

Swedish Support for Gender Equality in Chile

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Sida Evaluation 97/28

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EXECUTIVE SUMMARY

I. The Program

The National Women's Service, SERNAM, was created by law in January, 1991 with the aim of promoting equal rights between men and women. It is widely acknowledged that the decision to create SERNAM was made in recognition of the strategic role that women played in the human rights movement during the military government, and in the transition to democracy. SERNAM is unusual for being one of the few, if not the only, Governmental Women's Institutions in Latin America whose creation has been approved by a parliamentary act.

In Sweden, discussions on support to women in Chile started in 1990, even before the Chilean elections. Given the context of the transition process into a stable democracy, the timing was considered particularly appropriate for a proposal on long-term support to SERNAM, the Chilean National Service for Women, and to national NGOs active in the area of gender equality, many of which had formerly received support from Sida from the framework of Support for Human Rights. Sweden has played a decisive role in supporting both the efforts of the Chilean government as well as civil society to incorporate gender equality into public policy and to strengthen the position of women in Chilean society.

The explicit goal of Sida's support to SERNAM is to contribute to the democratization process in Chile. When Sida's overall support for the transition to democracy was negotiated and decided upon, Sida emphasized that gender equality constitutes an important basis for the development of democracy. Areas for support were chosen strategically for their potential, both to support the institutional consolidation of SERNAM, the implementation of the Equal Opportunity Plan, which is the government's blueprint for supporting gender equality in public policy, as well as to create a favorable climate within Chilean society for strategic changes regarding gender equality.

Sweden has provided approximately 60 MSEK in support for this goal, through two consecutive periods of cooperation, from 1990-1993 and 1994-1997. The support was given with the aim of contributing to the creation of initial conditions for developing strategies to promote gender equality, and to establish and consolidate programs which would subsequently be maintained by the Chilean Government.

The main role of SERNAM is:

- to formulate public policies which will ensure equal opportunities for women in all spheres of political, social and economic life;
- to integrate the defense of women's rights into national, regional and local public policies;
- to create proposals for constitutional changes that will ensure legal equality for women and men.

The Specific Agreement for the Second Period of cooperation was signed in February 1995. The total amount of the Program Support for this period is 29 MSEK. The main components and the objectives of the program, entitled "Support for Structural Changes Aiming at Equal Opportunities for Women and Men in Chile, 1995-1997", are as follows:

Institutional Support to SERNAM

- Support to three ***Women's Information Centers (CIDEM)*** in Talca, Valparaiso and Santiago, has the aim of informing women regarding their rights and to promote increased self esteem and autonomy among women, so that they may participate fully in the national development process, in equal conditions with respect to men.
- Support for the development of a unified **Communication Strategy**, with the aim of creating public support for the Equal Opportunity Plan through public information campaigns, publications and media activities.
- Support for **Sectorial Work**, with the goal of encouraging ministries, authorities and other governmental institutions to develop and implement public policies favoring equal opportunities for women and men in areas prioritized by the Equal Opportunity Plan, such as politics, economy, culture and family.
- Support for **Training Activities**, both within SERNAM, as well as in the public sector, in order to improve the dissemination and implementation of the Equal Opportunity Plan

Fund for Support to Civil Society:

This Fund was created primarily in order to strengthen the participation of civil society in the implementation of the Equal Opportunity Plan, as well as to contribute to the consolidation of democracy in Chile by encouraging the exchange of ideas and experience between the State and civil society.

Fund for Support to Gender Research:

The purpose of the Gender Research Fund is to support and stimulate efforts to promote research with a gender perspective.

II. The Evaluation

Sida commissioned an evaluation of the program, with emphasis on the second period of support. Due to delays in initial disbursements, program implementation was also delayed. Therefore, in some areas it was not possible to evaluate results, but rather to assess an ongoing process.

The main purpose of the evaluation is to assess the program's success in achieving its goals, as well as existing conditions for the sustainability of activities formerly supported by Sweden once the cooperation period is finalized. An additional goal of the evaluation is to identify areas in which the experience of SERNAM and other Chilean organizations may be able to offer conceptual or methodological contributions for other Latin American countries involved in similar processes, as well as lessons for future Swedish support in the promotion of gender equality.

The evaluation was carried out using primarily qualitative methods. During three weeks in the field, both individual and group interviews were carried out with key informants, including national and regional SERNAM staff, representatives from ministries, municipalities and non governmental organizations involved with SERNAM, as well as with some beneficiaries of SERNAM programs. Documentary revision included reports, publications and audio visual materials produced by SERNAM and organizations connected to the program, as well as independent evaluations carried out of different aspects of the program. All visits were made in two regions of the country: Valparaiso (Region 5) and Santiago, where the majority of activities supported by Sweden are concentrated.

In terms of the reliability of the conclusions presented, it should be acknowledged that although efforts were made to interview the greatest number of persons and institutions involved in the Swedish support to SERNAM, given the time constraints of the mission, it was not possible to explore each of the components of the Swedish Program in depth, nor to cover more regions of the country. With this in mind, the mission decided to give priority to covering as broad a range of actors and programs as possible within a limited geographical location. The validity of the information gathered was tested by comparing the comments of different sources regarding each program, and concentrating in future interviews on areas in which there seemed to be discrepancies or differences in interpretation. Therefore, we consider the global assessment of the Swedish Support to SERNAM to be reliable, although there may be some omissions or misunderstandings with regard to specific details.

III. Main Findings

The team considers that the Swedish Cooperation for the National Program for Women has been quite successful, taking into account the following observations:

- The funds contributed by Sweden have been used with efficiency and transparency in accordance with the agreed upon plans and budgets;
- The activities presented in the project document have been carried out according to plans, and in most of the components, the targets have been over reached. The only setback with regard to the time frame of the program is due to delays in the initial disbursements from Sweden;
- The program has made substantial progress in achieving the specific goals set for each of the components;
- The funds provided by Sweden have been critical in the consolidation of SERNAM as an institution, as well as the development of the Equal Opportunity Plan as a conceptual and methodological tool for the incorporation of a gender perspective into public policy;
- The support provided to SERNAM has achieved a high degree of financial and institutional sustainability, as evidenced by the integration of a great part of the activities formerly financed by Sweden into SERNAM's national budget;
- The program has contributed to the efforts of civil society to strengthen the position of women in Chilean society, and to effect structural changes in gender relations, as well as encouraging greater dialogue between SERNAM and institutions of civil society.

- The program has contributed to the production of knowledge from a gender perspective, as well as helping to present gender equality as a legitimate subject for scholarly research.

Institutional Challenges faced by SERNAM

The mission believes that SERNAM has achieved exceptional progress in a relatively short period of time, and that it has made a substantial contribution to the strengthening of democracy in Chile. Furthermore, SERNAM's experiences provide an important frame of reference for other countries in Latin America who are currently in the process of institutional development. With this in mind, the mission believes that the following areas are challenges which need to be further addressed for SERNAM's institutional consolidation:

- Improving the definition of the respective roles of the different departments of SERNAM, as well as the mechanisms for coordination between them
- Strengthening the development of regional and municipal plans, and
- Consolidating the procedures for monitoring the implementation of the Equal Opportunity Plan through the development of indicators to measure the impact of the activities carried out.

The Fund for Gender Research and Civil Society

With regard to the Funds for Gender Research and Civil Society the results are more mixed. In both cases the funds provided by Sweden were administered efficiently, in accordance with the agreements. Furthermore, the activities carried out with the funds were in line with the goals of the cooperation, and made important contributions to the advancement of gender equality in Chile. However, in both situations future sustainability is doubtful. In the case of the Fund to Support Civil Society, Sweden's decision to approve the funds was contingent on SERNAM's willingness to administer them, in spite of the fact that this channel was considered inappropriate both by SERNAM as well as the NGO counterparts. Considering that the main justification for channeling the funds through SERNAM was to ensure that the government would maintain the funds in the future, one would have to conclude that at least from the standpoint of sustainability, this component was only partially successful.

Future Opportunities for Cooperation

The fact that Chile is beginning to develop its own international cooperation program, presents new opportunities for joint cooperation with Sweden, particularly with regard to gender equality. SERNAM's experience in this field is well recognized throughout Latin America and already it has sponsored some international activities together with Sweden both in Nicaragua and in Bolivia.

Chile has placed special emphasis on cooperation with Central America, Paraguay and Bolivia, which coincide with Swedish priorities as well. This kind of triangular cooperation seems to be an excellent way to take advantage of Chile's regional expertise and contributes both to strengthening Swedish cooperation in the region, as well as strengthening ties between Chile and the rest of the region. In addition, it is recommended that Chilean and regional NGOs be included as possible counterparts in the horizontal cooperation process.

Finally, although direct bilateral support is being phased out, SERNAM is anxious to maintain a relationship of exchange and technical support from Sweden in specific areas. The visits of Chilean women to Sweden have been greatly appreciated, and have contributed to strengthening support for gender equality in Chile, as have the visits of Swedish technical advisors, such as the support from Statistics Sweden. The team considers this to be a valuable and appropriate form of cooperation which enriches both Chile as well as Swedish development cooperation, and suggests that it be maintained in the future.

I. Introduction

Since the beginning of the Chilean transition to democracy in 1990, Sweden has played a decisive role in supporting both the efforts of the Chilean Government as well as civil society to incorporate gender equality into public policy and to strengthen the position of women in Chilean society. Sweden has provided approximately 60 MSEK in support for this goal, through two consecutive periods of cooperation, from 1990-1993 and 1994-1997. Support was given to the Chilean National Service for Women (SERNAM) as well as to numerous non governmental organizations for the implementation of a strategy for the promotion of gender equality. Now that the final period of cooperation is drawing to a close, Sida decided to commission an evaluation of the program, with emphasis on the second period of support (see attached Terms of Reference, Appendix #1). The main purpose of the evaluation was to assess the program's success in achieving its goals, as well as existing conditions for the sustainability of activities formerly supported by Sweden once the cooperation period is finalized. An additional goal of the evaluation is to identify areas in which the experience of SERNAM and other Chilean organizations may be able to offer conceptual or methodological contributions for other Latin American countries involved in similar processes, as well as lessons for future Swedish support in the promotion of gender equality.

In the following pages the findings of the Evaluation Mission of Swedish Support to the program **“Structural Changes Aiming at Equality of Opportunities for Women and Men during 1995-97,”** are presented. Although the timing of the mission was meant to coincide with the end of the program, in fact, due to delays in initial disbursements, program implementation was actually approximately half completed at the time of the mission, and some of the actions planned in the project document had not yet begun. Therefore, in some areas it was not possible to evaluate results, but rather to assess an ongoing process.

The team gratefully acknowledges the enthusiasm and openness with which the personnel of SERNAM and other organizations participated in the evaluation. The attitude of constructive criticism which we found throughout the visits both facilitated and enriched our work enormously. We are particularly indebted to Teresa Rodriguez and Marisol Gomez, of the Department of International Relations of SERNAM for their constant support and attention at all stages of the field work.

