted Development Plan include inequality, gaps, and hurdles regarding gender?
2. Is there a relationship between increased budget execution and reduction of gender gaps?
3. In the intervention areas, are there good practices in the participation of society in the provision of services? What factors have influenced their success and continuity over time? Are the services more effective with citizen participation?
4. Why is the participation of civil society in general and of women and vulnerable populations in particular more effective in certain places?
5. What factors motivate greater participation of women and vulnerable populations in the different regional and local citizen participation mechanisms?
6. What are the specific hurdles for women to not tolerate and to report corruption?
7. How do the communities evaluate corruption and what are the mechanisms they propose to avoid it?
8. Are regional and local governments more transparent, efficient, and effective when the level of participation is higher? Or when the level of gender equality is higher?
9. What are the knowledge and attitudes of regional and municipal officials and public servants in relation to gender and inclusion issues?
10. Is there any opposition from regional and municipal public officials and civil servants to gender inclusion in programs and services?

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ANNEXES

ANNEX A: RESUMEN EJECUTIVO

PROPÓSITO

El propósito del Análisis de Género y Poblaciones Vulnerables en zonas seleccionadas es conocer cómo la falta de rendición de cuentas, la ineficiencia y la corrupción afectan el acceso de las mujeres, poblaciones indígenas y otros grupos vulnerables a los servicios públicos; identificar las causas fundamentales de las desigualdades u obstáculos de género existentes; y buscar oportunidades para promover mejores formas de liderazgo y participación.

El estudio responde a preguntas referentes a cobertura y acceso a servicios públicos, participación ciudadana, participación política, corrupción y gestión de los gobiernos regionales.

METODOLOGÍA

El estudio se realizó con un enfoque metodológico eminentemente cualitativo basado en la revisión documental. Se revisaron 94 textos, entre investigaciones, documentos de política, artículos, y estadísticas, provenientes de organismos públicos, academia y organizaciones no gubernamentales. Estos fueron analizados teniendo en cuenta las preguntas del estudio y los dominios de género de USAID (ADS 205). Se focalizó en seis departamentos priorizados: Cajamarca y Cusco, en la sierra del Perú, y Loreto, Madre de Dios, San Martín y Ucayali, en la Amazonia.

CONCLUSIONES

COBERTURA Y ACCESO A SERVICIOS PÚBLICOS

Los niveles de cobertura y acceso a servicios públicos de salud, educación, agua potable, electricidad e internet en las zonas seleccionadas son insuficientes porque no llegan a cubrir a la población en general, ubicándose por debajo del promedio nacional, lo que se agudiza en las poblaciones indígenas. Esta situación no es la misma en todos los departamentos seleccionados: Loreto y Ucayali presentan el Índice de Capacidad de Entrega de Servicios Públicos (calculado por CEPLAN) más bajo en todos los servicios analizados (salud, educación seguridad pública y servicios de la vivienda), asociado a extensión de territorio y dispersión poblacional.

Entre las barreras que afectan el acceso a los servicios públicos de las mujeres y las poblaciones vulnerables se encuentran la micro corrupción, la discriminación y las barreras físicas para acceder a los servicios públicos. Además de lo mencionado, las barreras de acceso a los servicios de salud se relacionan con la oferta -carencia de médicos y medicamentos- y la calidad -demoras en la atención y la falta de tiempo para largas esperas y colas-.

PARTICIPACIÓN CIUDADANA

Existen diversos mecanismos de participación ciudadana, pero la poca documentación existente acerca de los procesos y de las personas participantes, es un obstáculo para un análisis de género enfocado en población vulnerable.

Uno de los mecanismos de participación ciudadana más conocido es el presupuesto participativo, está establecido en las normas nacionales; sin embargo, no todas las municipalidades de los departamentos priorizados cumplen con este proceso. Cajamarca presenta el menor porcentaje de municipalidades que realizaron dicho proceso en el 2020 (64%); y Cusco y San Martín muestran el porcentaje más alto (88% en ambos casos). Por las restricciones del gobierno, en ese año los procesos se tuvieron que realizar en línea.

Los cambios en el proceso de formulación del presupuesto participativo no aseguran la participación de los ciudadanos sino de organizaciones, donde se da prioridad a funcionarios públicos. Entre el 2008 y el 2019, alrededor de la tercera parte de los agentes participantes fueron mujeres y 20% de los equipos técnicos estuvieron conformados por mujeres.