II. Methodology

Field work for the review was carried out over a three-week period, between March 2 -23, 1997. The evaluation team was made up of two persons, with training in social science and epidemiology (ME), and in nursing (AS). Both members of the team have lived in Latin America, are fluent in Spanish and have experience in project management and evaluation with a gender perspective. The evaluation was carried out using primarily qualitative methods. Semi-structured interviews were carried out with key informants both individually and in groups. The persons interviewed included national and regional SERNAM staff, representatives from other ministries working with SERNAM, municipalities and non governmental organizations involved with SERNAM, as well as with some beneficiaries of SERNAM programs (Appendix #2). The program of activities was arranged by SERNAM according to the evaluation team's request (Appendix #3). In order to assess the impact of each of the components covered by Swedish support, the team met with persons and institutions representing not only the implementing organizations and/or departments within SERNAM, but also with beneficiaries of the programs and independent evaluators. In order to address the issue of sustainability, meetings were held

with persons and institutions which might play a role in the future management of the program. Additional interviews were included during the last two weeks of the mission in order to clarify some key issues which emerged during the initial field work. A representative of the International Relations Department of SERNAM accompanied the team on most of the visits within SERNAM; however, no one from SERNAM participated in the team's meetings with beneficiaries, NGOs and ministries.

Documentary revision included reports, publications, and audio visual materials produced by SERNAM and organizations connected to the program, as well as independent evaluations carried out of different aspects of the program. All visits were made in two regions of the country: Valparaíso (Region 5) and Santiago, where the majority of activities supported by Sweden are concentrated. Due to time constraints, it was not possible to observe directly any of the training activities carried out by SERNAM or other organizations. The preliminary conclusions of the evaluation were presented to and discussed with the Minister and Vice-Minister of SERNAM, as well as the heads of all the departments involved in the Swedish Program and representatives from AGCI. Their comments to the initial findings have been incorporated into this report.

In terms of the reliability of the conclusions presented, it should be acknowledged that although efforts were made to interview the greatest number of persons and institutions involved in the Swedish Support to SERNAM, given the time constraints of the mission, it was not possible to explore in depth each of the components of the Swedish Program, nor to cover all regions of the country. With this in mind, the mission decided to give priority to covering as broad a range of actors and programs as possible within a limited geographical location, rather than gaining a deeper understanding of a smaller number of activities, or conversely, attempting an even more superficial view of more regions. The validity of the information gathered was tested by comparing the comments of different sources regarding each program, and concentrating in future interviews on areas in which there seemed to be discrepancies or differences in interpretation. Therefore, we consider the global assessment of the Swedish Support to SERNAM to be reliable, although we recognize that there may be some omissions or misunderstandings with regard to specific details.

III. Background

3.1 Chile's Strategy for Gender Equality

3.1.1 The Situation of Chilean Women

Chilean society is quite conservative, even by Latin American standards. Chile is one of the few countries, if not the only one, in which divorce is not legally permitted.

Pregnancy among adolescents is very common and increasing in frequency. Every fourth pregnancy ends in abortion. Although therapeutic abortions were available before the military government, in 1989 all abortions were declared illegal. In 1993 it was estimated that 40,000 women were hospitalized because of complications due to unsafe abortions.

While 25% of all adult women giving birth in Chile are currently unmarried, in women under 20 years of age this figure has increased enormously in recent years: from 31% in 1972 to 58% in 1988, and from 19% to 35% for women between 20 and 24.

It is estimated that 25% of homes are currently headed by single women. Although female headed households are concentrated among the poorest sectors of Chilean society, they have less access to social programs (a recent study showed that 18.7% of female-headed households compared to 37.6% of male-headed households were found to be receiving government subsidies).

This tendency is of particular concern, as unmarried women and children born out of wedlock do not receive equal protection under Chilean law. Furthermore, the lack of opportunities for divorce contributes to further discrimination against women. The only way in which Chilean couples may legally separate is through a procedure by which the marriage is annulled for administrative reasons (ostensibly for having been performed outside the region in which the couple resides.) However, this procedure does not guarantee women and their children protection or child support.

Divorce restrictions may also have the additional effect of obliging some women to remain in violent relationships. A study carried out in 1991 among 1,000 women in the Metropolitan Region showed that 25% of women had been abused by a partner in their lives and 30% had been emotionally abused. Further it was found that 85% of battered women had not reported the abuse to the authorities.

The issue of divorce has met with serious resistance from the Catholic church as well as conservative sectors of the Chilean Parliament. However, there is currently an initiative under debate in Parliament which was presented by the Christian Democratic Representative, Mariana Aylwin.

Chilean women have fairly equal access to education, although their salaries and access to decision making is lower compared to men. Women make up 30% of the Chilean labor force. However, they are disproportionately concentrated in low paid, unskilled and informal jobs, such as domestic labor.

Although women have been historically absent from positions of power, this is gradually beginning to change. While only 7 women have occupied the position of Cabinet Minister between 1952 and 1993, compared to 509 men, during the current administration three women ministers were appointed (SERNAM, Justice and National Property). In the current legislature women occupy 3 seats out of 47 (6.4%) in the Senate and 9 out of 120 (7.5%) in the House of Representatives. Women made up 18% of

the candidates for municipal council positions, but only 9.4% of the elected mayors and 13.7% of council members. In the Judicial Branch, while women occupy 46% of local judgeships, only 19% of Appellate Court Judges are women, and in the Supreme Court there has not yet been a woman magistrate.

3.1.2 Institutionalizing gender equality: The role of SERNAM

The National Women's Service (SERNAM) was created by law in January, 1991 with the aim of promoting further equality of rights between men and women. It is widely acknowledged that the decision to create SERNAM was made in recognition of the strategic role that women played in the human rights movement during the military government, and in the transition to democracy. SERNAM is unusual for being one of the few, if not the only, governmental women's institutions in Latin America whose creation has been approved by a parliamentary act. The great majority of women's institutes in Latin America are the result of a presidential decree and are therefore much more vulnerable to political changes (the efforts of the current Nicaraguan President to eliminate the Nicaraguan Women's Institute and include it as an office of the newly proposed Ministry of Family is a case in point.) In many countries, the institutions in charge of women's affairs are directed by the First Ladies. The Chilean organization PRODEMU (Programa de Promoción y Desarrollo de la Mujer) which is led by the wife of President Frei, continues this tradition, but in contrast to other countries, does not involve itself in public policy, which is the domain of SERNAM.

SERNAM is an autonomous institution within the Ministry of Planning, although the Director of SERNAM also has ministerial status.

Chile is divided into 12 provincial regions and the Metropolitan region. Each region has a regional SERNAM office. The Regional Delegate has the status of a *SEREMI*, or regional ministerial delegate, and therefore participates in the intersectorial commissions of the Regional Governments.

The main role of SERNAM is defined as follows:

- To formulate public policies which will ensure equal opportunities for women in all spheres of political, social, and economic life;
- To integrate the defense of women's rights into national, regional and local public policies;
- To create proposals for constitutional changes that will ensure legal equality for women.

Since its conception, SERNAM has been faced with two related challenges: achieving an institutional position within the government which permits it to promote gender equality from a strategic standpoint; and to develop a strategy and methodological tools for operationalizing gender equality into overall public policy.

Although it is a relatively young institution, SERNAM has already achieved a high degree of institutional development and legitimacy both within the government and in the general population. The demand for technical assistance on the part of other countries reflects the international recognition which SERNAM enjoys for its achievements, which may be considered a contribution not only to the consolidation of democracy in Chile, as well as to the strengthening of gender equality in Latin America.

The main challenge faced by SERNAM, which it shares with all governmental institutions charged with safeguarding women's rights, is to consolidate an institutional profile as a coordinator of public policies, and to stimulate the development of specific programs to benefit women when necessary, without becoming the direct implementing agency of these programs. In this respect, the team believes that SERNAM has made some very concrete advances, including the following:

- the approval of the Law Creating SERNAM, which gives it greater institutional backing;
- the achievement of Ministerial Status for the Director of SERNAM;
- the participation of the Minister of SERNAM in the Social and Productive Sector Ministerial Committees (most women's institutes only participate in meetings of the social cabinet, thereby losing the opportunity to influence national economic policy);
- gradual and progressive increases in the fiscal budget of SERNAM.

3.1.3 Operationalizing gender equality: The Equal Opportunity Plan

The Equal Opportunity Plan (*Plan de Igualdad de Oportunidades 1994-1999*) is the cornerstone of SERNAM's political strategy. The Plan was designed even before SERNAM came into being, as a blueprint for translating gender equality into government policy.

It is divided into eight chapters: legislation, family, education, communication, work, health, social and political participation and institutionality. Each one has a series of specific objectives (55 in all) which are further broken down into a total of 244 actions to be carried out. There is a great diversity in the breadth and scope of the actions mentioned in the plan. Some of the actions are very broad and aim towards structural changes in society, such as changing discriminatory legislation or public policy, or raising public awareness regarding women's rights, while others are quite focused, and often deal with specific programs or activities, such as promoting technical training programs for women, gender training for public employees, modifying schedules in health clinics to improve access to working women, information campaigns on cervical cancer and STDs, sex education for adolescents, research on sexuality and abortion, etc.

The actions are included in the Government Program of the Frei Administration, and the Plan specifies which Ministry is primarily responsible for implementing and following up on each action.

The Plan was drafted by an external consultant, from a well known NGO working with women's rights (CEM), and although formal consultations were not carried out, women's rights advocates were consulted on an informal basis and their opinions were incorporated into the plan. The Plan was also not formally negotiated with government ministries, and thus does not represent a consensus between SERNAM and line ministries regarding priority actions and policy reforms, but rather SERNAM's view of needed changes. This strategy was deliberately chosen by SERNAM because it was felt that the concept of gender equality was not yet understood within the rest of the government and that it was preferable to start out discussions with a more advanced document which had an overall coherency rather than risk getting bogged down in negotiations with individual ministries, and end up with a weaker document.

While this strategy enabled SERNAM to produce a far reaching proposal in a relatively short period, the lack of prior consensus poses difficulties for putting the Plan into practice. Thus, there has been a tradeoff in terms of the content of the Plan, and the development of a sense of “ownership” of the Plan among the core ministries. Not surprisingly, the implementation has not been uniform among the different sectors, and depends, to a large degree, on the political will within the specific ministries to carry it out. The Ministries of Labor and of National Property have been particularly outstanding in their support of the Plan (see Box # 2).

The plan was finished towards the end of the Alwyn Administration, which means that the officials in charge of implementing the plan are not, for the most part, those who were involved in its development. However, the new minister took on the Plan as the cornerstone of SERNAM’s policy, and has pursued a very active policy of promotion of the Plan throughout the government. Furthermore, the Plan was ratified by President Frei in a ceremony in which all the Cabinet Ministers committed themselves formally to carrying it out, which greatly contributed to its political legitimacy.