Otros mecanismos de participación ciudadana, los Consejos de Coordinación Local y Regional, presentan bajos niveles de participación de la sociedad civil en general y de las mujeres en particular. En el ámbito seleccionado, los representantes de la sociedad civil apenas llegan al 40%, y en el caso de las mujeres, los porcentajes fluctúan entre 15.4% en las municipalidades de Madre de Dios y 33.6% en San Martín.

Existen otros mecanismos en las etapas de diseño e implementación de políticas (como la Consulta Previa, los Consejos Locales de Administración de Salud - CLAS y los Consejos Participativos Regionales de Educación - COPARE), pero cuyos registros no están desagregados por sexo u otra variable que permita identificar la participación de los grupos de interés. Los COPARE tienen además problemas en su funcionamiento, como son la dependencia con la Dirección Regional de Educación que limita su ámbito de acción, la escasa disponibilidad de recursos, el énfasis en la formulación y evaluación del plan educativo y no en la implementación, y la tensión entre los representantes de gobierno y sociedad civil.

Los mecanismos de participación ciudadana en la etapa de control gubernamental externo han sido promovidos por los programas sociales del MIDIS, la Contraloría General de la República y organizaciones no gubernamentales. Existe un mecanismo a nivel municipal que es la rendición de cuentas, pero no es cumplido por la totalidad de las municipalidades por la falta de voluntad política o capacidades de los funcionarios. En el ámbito del estudio, Cajamarca presenta el menor porcentaje de municipalidades que realizaron rendición de cuentas (47%) y Cusco tiene el mayor porcentaje (86%).

PARTICIPACIÓN POLÍTICA

La participación política de mujeres se ha visto favorecida por leyes que establecieron cuotas de participación del 30% y por la más reciente Ley 2737 que garantiza la paridad y la alternancia; como resultado se elevó el porcentaje de mujeres en el Congreso, aunque solo llegó al 38% en el último periodo 2021-26. A nivel de gobiernos regionales, municipalidades provinciales y distritales, el porcentaje de candidatas ha sido menor. Las principales razones de la baja participación política de las mujeres es la discriminación (por ser mujer, por la edad, por inexperiencia, por situación económica o por el color de piel, raza u origen étnico); dificultades para postular (campaña negativa o sucia,

recolección de dinero para la campaña, consecuencias negativas para el desarrollo profesional, menos tiempo con la familia, conflictos con la pareja, ataques de la prensa); y el acoso político.

Desde el 2002 existe una cuota del 15% de candidaturas para personas de las comunidades nativas y pueblos originarios en las listas de postulantes a los concejos regionales y municipales. Sin embargo, estos grupos alcanzaron solo el 1.7% en las elecciones regionales y municipales del 2018, principalmente por la ubicación de sus candidaturas en el tercio inferior de las listas partidarias.

La participación política de otros grupos vulnerables se ve limitada por la discriminación y la violencia. Entre el 2006 y el 2022 solo fueron elegidas 2 de 54 personas autoidentificadas como LGTBIQ+.

CORRUPCIÓN

Datos de la Contraloría General de la República muestran que Loreto y Ucayali tienen elevados Índices de Corrupción, 65.6 y 60.2, respectivamente). Los otros departamentos priorizados se ubican alrededor de 50 puntos. Este índice tiene dos componentes: corrupción e inconducta funcional; la corrupción representa las tres cuartas partes del índice, excepto en San Martín donde llega al 80%.

En los últimos 12 años, los dos principales problemas identificados por la población peruana han sido la delincuencia y la corrupción. En el 2022, el 60% de las personas entrevistadas identificó la delincuencia y el 57% la corrupción. Frente a ello, son pocas las denuncias. La tasa de corrupción (número de denuncias por 1000 habitantes) es de 2 en Cusco y Loreto, y menos de 1 en los otros departamentos.

El avance en la implementación del modelo de integridad promovido por la Presidencia del Consejo de Ministros (PCM) y su medición a través del Índice de Capacidad Preventiva de Corrupción muestra que Cusco es el departamento de mayor avance (94%) y Ucayali el de menor avance (10%).