The main challenge of the current administration of SERNAM, which roughly corresponds with the second period of Swedish cooperation, has been to transform the Equal Opportunity Plan into an operational guide for activities which can be implemented and monitored, as well as to foster a sense of ownership among the core Ministries and within the population as a whole regarding the goals for gender equality outlined in the document.

SERNAM’s strategy for promoting the plan is very broad, and involves all of the departments and programs of the institution in media activities, training for public sector employees, studies and specific sectorial activities.

In order to narrow the scope of actions, specific sectors (labor, education, rural development) as well as cross cutting themes (family, poverty, participation) have been chosen as priorities for the implementation of the Plan.

Although it is still quite early to be able to measure the results of the Equal Opportunity Plan, following are some of the most noteworthy advances which SERNAM has already achieved in terms of the implementation of the Plan:

At a national level:

- The establishment of specific agreements between SERNAM and the different ministries, establishing areas for cooperation. The agreements include precise actions and targets, and specify the financial costs of the activities, as well as the contribution of each side;
- Some Ministries have developed their own Equal Opportunity Plans, such as for example the Ministry of National Property (Box #2);
- Intersectorial Thematic Commissions have been set up to increase discussion and coordination on important issues which transcend a specific sector, such as Rural Women, and Poverty;
- The development of pilot programs together with the core ministries in prioritized issues, such as support for women headed households, sex education programs for schools to reduce adolescent pregnancies (JOCAS), special programs for women seasonal farm workers, intersectorial programs for domestic violence;
- The preparation of legal initiatives to be submitted to the Parliament for approval, including the Domestic Violence Law, (passed in 1994); a law providing equal protection under the law for all children regardless of the marital status of their parents; a sexual harassment law, a law prohibiting employers from requiring pregnancy tests from women as a condition for employment;
- The development of a strategic planning process during 1996 which transforms the goals and activities contained in the Equal Opportunity Plan into SERNAM's institutional plan, in which responsibility for each activity is assigned to a specific department and process indicators are developed in order to facilitate monitoring and follow-up of the institutional plan;

At a Regional level:

- The development of Regional Equal Opportunity Plans, which in some cases have been integrated into the Regional Government Plans;
- The sectoral agreements signed between the Regional SERNAM Delegates and the SEREMI (Regional Ministerial Delegations) outlining specific actions to be carried out jointly;
- Agreements signed between the Regional SERNAM Delegates and the Municipal Governments, which include commitments such as training for municipal employees, establishment municipal offices for women's affairs, etc.

Municipal Level:

- Some municipalities have taken the initiative to develop their own Municipal Equal Opportunity Plans, many of which have been in turn integrated into the municipal plans (PLADECOS).

The decentralization and reproduction of Equal Opportunity Plans at every level has certain inherent risks, particularly since SERNAM's technical capacity to accompany the process at a local level is limited. It is likely that many of the local plans will bear little resemblance to the National Plan, either due to the omission of strategically important activities, or because the gender focus has somehow been lost. However, on the whole, the evaluation team feels that the development of local plans is an excellent

way to encourage different sectors to discuss the concept of gender equality creatively, and to make specific commitments in order to work towards this goal. It is also our impression that in some instances, local ministries are able to develop more profound and innovative approaches to gender equality than their national counterparts, and this is certainly to be encouraged.

3.1 4 Barriers to gender equality: from within and without

The evaluation team identified a number of structural as well as institutional constraints which hamper SERNAM's capacity to move forward its political agenda and to achieve greater institutional consolidation. The most important challenges are those related to the transition to democracy in general, and are therefore shared with all other state institutions.

In this regard the following aspects appear to be particularly relevant:

Social Participation

The relationship between the State and Civil Society is still in the process of definition. Many people interviewed by the team agreed that there has been a decrease in political participation in general in recent years, and communication between the government and civil society is quite limited in general. In the case of SERNAM, although relations have always been cordial with non governmental organizations working in the field of gender and women's rights, (in fact many of SERNAM's current staff, including the new Vice-Minister have come from the NGO sector) there are no formal channels for coordination. The group of organizations who worked together in the preparations as well as the follow-up to the Beijing Women's Conference, called the *Beijing Initiative Group*, have requested that formal mechanisms be set up which would enable representatives of civil society to participate both in designing public policy regarding gender equality as well as monitoring its implementation. This group has been promoting discussions throughout the country regarding the Beijing Platform for Action which have resulted in the creation of local action plans, as well as thematic plans, within the framework of the Beijing Conference. They are also in the process of developing indicators to monitor the degree to which the government is fulfilling its commitments under the Beijing Declaration.

The Modernization Process:

For the last several years, Chile has been immersed in a process of modernization of the economy and the state apparatus. One of the most direct consequences of this process is a reduction in public sector expenditures, including staff. This has been a difficulty for SERNAM as a new institution which is rapidly growing just as the rest of the government is downsizing. In light of this tendency it is particularly impressive that SERNAM has managed to achieve budget increases each year.

Another important challenge faced by the Chilean Government in the development of a Modern State is to adopt the role of a facilitator of the initiatives of civil society rather than the direct implementers of actions. However, in the absence of clear definitions of the respective roles, and the kinds of mechanisms referred to above, there is a risk that the role of civil society may become reduced to being simply the implementers of state policies.

This concern was raised by several persons in relation to SERNAM. Although SERNAM has relied extensively on the expertise of the women's movement and NGOs with experience in gender in the development and implementation of public policy, including the drafting of the Equal Opportunity Plan itself, this has typically been carried out through the contracting of professional services. This

mechanism has been useful for both SERNAM and many NGOs, for whom it has become part of a strategy for achieving financial sustainability. However, there are also drawbacks to this relationship in terms of the autonomy of NGOs and their capacity to influence public policy. There have been some cases where the results of studies or evaluations carried out by NGOs under contract to SERNAM have not been used or distributed by SERNAM, either because they are politically sensitive, or because they do not fit in with institutional priorities. However, even if they are not used, these reports are still the intellectual property of SERNAM, and the organizations involved in its preparation are not able to make use of this information for lobbying purposes.

Decentralization:

Although one of the main strategies of the modernization process is the decentralization of the public sector, it appears that the Chilean state is still quite centralized, with most important policy decisions emanating from Santiago. The organization of SERNAM is not an exception to this rule, and it seems that most activities are centrally planned. As an example, the Regional Delegates of SERNAM do not respond directly to the Minister of SERNAM, but rather to a Coordinator of Regional Activities who reports to the Vice-Minister (See Organizational Chart Appendix #7). The National Coordinator is hierarchically at the same level as the other Departmental Directors for Training, Programs, Communication, etc. This seems to be the source of a certain amount of overlap and difficulties in coordination between the national departments and the regional SERNAM Offices, as well as a fairly reduced role for the Regional Delegates.

A further obstacle to planning is the fact that, until quite recently, the National Office of SERNAM was divided in two separate buildings, which made informal communication and coordination even more difficult.

Fragility of Democratic Institutions

Although enormous strides have been made in terms of strengthening democratic institutions, there are still important limitations, largely as a result of the terms under which the transition was made. The current Chilean Government is bound by the Constitution which was reformed during the military government, under which the Senate is virtually controlled by a number of non-elected senators appointed by Pinochet. Furthermore, the Parliament is physically located in Valparaíso, about two hours away from Santiago, which makes it virtually impossible for social movements to participate effectively in lobbying for or against legal initiatives.

The opposition's control of the Senate has presented enormous obstacles to the Democratic Government, since not only is the Senate able to block most initiatives for legal reforms, but it is also able to influence the public sector budget. SERNAM has been particularly vulnerable to this situation, since the conservative forces in parliament are especially opposed to gender equality, and are reluctant to approve funds for SERNAM, even when they come from international sources. When the Swedish support to SERNAM was brought up in the discussions of the 1996 budget, members of parliament opposed the project, and SERNAM was required to carry out an independent evaluation regarding the first year of implementation in order to be able to receive the funds for 1996.

SERNAM is itself the result of a political compromise and reflects the political diversity of the Chilean government. The minister and vice-minister thus represent the two biggest parties in the government condition, the Christian Democrats and the Socialist Party. This principle of political compromise is carried on throughout the regional structures.

3.2 Swedish Support for Gender Equality

3.2.1 The 1st Agreement Period

In Sweden discussions on support to women in Chile started in 1990, even before the elections. Given the context of the transition process into a stable democracy, the timing was considered particularly appropriate for a proposal on a long-term support to SERNAM, and to national NGOs active in the area of gender equality, many of which had formerly received support from Sida from the framework of Support for Human Rights.

The explicit goal of Sida's support to SERNAM was to contribute to the democratization process in Chile. When Sida's overall support for the transition to democracy was negotiated and decided upon, Sida emphasized that gender equality constitutes an important basis for the development of democracy. Areas for support within the "Women's Program" were chosen strategically for their potential, both to support the institutional consolidation of SERNAM, as well as to create a favorable climate within Chilean society for strategic changes regarding gender equality.

The main objectives of the Swedish support to SERNAM during this period were;

- To involve diverse sectors of the government to undertake the transformation of women's social situation and to build a society based on equal opportunities for men and women;
- To strengthen democracy by increasing knowledge on the situation and rights of women;
- To support the distribution of information and education to promote the participation of women in the social, economical and political development on equal conditions with men;
- To prioritize projects and programs with poor women as beneficiaries

Two separate decisions were made during this period for a total of 30 MSEK, broken down in the following components

Support to SERNAM	18.0 MSEK
Chilean NGOS	11.6 MSEK
Support for ISIS and Fempress	.9 MSEK
Support to Chilean NGOs through Swedish NGOs	1.2 MSEK
Complementary Decision (divided between the components)	10.0 MSEK
Total	30 MSEK

With regard to the support for NGOs, the agreement for this period included support which had been formerly provided through three separate channels. Although funding continued to be carried out in the same way, the consolidation of the commitment in a single agreement contributed to visibilizing the total support from Sweden in relation to gender in Chile. The total budget for support to NGO's for 1991-93 was 17.2 MSEK, divided in the following way:

- Eleven projects were funded directly, using ISIS International as an administrator (8.3 MSEK);
- Four projects were administered through Swedish NGOs (7.2 MSEK);
- Two regional projects, ISIS and FEMPRESS which had been formerly funded through special Gender funds in Sida (1.6 MSEK).

The criteria for selection, the degree of contact with Sida, as well as the amounts differed considerably between the different funding channels, with projects supported through Swedish NGOs being relatively privileged with regard to amounts, etc. In the years 1990 to 1994 the Swedish support to NGOs in Chile was administered by the Chilean NGO, ISIS. The selection of projects was carried out by Sida Headquarters and the Swedish Embassy in Santiago Chile.