Existen diferencias en la forma en que distintos grupos de ciudadanos experimentan o perciben la corrupción. Los casos más significativos son la sextorsión para las mujeres, y la violencia, discriminación y exclusión estructurales para poblaciones LGBTQI+, indígenas y las personas viviendo con discapacidad.

Las condiciones que pueden agravar la corrupción son las sanciones que solo se orientan a los actores pero que no abordan los problemas estructurales que permiten la corrupción, la falta de claridad y tipificación penal de la sextorsión y las prácticas discriminatorias arraigadas en el sistema de justicia.

Desde el 2018 se han implementado Oficinas de Integridad Institucional en las instituciones públicas y existen en 6 de 25 gobiernos regionales (GORE), pero sólo un 40% de la población sabe dónde denunciar un caso de corrupción. La principal barrera para que las mujeres denuncien es la falta de capacitación de funcionarios públicos en género y corrupción, y para las poblaciones indígenas, la falta de recursos económicos, desconocimiento de los procesos, idioma y baja o nula confianza en las autoridades.

GESTIÓN DE GOBIERNOS REGIONALES

La ejecución del presupuesto público para inversiones en el 2022 varía entre los GORE seleccionados, siendo Cusco, Loreto y Madre de Dios los de mayor ejecución -más de 80% del presupuesto- y Cajamarca el de menor porcentaje de ejecución. Esto se debe a varios factores como el desconocimiento de los procesos de ejecución presupuestal, barreras burocráticas, corrupción, entre otros.

La ejecución presupuestal no significa necesariamente la reducción de la desigualdad de género, puesto que la planificación no necesariamente está vinculada al presupuesto.

Los gobiernos locales del ámbito seleccionado ejecutaron entre 63.9% (Madre de Dios) y 75.8% (Loreto) del presupuesto para inversiones. En todos los departamentos, el porcentaje de ejecución de los gobiernos locales en proyectos de inversión fue mayor que la ejecución de los gobiernos regionales.

En el año 2019, del total de trabajadores en el sector público, el 53% eran hombres y el 47% mujeres. En los departamentos seleccionados, la menor proporción de mujeres en el sector público fue en Madre de Dios (40%), y las más altas en Loreto y Cajamarca (46.2% y 45.5% en cada caso). La mayor brecha salarial se encontró en Cajamarca y la menor en Cusco.

En los gobiernos locales existe una menor participación de mujeres. En las municipalidades provinciales de Cajamarca el porcentaje es de 25%, y en Ucayali, de 41%. En los gobiernos municipales distritales, la presencia de trabajadoras mujeres es menor aún, entre 25% en Cajamarca y Cusco, y 35% en Madre de Dios.

En cuanto a los avances en la implementación de la Política Nacional de Igualdad de Género, todos los GORE seleccionados (a excepción de Madre de Dios) muestran avances normativos: la incorporación de criterios de género en la elaboración de al menos un proyecto de inversión, aplicación de herramientas de autodiagnóstico de la inversión pública con enfoque de género (excepto Ucayali), entre otros.

Aunque los avances no son iguales, todos los gobiernos regionales cuentan con Mecanismos de Igualdad de Género y con planes de trabajo para implementarlos. En promedio, el avance en la ejecución de los planes de trabajo de los mecanismos es 93%.

RECOMENDACIONES

COBERTURA Y ACCESO A SERVICIOS PÚBLICOS

- Utilizar el índice de brechas de servicios de CEPLAN y los análisis de brechas de servicios de los ministerios para la planificación regional y local de la nueva intervención.
- Identificar las funciones vinculadas con la prestación de servicios de salud, educación, agua y desagüe, electricidad, internet, que corresponden a cada nivel de gobierno, a fin fortalecer capacidades para la formulación de proyectos de inversión pública orientados al cierre de brechas en cada nivel.
- Realizar diagnósticos de capacidades a funcionarios públicos en temas como el diseño, implementación, seguimiento y evaluación de proyectos de inversión pública, planificación gubernamental y gestión presupuestal, género, poblaciones vulnerables, para cerrar brechas de gestión.
- Promover incidencia política con las autoridades y funcionarios públicos para que incorporen el enfoque inclusivo (no discriminación por sexo, género, edad, etnia, etc.) e intercultural (lenguaje inclusivo, idioma local, horarios de atención adecuados a la población, adecuación cultural) en la oferta de servicios públicos.
- Promover la formación de alianzas entre los gobiernos regionales y el sector privado para la provisión de internet en zonas rurales.