Evaluations of the Women's Program

The Swedish support to Women was reviewed twice during the first period: in 1991 a preliminary review was made of the support to the NGO sector (Madsen, Malmqvist), while in 1993 an independent evaluation was made of the overall Swedish support to women in Chile (Stödborg, Gomariz, Malmqvist, Zamora). The report presented by Stödborg et al concluded that the program had been generally successful in achieving its goals and that it had contributed to promoting the participation of women in the democracy building process. The mission considered that the strategy of supporting state institutions as well as national NGOs working in the field of gender equality was crucial in order to strengthen women's participation in society as a whole.

With regard to SERNAM, the evaluators considered that SERNAM had contributed substantially to raising awareness among the population regarding the discrimination against women, and had influenced public opinion regarding domestic violence and the precarious position of married women. However, it pointed out that SERNAM had for the most part avoided controversial issues such as divorce and abortion. With regard to the creation of the regional information offices, CIDEM, as well of the information campaigns, they were considered to have fulfilled their basic objectives. The evaluation team concluded, however, that SERNAM and in particular the CIDEMs were overly dependent on international financial support and were therefore institutionally fragile.

With regard to the support given to NGOs, the Stöckberg Mission reviewed the progress of each one of the NGO projects and concluded that:

- the majority of groups working in the area of gender in Chile had been benefited by the funds;
- the project had made a significant contribution to the viability of the NGOs during the transition to democracy;
- although the projects were heterogeneous, the majority of the projects were geared towards promoting social action with an explicit goal of promoting structural changes, or with potential for transforming gender relations.

The mission also noted that the Chilean NGOs were highly dependent on foreign aid, and therefore particularly vulnerable to changes in funding policies. The evaluation mission recommended that a Second Period of Cooperation be prepared, more or less along the same lines as the first period, but that it should contain an explicit gender perspective, aiming for structural changes responding to the strategic gender needs of women. At the same time, the mission recommended that support be given to the state as well as civil society.

It was recommended that unified criteria be developed for the approval of projects, and that the scope of potential counterparts be broadened to include a variety of organizations, including NGOs, universities, academic centers, and professional associations.

The mission considered that the criteria for selection of projects should include an explicit gender focus, as well as relevance, efficiency, transfer of knowledge and sustainability of actions over time. Furthermore, the mission concluded that the administration of funds by ISIS had been carried out in an efficient and transparent way, and recommended that this mechanism be used during the next cooperation period.

On the basis of these recommendations, preparations were made during 1994 for the continuation of Swedish Support to NGOs and SERNAM.

3.2.2 2nd Agreement Period

The Specific Agreement for the Second Period of Cooperation was signed in February, 1995. The Project, entitled **“Support for Structural Changes Aiming at Equal Opportunities for Women and Men in Chile, 1995-1997,”** included support for the same activities as the first agreement, with the addition of sectorial work and training activities in the institutional support to SERNAM, as well as the creation of a new fund to support gender-related research. The major change in the agreement is with regard to the administration of the fund, in that both the SERNAM support and support to civil society were to be administered by SERNAM, while the support to gender related research was to be channeled through CONICYT, the National Chilean Institute in charge of scientific research.

In the Specific Agreement between Sweden and Chile, the Objectives of the Program were stated as follows:

1. Institutional Support to SERNAM

Women’s Information Centers (CIDEM):

To inform women about their rights and to promote reflections upon these in order to win independence, active participation and total integration into the development process in the country, on equal conditions with men.

Strengthening of communications in order to create awareness around women’s opportunities:

To coordinate, implement and disseminate the Equal Opportunity Plan.

Sectorial Work:

To encourage ministries, authorities and other public agencies to implement activities and take measures in order to guarantee equal opportunities for women and men in areas such as political participation, the economy, culture and family.

Training for Organizational Strengthening:

To increase the coverage and improve the quality of training activities within SERNAM, in order to contribute to the implementation of the Equal Opportunity Plan.

2. Civil Society Fund:

To support the activities of Civil Society aiming at strengthening Equal Opportunities between women and men and to distribute the fund in accordance with the criteria and guidelines to be formulated.

3. Gender Research Fund:

To support and stimulate gender research and to distribute the fund in accordance with the criteria and guidelines to be formulated.

Budget Breakdown:

The total amount approved for the project was 29 MSEK over a three-year period, between 1995-97 and to be distributed in the following way:

Institutional Support SERNAM	14.28 MSEK
Civil Society Fund	7.87 MSEK
Research Fund	3.75 MSEK
Exchange of Experience and Methodological Development	2.10 MSEK
Sida Follow-up	1.00 MSEK
Total	29,000 MSEK

Of the total amount, 25.9 MSEK are included in the Specific Agreement between Sweden and Chile to be administered by SERNAM, with the exception of the Fund to Support Gender Research, which is administered by CONICYT, the Council on Science and Technology. The remaining 3.1 MSEK are to be administered by Sweden. The use of funds for projects related to the exchange of experiences are subject to Sida approval and disbursed on an individual basis. The rest of the funds are disbursed to Chile in twice-yearly disbursements to the Chilean Foreign Cooperation Agency, AGCI, for their subsequent transfer to SERNAM.

IV. Review of Activities Carried out with Swedish Support

4.1 Institutional Strengthening of SERNAM

In general, the evaluation team found that the Swedish support to SERNAM has been managed both efficiently as well as strategically, both in terms of the issues and activities dealt with, as well as in terms of strengthening the institutional framework of SERNAM. One indication of this is the success which SERNAM has had in progressively transferring activities formerly carried out with international funds to the fiscal budget.

The Swedish Program has made important advances in terms of the overall goal of contributing to the consolidation of democracy and strengthening women's position in society, as well as their integration into the process of national development on equal terms with regard to men. Following is a review of the program's results by component, in which both achievements as well as constraints are highlighted.

4.1.1 Support to Information Center's on Women's Rights (CIDEM)

Background

In 1991 when SERNAM was created, **Information Centers on Women's Rights (CIDEM)** were set up at the same time with support from Sweden in three cities: Santiago, Valparaíso and Talca. The idea for the centers grew out of a national experience of a "women's rights information network" from Santiago carried out in 1987 by RIDEM, a Chilean NGO, as well as similar experiences from Spain. Currently SERNAM manages CIDEMs in each of Chile's 13 regions. Although originally all of the centers were funded through international donors, mostly from Holland, Denmark, Spain and Sweden, they are all now completely financed through the national budget, with the exception of the three centers receiving Swedish support.

The CIDEMs are considered by SERNAM to be the cornerstone of their institutional strategy, in part because they represent the public image of SERNAM at a local level, and because they provide an opportunity to interact with local women, which helps SERNAM to ensure that institutional programs are grounded in the real priorities of grass roots women throughout the country.

Swedish support to the CIDEM over the first cooperation period was 4.5 MSEK, roughly divided into three equal parts of 1.5 MSEK per year.

In the 1993 evaluation of Swedish support to SERNAM, the Stödberg Mission concluded that in general, the Centers had fulfilled the goals they had set for themselves during the period, and furthermore, that they provided a useful model for other countries to follow. The main concerns of the report involved the lack of follow-up of the Centers clients. It was recommended that SERNAM develop a system of client registration forms which would allow them to perform some kind of follow-up. Based on available information, the mission pointed out that the centers were being used primarily by middle-class women, and that greater efforts should be made to reach poor women. Finally, the mission observed that the CIDEM were highly dependent on international cooperation for their existence, which made them particularly vulnerable to changes in foreign aid.

Current Swedish Support to CIDEM

The purpose of the CIDEM is to inform women regarding their rights and to promote reflection among the population regarding women's rights in order to enhance their self esteem and autonomy, as well as their full integration into the national development process, in equal conditions with respect to men.

Specifically, the project aims:

- to inform and provide counseling to women with regard to their rights and how to exercise them, through the services and benefits offered by the government, as well as other SERNAM programs;
- to carry out activities to raise awareness among women regarding the importance of being informed in order to improve their situation;
- to propose and carry out information campaigns regarding women's social, economic and political rights;
- to identify the most pressing concerns and problems of grass roots women for use in designing more effective strategies and public policies;
- To support the implementation of the EOP through direct information and public awareness campaigns.

Each CIDEM has a multidisciplinary staff made up of a regional coordinator, two trained counselors, a psychologist, a social worker, a journalist and a lawyer.

The Center carries out three main types of activities:

Counseling at the center, both individually and in group sessions. Although in the first years of the CIDEMs existence, emphasis was placed on individual care for women who arrived spontaneously to the center, this approach was gradually changed in favor of group sessions. This decision was based partly on the recognition that CIDEM did not have enough resources to meet all the needs of the women attending the centers, and furthermore, in the interest of developing SERNAM's strategic profile as a coordinator of public policy with regard to gender, it was important to avoid becoming a direct service-provider. Currently, individualized care is only offered for crisis intervention.

Normally, when women attend the CIDEM to request information they are given appointments to participate in group informational sessions, which are organized according to specific interests whenever possible (family violence, information about economic benefits or child support, etc.) The sessions are led by a member of the staff, according to the subject matter. In certain of the sessions, for example on family law, men are also welcomed, and the team observed several men participating in group sessions during the visit to the CIDEM in Valparaiso. Although they recognize that women do not always receive as much individualized attention as before, the CIDEM staff feels that this method allows them to attend many more women, and furthermore, that there are some additional benefits in group session, such as the solidarity and mutual support which often arises between participants in the sessions. In order to guarantee the quality of the attention which women receive at the CIDEM, a manual has been prepared for new trainees in how to receive women as well as crisis intervention.

The CIDEMs offer a series of educational pamphlets to women on different issues, according to their specific interests.

Education and Training. These are activities carried out by the CIDEM staff to raise awareness within the community regarding women's rights and to promote the Equal Opportunities Plan. Special emphasis is placed in promotional activities among women in poor neighborhoods, since it has been shown that these women are less likely to visit the center itself. The major issues discussed are family violence, labor and economic rights of women, the socialization of gender roles, women's leadership and the EOP. Although some activities are organized by the National Office of SERNAM, many activities are organized at the initiative of the regional CIDEM offices. Particularly notable examples of promotional activities include:

- A Women's Parliament, held in Valparaíso, among 120 women leaders throughout the region
- Women's leadership courses organized by the CIDEM and carried out by national NGOs.

Media Activities In addition to the national campaigns carried out by SERNAM, the CIDEMs produce local radio and television programs and promote interviews on call-in talk shows, regular news programs, etc.

The primary target group of the program is defined as women living in poor communities, although the promotional activities are also directed to local public employees and women leaders.

Budget

The total Swedish support to CIDEM during the second period was slightly higher than in the first agreement, with the difference that the funds were budgeted to progressively decline so that SERNAM would have time to incorporate CIDEM into the national budget.

1994/95	1996	1997	Total
2,340 MSEK	1,875 MSEK	0,940 MSEK	5,155 MSEK

Although, originally all three offices were financed entirely with Swedish funds, this has decreased to the point that by 1997 less than 10% of the budget is covered by the Swedish program. Currently, all salaries are funded through the national budget, while Swedish funds are used primarily to fund activities.

Activities Carried Out

The targets for the years 1995 and 1996 have been successfully carried out according to plan, and in most cases over reached. Following are figures for the number of men and women benefited by the CIDEM during the years 1994-1996 in Regions V-VII supported by Sweden :

Individual Counseling:

<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>total</u>
6,346	2,670	2,503	11,519

Group Sessions:

<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>total</u>
16,189	19,183	17,465	52,837

Workshops and Seminars:

<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>total</u>
1,198	N/A	4,221	5,419

Mass Media Activities

	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>total</u>
Radio	211	282	336	829
Newspaper	69	127	167	363
Television	21	21	35	77

From these figures it is possible to observe the clear reorientation which the CIDEMs have made between 1994 and 1996 in terms of reducing individual attention in favor of group activities. This has also increased the cost-efficiency of the attention, which was estimated in 5.75 US\$ per person in 1996, compared to 14 US\$ per person in 1991-1992.

Analysis of Results/Impact

One of the recommendations given in the Stöddberg evaluation was to improve follow-up on beneficiaries. The national coordination of the CIDEM has tried to address this issue by printing information cards to be filled out by each person attending the CIDEM which include some personal information as well as the reason for the visit. The CIDEM have still not determined the way in which this information will be used, although in theory its usefulness lies more in identifying the kinds of problems that bring women to the Centers rather than for the purpose of individual follow-up, which is beyond the scope of the CIDEMs. FLACSO has been hired to organize the existing information and to propose a way of dealing with the information in the future.

In recent years, two independent evaluations (MIDEPLAN, El Agua, 1996) were carried out to measure the impact of the CIDEM on individual beneficiaries. Both evaluations used similar methods, in that they interviewed randomized samples of women who had visited the CIDEM in different regions, and questioned them regarding their satisfaction with the services received. The conclusions of the evaluations were both fairly similar, and are outlined in Box # 1.

The model of care in the Information Centers is based on the principle that the main obstacle for women in achieving equal opportunities is that they lack information regarding their legal and social rights, as well as what services and other kinds of alternatives are available to them. Thus, the provision of information is seen as part of a process of empowerment of women which will allow them to make more autonomous decisions over their lives. SERNAM is anxious to avoid a welfare approach, by creating dependency of women on professional services, and argues that if women have sufficient information they will be able to act on their own behalf.

One of the women interviewed by the evaluation team explained what increased self esteem meant to her in this way: "Before going to these meetings I only thought about my family and my husband. I didn't have a job or any money of my own. Afterwards, when I decided to work and make my own money, the first thing I did was go out and buy three pairs of shoes all at once! I felt like a queen!"

In principle, the CIDEM philosophy of offering information on rights as the first step in the construction of greater self-esteem and women's empowerment makes a great deal of sense. However, little is actually known about how this process is maintained after women return home, particularly when she confronts problems which do not have an easy solution in Chile.

One of the important assumptions of this model is that in fact, women's rights are adequately protected under Chilean Law, and that sufficient services exist, either provided by the central government, the municipalities or civil society to deal with the needs of the Centers' clients, so that what women really need is simply to be given a bit of encouragement and pointed in the right direction. In fact, this does not seem to be the case. To give an example, although awareness has certainly been raised on a national level regarding the seriousness of domestic violence, and many actions have been taken, including legal reforms, multidisciplinary Domestic Violence Commissions, and training for Police, most people interviewed agree that there is much to be done before concluding that domestic violence is adequately dealt with. The law is applied only sporadically, in many provinces it is difficult for women to obtain restraining orders, and only Valparaiso and Santiago have centers for the treatment and protection of battered women.

Although the CIDEM staff are professionally equipped to deal with crisis situations, CIDEMs internal regulations prohibit staff from providing direct referrals or follow-up to women. In the absence of effective services to deal with women's most urgent needs, which may in some cases be a matter of life or death, this raises ethical concerns about the appropriate role of the CIDEM in situations where more specialized services are required than simply the provision of information.

Box # 1

Results from Two Independent Evaluations of the CIDEM

Following are examples of the most important results given by the two evaluations mentioned:

- The average user of CIDEM is a divorced housewife between 30 and 40 years old.
- The main reason given by women for visiting the CIDEM were family problems such as child custody and support, usually requiring legal advice
- The majority of the women interviewed were very satisfied with the advice and information given by the CIDEM staff.
- Almost half of the women interviewed were not referred to another authority or institution but received enough help/information at CIDEM. Of those women referred to other institutions - 70% reported receiving good care, mainly thanks to the institutional network created by the CIDEM staff, together with governmental institutions and authorities in the municipals and communities.
- With regard to the solution of problems almost 40% of women interviewed said that they were able to resolve their problem, 20% felt that it was more or less resolved, 10% were in the process of resolving it, while 30% felt that it did not get resolved at all.
- Many of the women who attended the CIDEM said that they had been confused and anxious at the time of visiting the center. After the visit, they felt more secure and prepared to resolve their problems, largely due to the humane and professional treatment they received at CIDEM.
- The majority of the women interviewed said that their self-esteem had improved, and that they feel more valued and stronger. The feeling that they were not alone with their problems was very important to the women interviewed, and many mentioned that informal support networks had been created as a result of visiting the CIDEM.

In both of the CIDEMs visited, the evaluation team was impressed both by the professional capacity of the CIDEM staff, as well as their motivation. It seems however that the CIDEM are currently going through a period of transition, in which the role of the Centers is under discussion.

Organizationally, the Information Centers are under the authority of the National Department in SERNAM dealing with special programs, and receive technical supervision from the National CIDEM Coordinator. Administratively the Centers are part of the Regional SERNAM Office, and the local CIDEM coordinator reports to the Regional SERNAM Director, who in turn reports to the National Director for Regional Development (see Appendix # 7). This double subordination is the source of confusion with regard to planning and follow-up procedures, which are different between the different departments. The CIDEMs position in the organizational hierarchy also appears to affect the degree of coordination which they have with the different national departments, for example, the training, communication and sector departments.

There are differences of opinion regarding the scope of CIDEMs activities. Some sectors within SERNAM feel that the CIDEM should remain as a special program with a role specifically limited to providing direct services and promotional activities for community women. Currently, for example, the CIDEM are explicitly prohibited from carrying out training activities for local government employees, such as teachers, health workers, etc., under the argument that SERNAM's legal mandate does not include direct training, and furthermore, that the CIDEMs are not professionally qualified to do so.

Other persons interviewed felt that the CIDEMs were currently undergoing a transition from providing basically individual services to occupying a central role in SERNAMs strategy for promoting the Equal Opportunity Plan at a local level.

The personnel of the CIDEM envision their role as providing a strategic link between SERNAM, the communities, and local governments, including the Municipal Women's Offices, where these exist. They feel that their close contact with regional and local organizations gives them the possibility to influence effectively local policy. Although everyone agrees that attention to the public is an important part of CIDEM's profile, the staff feel that they could also make an important contribution by training local state employees who provide direct services to women.

This makes sense also taking into account that the majority of the resources at a regional level, both in terms of personnel and equipment, are concentrated in the CIDEM. The Regional Directors usually have only a few additional staff with which to carry out all the other activities such as sector work, special programs, communications, etc. In reality, therefore, this ambiguity of roles means that either the CIDEM resources are underutilized in the Regions, or more often, the CIDEM are used to carry out activities which are not part of their institutional profile.

4.1.2 Communications

Background

Support for communication activities has been an important part of Swedish support to the Women's Institute since the beginning. During the early years from 1990-1993 SERNAMs Communications Department mainly carried out activities designed to enhance the legitimacy of SERNAM as an institution, both within the government and society as a whole.

The first publicity campaigns were TV "spots" with basic information on SERNAM and the CIDEM which were broadcast on different TV channels during the first year of cooperation. The main goal of the Public Awareness Campaign was to facilitate SERNAM's efforts to promote gender equality by influencing public opinion using the slogan "Let's Make a New Deal" (*Hagamos un Nuevo Trato*.) The department also produced a series of materials, such as posters and informational brochures, on the role of SERNAM and the CIDEMs. The campaign was evaluated by a private firm which concluded that the impact on public opinion had been very positive. A great impact was also observed in the increases in attendance to the CIDEMs.

At the same time, the department has been involved in activities to raise awareness on gender related issues which are in the public debate, and by publicizing activities carried out by SERNAM, such as the March 8 celebrations.

In addition, the Communication Department is responsible for the production of all materials used by the different programs within SERNAM, such as educational materials, manuals, conference reports, video programs, etc.

The staff of the Department of Information and Communication is made up of 4 journalists, 1 public relations specialists and 5 administrative personnel. The Swedish support covers the salary of 2 of the staff, as well as the production of television and radio spots, publications, and other audiovisual materials.

During the first three years of the cooperation, virtually all communication activities were carried out with international support, with Sweden contributing approximately 60% of the total budget. During 1990-1993 Sida contributed a total of 4.2 MSEK for communication activities, distributed in equal parts of 1.4 MSEK per year.

Current Swedish Support for Communication Activities

Since 1994 the activities of the Communication Department have been mainly focused on efforts to publicize and facilitate the implementation of the Equal Opportunity Plan.

The **overall goal** of Swedish support to the communication sector is:

To strengthen and improve public awareness regarding equal opportunities for men and women through information and communication.

The **specific objectives** of the support were outlined as follows:

- to publicize the advances made in the implementation of the EOP by different departments and sectors
- to carry out the actions outlined in the EOP regarding increasing women's access to information concerning their rights.
- to publish studies and investigations that contribute to the design and implementation of public policies with a gender perspective.

Budget

Following is the Swedish contribution to the Department of Communication during the second period of cooperation:

<u>1994/95</u>	<u>1996</u>	<u>1997</u>	<u>Total</u>
1.020 MSEK	1.005 MSEK	-	2.025 MSEK

During this period of cooperation Swedish cooperation accounted for 53% of the total budget to the Communication Department. However, it should be noted that no support is planned from the Swedish Program for 1997.