- Contribuir con la implementación de las políticas nacionales en el ámbito regional y local: Política de Igualdad de Género Política Nacional Multisectorial en Discapacidad para el Desarrollo al 2030 y el Plan Nacional de Derechos Humanos.
- Con relación a la titulación de tierras, se traslada las recomendaciones del estudio de USAID (2022b):
 - Elaborar estudios específicos que identifiquen los principales “cuellos de botella” a nivel regional, que ayuden al diseño de las estrategias más adecuadas para cubrir las brechas de titulación de las comunidades nativas existentes. Estos estudios deben concluir en hojas de ruta regionales.
 - Diseñar e implementar un plan permanente de fortalecimiento de capacidades del personal de las Direcciones Regionales Agrarias en materia normativa referida al reconocimiento y titulación, interculturalidad (idioma, relacionamiento con las comunidades nativas, cosmovisión del territorio indígena), entre otros aspectos.
 - Actualizar el catastro regional de las comunidades nativas, así como la georreferenciación de estas, empleando las tecnologías y métodos más adecuadas y actualizadas (hardware, software, uso de satélite, personal especializado).
 - Diseñar sistemas de monitoreo de la titulación de las comunidades nativas.

PARTICIPACIÓN CIUDADANA

- Apoyar la instalación y fortalecimiento de las Oficinas de Protección, Participación y Organización de Vecinos con Discapacidad (OMAPED) en las municipalidades provinciales y distritales, así como la implementación de planes y servicios inclusivos.
- Apoyar el desarrollo de sistemas estadísticos regionales y locales para recabar datos sobre servicios y mecanismos de participación ciudadana desagregados por sexo y por poblaciones vulnerables, para la toma de decisiones en este campo.
- Fortalecer e implementar los mecanismos de participación ciudadana regionales y locales incluyendo cuotas de participación de sociedad civil en general, y de mujeres y grupos vulnerables en especial.
- Promover la elaboración y aprobación de ordenanzas contra la discriminación por orientación sexual o identidad de género en gobiernos regionales y municipalidades para.
- Apoyar la expansión de los mecanismos de veeduría ciudadana u observatorios de la gestión pública regional y local.

PARTICIPACIÓN POLÍTICA

- Promover la formación de liderazgos de mujeres y poblaciones vulnerables para su participación política.
- Sensibilizar a partidos políticos y movimientos regionales para que cumplan con la ley de alternancia y paridad de las mujeres, la cuota indígena y la incorporación de candidatos LGTBIQ+, y apoyar campañas que promuevan en la población la aceptación de candidaturas de mujeres, indígenas y personas LGTBIQ+.

CORRUPCIÓN

- Impulsar la creación de oficinas de integridad pública en los gobiernos regionales y locales y el desarrollo de planes institucionales de integridad y lucha contra la corrupción, vinculados a los instrumentos de gestión que garanticen el presupuesto para su implementación.
- Apoyar a los gobiernos regionales y locales en el desarrollo de procedimientos y mecanismos para la gestión de denuncias de corrupción en servicios públicos, poniendo especial atención a las denuncias de mujeres y grupos vulnerable, y asegurando la difusión de estos procedimientos y mecanismos.
- Fortalecer capacidades de autoridades y funcionarios públicos en los temas del Plan Nacional de Integridad y Lucha contra la Corrupción, creando conciencia sobre la relación entre género y corrupción.

ANNEX B: DEFINITIONS

Corruption: "It is the abuse of entrusted power and influence for personal or political gain." Whether corruption is perpetuated by public officials or by external actors, in all cases, its defining characteristic is that it seeks to subvert the public good in the service of narrow personal, economic and political interests. At the heart of this definition is the exploitation of power – both formal and informal – to divert, embezzle, or capture resources, goods, and access that should be used for the public good. This definition recognizes that corruption can take many forms, all with significant social and human costs. At its core, corruption is a cross-cutting phenomenon that affects all sectors and elements of society. It is produced at national, subnational and community levels, and no sector is exempt. It is an especially difficult challenge to address when it is endemic (rather than sporadic), and/or rooted in cultural norms and values that make it difficult to combat and eradicate. (USAID 2022)

Grand Corruption: Grand corruption occurs in the upper echelons of the state, distorting state policies or functioning and allowing rulers to benefit at the expense of the treasury.