Description of activities carried out

The most important activities carried out by the Communications Department with Swedish support were the following:

- TV Campaign on the Equal Opportunity Plan:

These consisted in 35 second spots announcing the existence of the EOP and explaining the meaning of equal opportunities. These spots were broadcast on five different TV channels, during March, August, and November 1996. An estimated 3 million people watched the spots;

- As a complement to the television spots, a national radio campaign was carried out during one month on the same themes;
- An information campaign was carried out to publicize the ongoing Legal initiative regarding *children born out of wedlock - to obtain equality between girls and boys*. The campaign included posters, pamphlets, radio announcements and editorials in the newspapers;
- Distribution of the video "Un-equal Opportunities" (*Des-igualdad de Oportunidades*) and "Can I Count on You?" (*Puedo contar contigo?*) to 32 institutions around the country by the video distribution-network. Most of the institutions carry out cultural activities at a community level;
- Production and distribution of 10,000 pamphlets on the EOP, including 5,000 copies of the Plan itself. The materials were distributed to the Regional SERNAM Offices, municipalities, local NGOs, women's groups, participants in workshops, seminars and training sessions carried out by SERNAM;
- Production of a Portable Exposition on the Equal Opportunity Plan;
- Publication of materials for use by the sector departments, including a manual for job hunting;
- Publications of studies and investigations. These were distributed mainly through libraries, universities, educational centers, NGOs, governmental institutions, and community based organizations.
- Edition and publication of 4 books in a collection on Women in Chilean Culture.

One of the activities planned, a video on the advances made with regard to the EOP has not yet been carried out.

Another ongoing task of the Department is to serve the Minister of SERNAM and all regions by preparing a daily summary of major national and international news, including, but not limited to news related to gender issues.

Analysis of Results/Impact

Except for the above mentioned video, the Communication department has successfully carried out the activities planned for the period of 1995-1996.

The evaluation team found the quality of the materials produced in general to be quite high, although it appeared that an overall institutional strategy was lacking. A few instances were found where it seemed that the educational message was questionable (for example a video on domestic violence where the final message seemed to be that women should dialogue with their husbands in order to overcome violence.) Also, many of the messages and images seemed to be oriented to an upper middle class audience. It was not clear to the team whether this was a deliberate, or whether it was a bias introduced by the fact that most of the spots were produced by commercial public relations firms who do not necessarily have a strong concept of the difference between commercial and social marketing strategies.

Starting in this year, the Communications Department has created an Editorial Committee to oversee editorial policy and SERNAM's overall communication strategy. The Committee, which is made up of representatives from the different departments within SERNAM, will be responsible for deciding what to publish and to develop a uniform style for SERNAM's publications.

Another major challenge for the department during 1997 is to develop a strategy for influencing the mass media, in order to improve the gender focus of newspaper, radio and TV coverage of news relevant to SERNAM's goals.

In an evaluation made on the impact of the Equal Opportunity Plan, ISIS International specifically mentioned the spot made by the Communication Department. According to this evaluation, the spot had a very positive impact, especially on men (ISIS, 1996).

The Department chose the channels and programs for broadcasting the TV spots in a very strategic way, to ensure that different sectors of the population would see it on channels as diverse as Rock and Pop, Catholic University Channel, etc.

A new campaign was launched on March 8 to promote women's participation in society, which is the major theme for this year. Posters were placed in all public offices and subway stations, and a new TV spot was produced celebrating women's contribution to society which features well known Chilean women from different sectors.

Another indication of the achievement was seen in the preparation work for the celebration of the International Women's Day on March 8, 1997. The Department put a lot of advance effort into preparing journalists from different TV and radio stations channels as well from the print media regarding the issues of gender equality. As a result, a total of over 20 minutes of coverage was achieved in the various TV news programs, with information both on SERNAM and the Equal Opportunity Plan. Good coverage was also achieved in the national newspapers.

The main constraint faced by SERNAM in the consolidation of a communication strategy is that television coverage, which is considered to be the most effective, is extremely expensive, both to produce, but especially to broadcast. Furthermore, this is a budget item which is very difficult to obtain through the National budget, under any circumstances, and particularly when the goal is to promote cultural changes which are opposed by the conservative forces in Parliament. This means that SERNAM's public awareness campaigns are extremely dependent on foreign aid.

4.1.3 Training

Background

Support for the Training Program initiated with the 2nd period of cooperation in 1994/95. The need for specific support in training arose out of the following situations:

- Given SERNAM's rapid growth (although the permanent staff of SERNAM is only 59 according to the law, the total number of persons currently employed by SERNAM is estimated at 320), as well as the relatively high turnover in some areas, it was necessary to develop tools for training new staff, thereby contributing to institutional development.
- Once the Equal Opportunity Plan was approved and integrated into Government Policy, it was necessary to motivate support within the ministries for the Plan by carrying out gender training targeting state employees in key positions and sectors.
- Finally, once state employees were trained there was no capacity to provide follow-up for them, or support for questions which might arise once they returned to their jobs.

The team working at the department is made up of a head of department, three professionals, and two administrative personnel. Both the chief and the three professionals are trained as teachers. Approximately one quarter of their time is devoted to activities supported by Sweden.

Swedish Support to the Training Department

The **main goal** of this component was to enable SERNAM to expand the coverage of training activities as well as to improve the quality of the training, with the aim of contributing to the improvement of equal opportunities between men and women and the integration of a gender perspective in public policies.

The **specific objectives** of Swedish support were expressed as follows:

- to increase the coverage and the quality of gender training through the development of non-conventional methods for use within SERNAM and in other institutions
- to sensitize and commit women leaders to struggle for the objectives in the Plan of Equal Opportunities between men and women, by means of training seminars and the creation of a network among female leaders.
- to improve the integration of a gender perspective into public policy by following up on and giving technical advice to those already graduated from training courses given by the department, by means of a computerized network

Budget

The total budget proposed for the period was 1.525 MSEK, broken down in the following way:

1994/95	1996	1997	Total
0,525 MSEK	0,675 MSEK	0,375 MSEK	1,525 MSEK

Activities carried out

In the **area of non-conventional training** packages have been developed for self instruction with the following titles:

- * The meaning and implementation of the Human Development Index (UNDP report, 1996)
- * A Training Manual for SERNAM on the Equal Opportunity Plan
- * Strategic Planning with a Focus on Gender Equality,
- * Shared Family Responsibility; Systematization and Analysis,

The materials are appropriate for individual and group study, under the supervision of a tutor. The training packages are accompanied by guidelines for the tutors, who have also been trained in special workshops. Furthermore, this process includes the development of a model and instruments for evaluating the training process, and an administrative system for the non-conventional training program.

The new methodology and materials are currently being pilot-tested among 59 staff members in 6 regions.

With regard to **training for women leaders**, the following activities have been carried out:

Sectors with a greater participation of women were prioritized, such as education, health and labor. Four seminars were organized to raise awareness and to propose strategies on improving the level of participation among women active in the sectors mentioned above. Three hundred women were trained in these seminars.

In addition, as part of the training department's regular activities, approximately 9,000 state employees have participated in training sessions on issues such as gender and development, domestic violence, and gender relations and the modernization of the State.

Since SERNAM's mandate does not allow it to carry out training sessions directly, the seminars are carried out by private consultants, Non Governmental Organizations and Universities. The centers are invited to bid for the contracts based on Terms of Reference developed by the Training Department which stipulate the subject matter, the methodology to be used, and the budget. The bids are made on a yearly basis, and in some cases several organizations may present an offer jointly, such as a training program in modernization which was given by the Instituto de la Mujer, the University of Chile and Flacso together. The role of the training department is to choose the best technical offer, to approve the proposal of materials and methodology, as well as the courses themselves.

The majority of the sessions last one day, and are attended by as many as 100 persons

In the future, the training department has proposed the idea of training approximately 40 trainers from within the sectors to carry on in-service training.

In the **area of the installation and application of the communication Network on following up and support on training**, the Training Department has nearly finished preparing the groundwork for setting up the network. The idea of the network is that state employees who have received training in gender may set up an informal network by computer which will allow them to communicate with each other, as well as with SERNAM, in order to ask questions, or exchange experiences. Additional training materials will also be made available through the network. The software involved is reportedly quite simple, and will be provided free of charge to those course graduates who want to participate. The only requirement for participating in the network is to have participated in one or more training sessions organized by SERNAM, and to have a computer with a modem.

So far, 16 communication packages have been prepared for distribution on the network on diverse subjects, such as women and education, labor issues and gender and development. Additionally a Bulletin has been designed for distribution through the network.

Analysis of Results/Impact:

In general the activities supported by Swedish Cooperation have been carried out according to plan. The evaluation team met with a broad range of institutions and individuals who had been involved in one way or another with the training program, and found the technical quality of the training to be excellent, both in terms of the content, the methodology used and the materials. Furthermore, both the development of a model for evaluating educational processes as well as the computer network are considered to be important contributions for improving the impact of gender training which might be useful in other countries as well. In terms of the constraints identified with regard to the training program, following are some of the major issues which were brought up in the course of our interviews:

Coordination in the planning and follow-up of the workshops seems to be weak, both between the training department and the regional directors, as well as with the other departments and programs which have related roles (for example the sector department, the domestic violence program, etc.) As an example, several persons mentioned that the training department directly supervises each of the seminars carried out in the regions, although this appears to be a role which could conceivably be performed by the Regional Offices.

- A related issue is the overlap which seems to exist between the CIDEM and the Training Department. The activities carried out by the CIDEM are referred to as “awareness raising” (*sensibilización*) rather than training, and they are not supposed to carry out these activities with state employees, although for example, they are allowed to meet with school teachers hired by the municipalities. However, when comparing the actual number of hours involved in the training courses, the content, and the numbers of people involved, there appear to be few substantial differences in reality between the activities carried out by the CIDEM and the Training Department. Naturally, the involvement of prestigious institutions such as the University of Chile and Flacso gives an additional boost to the regional training sessions, which is useful particularly when dealing with high level officials. However, it seems that both programs could benefit from a more coordinated strategy, rather than carving up territories and subject matter, which seems to be the current approach. This is particularly relevant with regard to the training of women’s leaders, which appears in the plans of both CIDEM and the Training Department.
- Many of the persons consulted suggested that it would be desirable to focus more with regard to issues, participants and sectors, in order to achieve greater impact and deeper knowledge, with regard to the implementation of the EOP.
- Currently the training packages and materials are developed independently for each workshop, and only enough copies are printed for the number of participants in the courses. However, the quality of these materials is in general very high, and it seems that they could be useful in many other contexts than the special training events, such as for example, in the activities carried out by the CIDEM.
- With regard to the computer network, this is a very important initiative which could greatly facilitate the work of the sector specialists, in maintaining contact with employees from different sectors after the training sessions, and following up on activities related to the EOP. However, this would require close coordination between the sector department and the training department in the development of the network, which so far, does not appear to be taking place.

4.1.4 Sectorial Work

Swedish support for work in the sectors began during the second period of Cooperation. The goal of this component was to enable SERNAM to develop a more coherent strategy for promoting and following up on the implementation of Equal Opportunity Plan by the core ministries. As mentioned earlier in this report, the EOP was developed by an external consultant, and in most cases was not discussed with the ministries responsible for implementing the plan until after it had been approved by the Presidency and incorporated into the Government’s official program. Therefore, although formal commitment for the Plan had already been obtained, in order to operationalize the Plan it was crucial to set up fluid channels for communicating and providing technical support to the ministries.

In order to develop a coherent strategy for strengthening sectorial work, a special Department within SERNAM was created to oversee coordination with the ministries. SERNAM decided to prioritize certain sectors, based on both their importance within the Equal Opportunity Plan as well as the feasibility of working in the sector. The prioritized sectors are Work, Education and Health, followed by Agriculture, Justice and Communications. The core strategy for sectorial work is based on two main activities:

- **Agreements** (*Convenios*) signed between SERNAM and the Ministries. General Agreements are signed which outline the goals and terms of the collaboration, while specific agreements are renewed on a yearly basis and detail the actions which will be carried out jointly. They further specify the amount of money which each institutions will contribute. The agreements are official documents which must be approved by the Public Auditors Office, which gives them additional formality, although in some cases it causes long delays in approving the agreements.
- The second activity is the creation of **multisectorial commissions** on prioritized issues such as :

Prevention of Adolescent Pregnancy (presided over by SERNAM with the participation of the Ministries of Education and Health and the Youth Institute)

Rural women, in which peasant organizations, NGOs and ministries involved in rural development participate

The Tripartite Commission on Equal Opportunities for Women Workers, presided over by the Ministry of Labor, with the participation of labor unions, SERNAM and the Ministry of Economy

The Commission on Family Violence made up of SERNAM, the Ministries of Health, Justice, Education, Foreign Affairs, Interior, Presidency, the Youth Institute, the Police, and the Judicial Branch.

Follow-up on the agreements with the different ministries is carried out by sector specialists. In addition to the head of the department and a professional assistant, the Department currently has 5 specialists working in the areas of health, education, labor, communication and rural development. The activities related to Communication and Justice have been carried out through the Communications Department and the Legal Reform Program of SERNAM.

Furthermore, in each of the ministries, there is at least one person or department in responsible for coordinating activities with SERNAM.

Swedish Support for Sectorial Work

The **main goal** of Swedish support to the Sector Department is presented as the following:

To enable ministries, and state institutions to carry out actions and measure which guarantee equal opportunities for men and women in the family, and in political, economic and cultural spheres, and which aim to make structural changes with respect to gender relations.

The **specific goals** are:

- To establish formal links and permanent coordination with the different ministries and institutions which make up the Chilean Government
- To develop the measures and actions proposed in the Equal Opportunity Plan.

The total budget for 1994-97 is 515,000. USD.

Description of Activities Carried Out

In spite of the fact that the Department of Sectorial Work is fairly young, it has achieved quite rapid results. Already, there has been an enormous increase in the quantity as well as the quality of activities carried out in the different sectors in support of the Equal Opportunity Plan. The majority of the activities carried out in the first two years have involved training for employees of the different sectors, studies on specific issues relevant to gender equality, publications, and technical proposals for integrating gender equality into sector policy. Following are examples of some of the most important activities carried out in the prioritized sectors:

Education:

- Regional seminars on “Equal Opportunities for Women in Education”
- The preparation of a proposal to incorporate the principle of gender equality in Middle School Education, which will be used in the process of the curricular reforms in the education sector.
- An international seminar on “Equal Opportunities for Women in Education.”
- Development of educational materials for adult education classes based on prioritized issues in the Equal Opportunity Plan, such as adolescent pregnancy and domestic violence
- A publicity campaign to encourage girls to excel in math and science
- Seminars with text book editors to promote non sexist language and images in school texts
- Sex education programs for adolescents (JOCAS)
- A proposal to incorporate a gender perspective in the collection and processing of educational statistics

Labor

- The creation of an Equal Opportunity Commission within the Ministry of Labor, with the participation of SERNAM
- The Development of an Equal Opportunity Plan in the Ministry of National Property (Box #2)
- Training for employees of the Ministry of Labor
- Production and distribution of a Job-Hunting Manual for Women
- A study on the participation of women in technical training courses offered by SENCE, the national program in charge of technical training.
- Evaluation of regulations which protect maternity benefits in the private and public sectors
- Inclusion of a proposal to protect the rights of women workers in the annual meeting of the Forum on Productive Development, coordinated by the Minister of Economy

- Improving the quality of supervision of workers conditions taking into account the specific concerns of women workers
- Regional tripartite seminars on Equal Opportunities for Women Workers with the participation of labor leaders, the Ministry of Labor and private sector employers
- Studies on sexual harassment, labor conditions for women, the growth of the informal sector.
- Publications on the rights and obligations of domestic workers and their employers; on sexual harassment and the rights of textile workers.
- Technical training for women heads of households
- Participation in promotion of legal reforms, such as elimination of pregnancy tests as a requirement for employment.

Health

- Seminar to discuss incorporating gender related variables in the Health Statistics system.
- Regional seminars on gender and health, domestic violence and HIV/AIDS
- Creation of a dental health program for women workers and heads of households
- Production of educational materials on family planning, dental health and reproductive health

Rural Development

- Production and distribution of the document “Equal Opportunities for Rural Women”
- Incorporation of indicators which permit an evaluation of women’s participation in rural economic development in the National Agricultural Census.
- Development of a common agenda to promote rural women with the participation of peasant organizations, and the Ministry of Agriculture
- Production of a training manual for agricultural technicians on how to include a gender focus in rural development projects.

Analysis of Results/Impact

The evaluation team was impressed by the creativity and sense of opportunity with which the sector specialists have managed to integrate the central issues of the Equal Opportunity Plan into public policy through the drafting and follow-up of agreements by sector with very precise contents.

The team interviewed representatives from each of the ministries with whom SERNAM had established agreements. In all cases, the work of SERNAM was viewed as being very constructive. The ministry counterparts felt that the existence of specialists within SERNAM, with recognized capacity in gender as well as knowledge of the sector greatly facilitated communication, and increased continuity in the implementation and follow-up of the agreements.

Box # 2

The Equal Opportunity Plan of the Ministry of National Property, 1997

After carrying out a needs assessment, the following measures were proposed to promote equal opportunities for men and women in the Ministry of National Property (in charge on national property registry):

- Establishment of flexible schedules for men and women with dependent children, with physical disabilities, and women attending technical training courses;
- Support for women employees participating in training on leadership skills, and project design and evaluation;
- Promotion of staff participation in “Training for Change” (gender awareness seminars)
- Creation of special overtime hours in the ministry’s childcare facilities once a week to allow parents to participate in training and social activities;
- Development of gender sensitive employment statistics as well as information related to property issues;
- Development of a plan to improve services provided to women
- The creation of a commission to monitor the implementation of the Plan

Furthermore, most of the counterparts commented that the existence of additional funds provided by SERNAM served as an important incentive for carrying some activities which otherwise would not have been prioritized by the ministries themselves.

Another important achievement is that in the majority of the Regions agreements have also been signed between the regional delegates of the ministries and SERNAM. In some cases, it appears that the regional agreements are even more far reaching than the national agreements.

Finally, the fact that the activities mentioned in the agreements are part of the Government’s overall plan, and that responsibility for the actions is already placed with the ministries gives additional legitimacy to the work of the sector specialists. In the near future a ministerial commission will be formed, presided over by the Minister of SERNAM, whose role will be to monitor the fulfillment of the Equal Opportunity Plan.

The major constraints observed are derived from the differences in political commitment of the different ministries, which directly affects the possibilities of SERNAM's sector specialist, as well as the ministry counterpart to influence sector policy. The most outstanding sectors are the Ministries of Labor and National Property, where already activities with strategic impact can be observed. The progress in education, health and rural development is much slower. Another problem which was mentioned by the sector specialists is that in some Ministries there are several counterparts, or the counterpart is not strategically located, which makes it difficult to influence policy.

With regard to the content of the agreements, the team observed that these usually focused on quite specific activities. In the cases where broader objectives are included in the agreements, no mention is made of overall strategies to achieve the objectives, nor how they will be monitored. A proposal was prepared for SERNAM regarding the development of process and impact indicators to monitor advances in the implementation of the Equal Opportunity Plan, which the team found to be a very useful contribution in this regard.

4.2 Fund for Civil Society

The Fund to Support Civil Society grew out of the support given by Sweden to the Non Governmental sector in earlier years. However, the mechanism chosen for administering the funds to the NGO sector was considerably revised during in the 2nd cooperation period, which generated a fair amount of controversy within the Chilean counterparts.

During the preparation of the new agreement, the major challenge was to develop a system for channeling funds to the NGO sector which would both reduce Sida's administrative burden and increase the sustainability of the funds once Swedish support was terminated.

For nearly 8 months during 1994 discussions were carried out between Sida, the NGOs, SERNAM and AGCI and a variety of alternative channels were explored. At Sida's invitation, a group of 10 organizations which had been Sida counterparts during the earlier period developed a proposal for the administration of the funds. The group proposed the creation of a "Program of Strategic Action for Gender Equality", which would have as its main purpose to increase dialogue between the Chilean Government and Civil Society with regard to gender equality. The proposal included the creation of a fund to support non-governmental initiatives in the areas of research, communication, training, and organizational strengthening. The fund would be overseen by a mixed commission made up of representatives of civil society and the government, and it was proposed that an institution uninvolved in the Program would administer the funds according to criteria agreed upon by the mixed commission. Both World University Service and UNICEF were mentioned as possible candidates for this role. Sida's support would constitute the initial funding for the Program, but additional funding sources would be approached in order to maintain the fund. This proposal was supported by SERNAM, which was also anxious to avoid state mediation in the access of NGOs to international funds.

In their proposal the Chilean counterparts argued that although non-governmental organizations had played an important role in the creation of SERNAM, and the development of the government's policy with regard to gender equality, the dialogue between civil society and the state was still incipient and fragile, and not enough progress had been made in the definition of their respective roles.

For this reason, the NGO sector, while interested in cooperating with the government, was anxious to avoid becoming simply the implementers of state policy, and direct access to financial resources was considered an essential part of a strategy to maintain autonomy with respect to the government.

Many persons interviewed by the mission expressed the concern that political participation in general has decreased in Chile since the transition to democracy. Therefore, the development of strong, critically constructive and independent social movements is considered to be crucial for the consolidation of democracy in Chile. In this sense, the issue of how to channel Swedish funds to the non-governmental sector took on a political significance which, for the Chilean counterparts, went beyond considerations of administrative expediency or financial sustainability. Both SERNAM and the NGOs felt that it was strategically important to develop management alternatives which would allow the NGOs to participate as equal partners with the government, and which avoided the appearance of governmental interference with the autonomy of the women's movement.

A further consideration was that all funds included in the national budget, even from international donations, must be approved by Congress, which would make any funding to civil society vulnerable to political considerations and the scrutiny of the opposition forces, which have been particularly suspicious of any efforts to transform social relations.