Gender: A set of values, beliefs and ideas about the behaviors and activities that in a given culture are appropriate for women and those that are suitable for men, that is, their identification with femininity and masculinity. (ADS 205 USAID, 2017)

Intersectionality- Intersectionality refers to the identification of factors of discrimination of groups or people who have different identities: gender, ethnic, socioeconomic status, disability, age, territorial origin, gender identity, or sexual orientation, among others. The intersectional approach considers the effects of the interaction between the different systems of oppression associated with these identities. (Transparency International).

Micro Corruption: Minor corruption is corruption that is reflected in the daily abuse of power exercised by public officials at a low or medium level, in their direct relationship with citizens, who seek access to goods or services.

Sextortion or Sexual Extortion: Sexual extortion or sextortion is a manifestation of corruption effected through the abuse of power to obtain a sexual favor. This expression also known as sexual corruption has a sexual component and a component of corruption itself and is manifested through the exchange of sexual favors in a broader framework of gender violence, which may involve various types of aggression against women from sexual harassment to forced sex.

ANNEX C: TECHNICAL PROPOSAL

TECHNICAL APPROACH

BACKGROUND

USAID's Gender and Democracy, Human Rights, and Governance policies require programs to ensure that women, men, third gender or gender non-conforming and other vulnerable populations have equal opportunities to participate in the civic and political life of their countries. USAID believes that supporting equal opportunities for all is consistent with universal human rights, democratic principles, and its goal of fostering resilient, democratic societies. In addition, USAID acknowledges that institutions weakened by corruption compromise sustainable development and reinforce inequality. (Kozma, Alyson, 2016)

While more research is needed on gender and experiences of corruption, it is understood that individuals and communities who are already vulnerable and/or marginalized within society are more likely to experience the effects of corruption, due to their reliance on public services and more frequent interaction with public service providers. (Kozma, Alyson, 2016) For example, women are disproportionately affected by corruption because they lack access to resources, voice, and participation. They are also the primary service users, especially for education and health services, and tend to be marginalized from decision-making as well as to have inadequate protection of their rights, which translates into increased risk of exploitation from corrupt state actors. (Transparency International, 2010) Likewise, men may be more likely to encounter corruption in the economic or business sphere and may face pressures to engage in corruption due to expectations around serving as the sole provider for their families. (Kozma, Alyson, 2016).

Government inefficiencies, lack of transparency, and accountability also affect men, women, and vulnerable populations in diverse ways. Women for example, tend to have little access to information on government processes and are most likely to make informal payments for services that are supposed to be free. Women are also less aware of their entitlements thus less likely to demand accountability. (Kozma, Alyson, 2016)

In addition, the lack of voice and participation faced by women and vulnerable populations may result in government inefficiencies. Women tend to have less involvement and participation in civil service and administrative positions related to the delivery of key services such as water, health, sanitation, and schooling. This may be due to gender roles, expectations, and cultural attitudes in the country. When public servant positions are overwhelmingly held by males, the result may be that men deliberately misrepresent and complicate government processes for women and other frequent users, and services provided may not respond to user's needs. Users may then be forced to seek services with private providers, further limiting access to services. (Transparency International, 2010)

Similarly, despite advances in Latin America in terms of LGBTQI+ population rights and support for same sex-marriages, trans people and other members of the queer community continue to face exclusion. The justice system continues to neglect the structural violence and discrimination experienced by trans people and other marginalized queer communities. For many members of this community the fear of violence, loss of employment, harassment, and discrimination forces them to hide their gender identity and living "in the closet" becomes the only viable option.

Despite an increased interest to understand how corruption, lack of transparency, and government inefficiency disproportionately affect women, the poor, and other vulnerable population, there is still lack information and visibility as to how these issues affect lesbian women, and trans men and women. Given the lack of information and funding to conduct research, issues pertaining to the queer community continue to be invisible and unaddressed. For example, little or nothing is mentioned on national level reports on corruption on violence and abuses of power faced by the queer population, often at the hand of police, law enforcement agents, and institutions. Arbitrary arrests based on “good moral” laws, “corrective” rape, and the criminalizing, and sanctions to trans people based on their “lack of morality and scandalous behavior,” is often not mentioned or only referred to as anecdotal information. (Kalpschtrej, 2021).

Indigenous people are another vulnerable group that is often overlooked when addressing corruption. There is little empirical research specifically focused on the impact of corruption on indigenous people. There is also limited disaggregated data available that would make it possible to track the impact of corruption on these groups with regard to incidence of poverty and other socio-economic indicators. However, indirect attribution is plausible. Indigenous people often experience extreme poverty, abuse, and discrimination, and are often referred to as the “poorest of the poor”. There are some evidence that poor and marginalized people are particularly vulnerable to corruption. It could thus be inferred that indigenous people as a group will therefore be disproportionately affected by corruption. In addition, indigenous communities may have profiles that render them particularly vulnerable to exploitation and corruption. They often live in remote, natural resource rich areas, and depend upon natural resources for their livelihoods. Their social organization may also be poorly respected by more rigid political and legal institutions. (Kalpschtrej, 2021)

Some forms of corruption may be especially harmful to indigenous communities since they may directly threaten their social, economic, and cultural survival. Corruption risks relate to the illegal exploitation of land and natural resources, which may lead to resource degradation or dispossession that has a ripple effect on all aspects of indigenous peoples’ livelihoods. (Kalpschtrej, 2021)

In addition to the characteristics mentioned above (which indigenous people may share with other groups that are disadvantaged in socio-economic terms), additional factors that are specific to indigenous people may result in a particular vulnerability to corruption (Hand, J: 2005): A low level of technological expertise may exclude indigenous groups further from social, economic and political processes that increasingly require the competent use of conventional and new media tools. Their form of political organization - based on kinship ties, decentralized political structures, and overlapping spheres of territorial control may not easily fit with dominant institutional structures, resulting in indigenous groups being insufficiently recognized by international laws and public institutions. (U4 Expert Answers, 2021)

Thus, vulnerable populations may be more likely to face demands for bribes, suffer from sexual exploitation, be trafficked, and/or face greater barriers to seeking accountability. Transparent, gender-responsive, and socially inclusive accountability systems are necessary to both end corruption and to ensure equality of access, services, and justice for all people. Integrating gender and socially inclusive into anti-corruption and accountability systems strengthens representative institutions and helps further strengthen democracy, in support of DRG objectives. (Kozma, Alyson, 2016)

PURPOSE

The purpose of the desk review on gender is to address how women, and vulnerable people's access to public service delivery is affected by lack of government accountability, inefficiencies, and corruption. The desk review should find root causes of existing gender inequalities or obstacles so that USAID/Peru can proactively address them in a new activity design and seek out opportunities to promote enhanced forms of leadership and participation.

The new DRG activity will promote strong participation of women and vulnerable populations in decision-making processes related to the use of public resources and greater access to public information.

OBJECTIVES

1. To conduct a desk review to identify how vulnerable populations may be disproportionately affected by lack of government accountability, inefficiencies, and corruption in targeted municipal areas of Ucayali, San Martin, Madre de Dios, Loreto, Cusco, and Cajamarca.
2. To use findings from the analysis to develop recommendations for USAID/Peru on key issues to consider as it develops a new DRG activity.
3. To provide a list of further research questions that may guide gender analysis at the co-creation phase or once the activity has been awarded.

STUDY QUESTIONS

Statistics:

1. What is the level of coverage of, and access to, public services including health, water and sanitation, education, electricity, roads construction, and digital access in target areas? (Compared to national levels)
2. What is the level of execution of public budgets (planned vs executed) for the last three to five years in target areas? What areas or activities were dropped from the budget.
3. What is the composition of sub-national government staff disaggregated by sex, ethnicity, or other vulnerable groups in target areas?

Access to Resources:

1. Do target areas have mechanisms in place to encourage broader political participation of women, indigenous people, and other vulnerable populations? Are there consultations in the development of development plans, broad participation education or health local and regional committees, is there oversight from civil society organizations etc.?
2. Do men and women have equal access to public services in target regions? What are the experiences of persons with disabilities, LGBTI individuals, and indigenous people?
3. What barriers do the different populations meet when accessing public services?

Knowledge, Beliefs and Perceptions:

1. Are there differences in how the different groups of citizens experience or perceive corruption- (In relationship to services and oversight) Are there differences for men and women? What are

the experiences of corruption for people with disabilities, LGBTI individuals, and indigenous people?

2. What factors encourage and discourage diverse groups of citizens from seeking information and accountability as related to public services?

Practice and Participation:

1. To what extent do target areas have participatory budget planning and execution processes and who are the people participating in these processes? What is the participants' perception of having a voice and/or decision-making power in these processes? (National level)
2. To what extent do planning and budgetary processes result in the inclusion of actions that address the needs of women and other vulnerable populations?
3. To what extent are the participatory budget planning and execution processes being implemented? Are civil society organizations or groups of people monitoring and providing oversight on the execution of these budgetary planning and execution processes? For example: What information exists on the outcome of previous decentralization or participatory budget planning processes?
4. Do men, women, indigenous people, and other vulnerable populations believe they lack access to services or think their needs for services are not being met? What are some opportunities to increase access to services?

Laws, Legal Rights, Policies, and Institutions:

1. To what extent is gender equality incorporated into the policies, practices, and performance evaluations of service provision or municipal management of public administrators and agencies in target areas? Is there alignment in the policies with guidelines provided by the Ministry of Women and Vulnerable Populations (MIMP)? Are MIMP guidelines being applied by the target sub-national governments?
2. To what extent does Peru's legal framework create conditions that may worsen corruption or inefficiencies faced by traditionally marginalized populations, such as women, youth, indigenous people, and members of the LGBTI community?
3. What mechanisms or processes exist by which individuals who have experienced corruption or government inefficiencies may seek redress? If those mechanisms exist, how inclusive and gender-sensitive are they? To what extent do any existing redress mechanisms address the distinct ways in which different people experience and are affected by corruption? For example, if grievances are submitted in person in an office, can women and men both access it conveniently and safely?

SCOPE

The desk review will focus at a minimum on the departmental and municipal (capital province) governments of Ucayali, San Martin, Madre de Dios, Loreto, Cusco, and Cajamarca and use data collected within the last three to five years.

Areas of emphasis:

The desk review will focus on:

- The capacity of citizens to participate in planning and oversight decision-making processes of sub-national governments, on access to services, and on how corruption and government inefficiencies affect diverse groups in different ways.
- The identification of gaps (male vs female, geographic, per type of service etc.) in the provision of services, including health, water and sanitation, education, electricity, roads, and digital access.
- The link between gender equity and social inclusion and achievements on sustainable development in DRG programming.

METHODOLOGY

Based on the research questions established in this document, we will develop a desk review approach and identify secondary data resources. We suggest having an initial meeting with key USAID/Peru staff working on the design of the new DRG activity to confirm expectations and understanding of the interconnection of gender and DRG programming, as well as to confirm the types of problems USAID/Peru is looking to solve with the new activity. This will allow us to target the focus of the research and the recommendations.

Following the initial meeting, we will then conduct a wide internet evidence scan for documents pertaining to corruption, political participation, use of services at the local and municipal levels, transparency, and government inefficiencies in Peru and targeted areas. Sources of documentation may include Government of Peru websites (MIMP, MIDIS, MEF, INEI, Regional Governments and Municipalities), USAID's Development Experience Clearinghouse (DEC), DRG sector and partner's websites, University of Vanderbilt American's Barometer LAPOP report, other donor reports and websites (IBD, World Bank, UnWomen, Transparency International), and local reports including the EIP national anti-corruption surveys, previous gender analysis and assessments for USAID/Peru, and other literature and reports in both English and Spanish. To the extent possible and where data is available, we will identify key themes, assess whether secondary data is sufficient or not to answer the questions.

Once analysis is complete and we draft findings, draw conclusions, and develop initial recommendations, we will share them with USAID via a validation workshop. The workshop will give USAID/Peru an opportunity to ground truth the findings and refine recommendations that will be most useful for the team.

We will produce a 15-to-20-page draft report summarizing findings of the evidence scan, conclusions, recommendations, and additional questions for USAID to consider researching pre-or-post award. We will submit the draft report for USAID/Peru's review and feedback, which we will incorporate in the final report.

MANAGEMENT PLAN

To ensure alignment with overall contract and MELS' strategy, the Chief of Party will be USAID's main point of contact. The Evaluation and Inclusion Specialist will supervise EnCompass's HQ staff's tasks and review their products at various stages of the process with the support of an EnCompass Technical Program Manager. EnCompass Project Manager/Coordinator will provide backstop support for all administrative tasks.

STAFFING PROFILE

The proposed activity will be led by two EnCompass HQ, an experienced senior gender advisor who will work with a senior MEL and gender advisor. The profiles and tasks are described in Exhibit 1: Proposed profiles.

Exhibit 1: Proposed profiles

TITLES	MAIN TASKS	PROFILE
Samantha Croasdaile, Senior Gender Advisor	Leads the team, designs the study methodology, organizes data revision, performs analyses, drafts report. Ensures that the work plan is implemented according to the deadlines.	Samantha Croasdaile
Natali Petroni, Senior MEL and Gender Advisor	Supports the identification and review of secondary information, performs analysis, contributes to writing of reports and presentations.	Natalia Petroni
TBD, Junior Analyst	Process and analyses statistical data from diverse sources, summarize in tables and graphs and analyze statistical data, as requested by the Senior Gender Advisor	Bachelor's degree in social sciences, economics, or statistics. Minimum of 3 years of experience in research, statistics, or gender analysis. Knowledge of software for database processing. Experience in processing data from national surveys, use of weighting factors, and development of indicators. Excellent written skills in Spanish; English proficiency level 3 (reads and understands).

IMPLEMENTATION SCHEDULE

The period of performance is eight weeks from September 12 to November 18, 2022. Proposed deliverables are in Exhibit 2: List of Deliverables. Exhibit 3: Timeline describes the work plan in detail.

Exhibit 2: List of Deliverables

DELIVERABLE	WEEK
D1 Validation Workshop	6
D2 Preliminary report responding to the study questions	8
D3 Final report in English	(*)

Exhibit 3: Timeline

TASKS AND ACTIVITIES	MELS /SERVICE ORDER	SEP 12-16	SEP 19-23	SEP 26-30	OCT 03-07	OCT 10-14	OCT 24-28	OCT 31-NOV 04	NOV 07-11	NOV 14-18
Administrative arrangements	Team	X								
Initial Meeting with USAID	Team		X							
Document revision / identification of gaps / preparation of summaries	Team		x	x						

TASKS AND ACTIVITIES	MELS /SERVICE ORDER	SEP 12-16	SEP 19-23	SEP 26-30	OCT 03-07	OCT 10-14	OCT 24-28	OCT 31-NOV 04	NOV 07-11	NOV 14-18
Statistics revision / quantitative data processing (if necessary)	Team			x	x					
Validation of report outline	Team				x					
Completion of information organization	Team				x	x	x			
Validation Workshop								DI		
Preparation of draft report for comments	Team						x	x	x	
Submission of final report	Team									D2 D3*

(*) Two weeks after solving comments to the draft report.

ANNEX D: STUDY TEAM

- **Susana Guevara** is a sociologist with a master's degree in public policy Evaluation from the University of Seville, Spain, and a master's degree in social management from the Pontificia Universidad Católica del Perú. He has more than 20 years of experience designing monitoring systems, performing evaluations and systematizations. He is a professor at the Pontificia Universidad Católica del Perú in the Diploma of Monitoring and Evaluation. He has worked with government institutions, NGOs, and international cooperation agencies.
- **Samantha Croasdaile** is a specialist in the development of programs for the promotion of gender equality and women's empowerment and the prevention of gender-based violence. He is bilingual in English and Spanish. She holds an undergraduate degree in Mass Communication and Public Relations from Louisiana State University and an MBA from UNITEC in Honduras. She has 20 years of experience conducting research, gender analysis and developing gender indicators. He also specializes in providing technical assistance and developing and facilitating training sessions.
- **Natalia Petroni** is a specialist in project management, monitoring, evaluation and learning (MEL) and inclusive development (with an emphasis on gender equity). With more than 12 years of experience, he has led numerous efforts for USAID, the State Department, and implementing partners in Peru, Thailand, Chile, and the United States. Much of his experience is in incorporating MEL into the USAID program cycle and in building the MEL capacity of USAID staff, implementing partners, and government. She holds two master's degrees from Johns Hopkins University, one in Public Health and the other in International Relations.
- **Juan Manuel Ponte** is a specialist in quantitative and qualitative research projects with experience in public opinion analysis, electoral processes, and political communication. He is currently pursuing a master's degree in applied Statistics at the National Agrarian University La Molina, has a diploma in Applied Statistics and a bachelor's degree in political science.