Notwithstanding these considerations, Sida decided to channel the funds for Civil Society through SERNAM, with the implicit understanding that, once the project was terminated, the Chilean Government would maintain the Fund for Civil Society, along with the other components of the program, including the Fund for Gender Research. However, no explicit commitment was made by the Chilean Government in this regard, and the Ministry of Finance, which is responsible for preparing the national budget, was not included in the negotiation process. The Specific Agreement between Sweden and Chile obliges the Chilean Government only "To present a plan for the future funding of the program not later than July 1, 1997."

Description of Activities

The following goals for the Fund for Civil Society were developed:

- To strengthen the implementation of the Equal Opportunity Plan from civil society in the areas of training, documentation, media, culture, training and organization;
- To extend the influence of the Equal Opportunity Plan to broader sectors of society;
- To encourage the exchange of ideas and experiences between the State and civil society as a strategic element in the consolidation of democracy and the Equal Opportunity Plan;
- To promote networking between different institutions and non governmental organizations with regard to the EOP, and
- To strengthen the national process of decentralization and regional development.

A total 7.875 MSEK (approximately 1 MUSD) was allocated for the Civil Society Fund during the three year period. Approximately 350,000 USD was allotted per year. Since there is no logical counterpart within SERNAM to carry out the administration of the Fund, this task has been taken over by the International Relations Department of SERNAM. The Specific Agreement between Chile and Sweden stipulates that the costs of administration were to be covered by the institution, although certain costs have been covered by the funds for coordination and evaluation.

SERNAM carried out the process of the grant procedure in several steps;

- the development of basic guidelines for the presentation of grant proposals and criteria for the selection process
- the publication of the guidelines in major newspapers, and invitation to submit proposals
- the accreditation of organizations enabling them to participate in the process
- the presentation of grant proposals
- the evaluation of proposals by two different reviewers each, according to previously agreed upon criteria and a third if large discrepancies were found between the first two reviewers
- the approval of grants by the Advisory council of SERNAM, according to evaluation scores
- contracts with NGOs, and payment in two disbursements

The agreement between Chile and Sweden stipulated that 40% of the funds should be used in Santiago and the remaining 60% were to be allocated to regional projects in equal proportions, taking care that each region should have at least one project. Sweden reserved the right to approve all guidelines, criteria for selection and public announcements.

A total of 600 organizations applied for and received accreditation during the first two years. Of these, 214 organizations presented grant proposals in the first year. A total of 22 proposals were approved, including 10 from the Metropolitan Region and 12 regional projects. In the second round of grants, 144 grant proposals were presented and 26 projects were approved. Of these, 11 were from the Metropolitan Region and 15 from other regions. The reduction in applications was in part due to a decision to disqualify those organizations which had already won grants during the first round.

Results/impact assessment

A consultant was hired by SERNAM to review all the projects presented during the first two years of the Fund in order to determine the major areas of interest of the organizations (Moreno, 1997). Out of this process it turned out that 20% of the projects in the first competition and 34% in the second came from the metropolitan area, and the rest were distributed fairly unevenly between the other regions, with two regions only presenting 1 project. In terms of the issues addressed by the proposals, the subjects most often mentioned were related to the implementation of the EOP, domestic violence, technical training and leadership training. With regard to the beneficiaries, the majority of projects were directed to community women in general, followed by rural women, workers and young women, which represented about 9% of all proposals. Out of the organizations requesting funds, 66% were NGOs, followed by universities (9%), and unions (6%) or community organizations (5%).

A separate consultant was hired to evaluate the results of the first round of projects from the Civil Society Fund and to make suggestions regarding future competitions (See Appendix # 5 for a detailed breakdown of the projects). In general, the evaluation was quite positive, and made a series of recommendations for the improvement of the third competition process, which is planned to take place within the next few months (Box # 3).

Box # 3

Results of an external Evaluation of the Fund for Civil Society (Zalaquett, 1997)

Strengths:

- The projects were selected through a transparent process, and with appropriate selection criteria.
- The majority of the projects supported carried out the activities programmed and achieved the results which had been foreseen.
- The majority of the projects addressed issues which are considered strategic for the transformation of gender relations in Chile today.
- The quality of the methodology and material produced was considered to be very good in general, and in several instances contributed innovative experiences which could be useful to other groups working in the same areas.
- Several of the projects had the additional effect of serving as pilot projects enabling organizations to enter into new fields, or to obtain additional funding afterwards in order to maintain the activities. In other cases, the funds encouraged organizations that had never worked in gender to broaden their institutional focus.
- There was not always a direct relation between the amount allocated to a project and its impact, in that some quite small projects had been very successful, whereas, a few of the most ambitious and costly projects had yielded rather modest results.
- The evaluation highlighted instances where communication between different projects had been achieved, as well as increased communication between some NGOs and Governmental institutions, such as the Ministry of Education and the Police.

Constraints:

- In a few cases, although the projects had been well designed, they did not achieve optimal results due to the difficulty in approaching certain sectors, such as the judicial branch.
- A few cases were found of projects which did not have a clearly defined gender perspective, nor did they address strategic transformations in gender roles. In a few instances, it was felt that the projects actually served to reinforce traditional gender roles.
- Since many of the most successful organizations were excluded from competing during the second year, this affected the sustainability of the projects, as well as the overall quality of projects submitted during the second round of grants.
- Leadership training is the most common activity, followed by activities related to the EOP and domestic violence, and yet, the methodologies for addressing these issues are different, and uneven in quality.
- The use and dissemination of the studies carried out under the Fund seems to be limited.

Recommendations for the Third Competition:

- To promote exchanges between project counterparts to share methodology, materials, etc.
- To allocate 50% of funds to the regions, 30% to the Metropolitan Region, and 20% to projects of national scope.
- To prioritize actions directed to young women.
- To narrow the focus of issues and types of projects in order to achieve a greater impact in the activities supported.
- To allow organizations who have already received funds for a project to compete again.

The evaluation team met with several of the current and former recipients of Sida grants for Civil Society, as well as meeting with the consultants who reviewed the implementation of the Fund and the persons in SERNAM responsible for administering the plan. The impressions of the evaluation team are

in line with the observations of the evaluator. In addition, the team considers the following points to be relevant to the overall process of the Fund:

Some difficulties arose specifically as a result of the mechanism of channeling funds through SERNAM:

During the first period, in order to avoid the appearance of interfering with the autonomy of the groups receiving grants from the Fund, the Regional Directors of SERNAM were expressly instructed not to contact or get involved with the projects at all. Not only did this cause resentment within the Regional Offices with regard to the National program, but it also meant that the actual communication between project counterparts and SERNAM was minimal. This issue has subsequently been worked out, and in the third round of grant applications, the regional directors will participate in the selection process.

Also, difficulties arose when particular projects, such as a set of brochures called “Arguments for Change” developed by the NGO CEM were criticized by the newspaper *El Mercurio* for its positions and both SERNAM and the Swedish Government were criticized publicly for supporting “subversive” activities. In order to protect the autonomy of the counterpart groups, while maintaining some strategic distance from particularly controversial issues, SERNAM stipulated that a disclaimer be printed on all materials produced through the fund, stating that the publication had been financed with funds from the Civil Society Fund, administered by SERNAM, but that SERNAM did not take responsibility for the content of the publication.

The Stödberg Evaluation made three important recommendations with regard to support for civil society whose implications in practice have been contradictory:

- to broaden access of different groups to the funds, both in terms of regions, as well as other kinds of actors, universities, community groups etc.
- to emphasize activities with a strategic focus and potential for transformations in gender relations
- to encourage sustainability and reduce dependence of non-governmental organizations on international support

In approving the guidelines for participation in the competition, Sweden placed emphasis on the distribution of funds to all regions, as well as allowing all organizations to participate, regardless of prior experience in activities regarding gender. In order to have the broadest impact possible, it was further stipulated that all funding was only for one year, and ceilings were placed on the amounts which a project could receive.

While this approach succeeded in ensuring broad access to the funds in a very transparent process, it led to weaknesses with regard to the other two goals:

Sustainability

Most of the groups with no previous background or specific institutional commitment to gender are unlikely to continue the activities once the funding is ended. The team met with more than one group which admitted that they became interested in the issue of gender due to the availability of funds, and that they had no plans to continue in this field once the project funding was completed.

In contrast, those groups who have been working with gender training already, although they were concerned about the ending of the project, already had ideas about how to maintain the activities even in the absence of external funding.

Finally, the restriction to funds for one year non renewable periods means that in practice the funds do not contribute to institutional sustainability of the actions proposed.

Strategic Transformations

The goal of having as much diversity as possible in the grant process is also to a certain degree in contradiction to the goal of supporting projects with the potential for achieving a strategic impact in terms of gender relations. Furthermore, expectations were raised through this process which greatly exceeded the capacity of the Fund, which is indicated by the fact that slightly less than 10% of the projects were chosen. Finally, the small amounts and restricted time period of the grants also has an limiting effect on the type of impact which may be achieved through the projects.

4.3 The Research Fund for the Promotion of Gender Studies

Background

The Fund to Promote Gender Related Research began in 1995 with the second period of Swedish Cooperation. It is administered by CONICYT, the National Commission on Scientific Research and Technology, which is the major government body in charge of the promotion of scientific research. CONICYT administers FONDECYT, which is the National Fund for Scientific and Technological Development (*Fondo Nacional de Desarrollo Científico y Tecnológico*). FONDECYT provides funding for research in all disciplines, although the major emphasis is on basic sciences. Approximately 9% of funds are distributed between all social sciences and humanities.

Gender has not been considered a priority issue within the allocation of funds for research. A review of the projects financed by Fondecyt between 1982 and 1995 found that out of a total of 4,871 research grants approved by FONDECYT, only 26 projects were funded which had a focus on gender or women's studies (Boisier, 1996). This represents slightly under 0.5% of the approved projects. A further analysis of these 26 studies revealed that 15, or 60% of the projects were presented by universities (the majority from the University of Chile and the Catholic University), while 11 projects (40%) were presented by national non governmental organizations or independent academic institutions. The great majority of projects approved are in the fields of sociology and psychology.

Taking into account the importance of developing knowledge in the fields prioritized in the Equal Opportunity Plan in order to provide inputs into the development of more equitable public policies, Sida approved a total of 3.75 MSEK (750,000 USD) for the purpose of promoting research with a gender focus.

The purpose of the fund is expressed as:

- to strengthen the research capacity of institutions working in the field of gender and,
- to generate a body of knowledge in the social sciences with regard to equal opportunities with the aim of providing inputs for the development of public policy.

The institutions eligible to compete for the funds were Universities, Independent Academic Centers, and NGOs with at least 3 years of scientific production in the area of gender studies.

The funds were allocated in two separate processes, one completed in 1995, and the other which took place at the end of 1996. The amount of the grants provided vary between 25,000 and 45,000 USD per year for a maximum of two years. The grants cover operational expenses, equipment, part time salaries, funds to promote the participation of young researchers and foreign researchers, as well as overhead expenses for the participating institution.

The proposals were selected by a process in which the proposal's scientific merit, and the academic excellence of the researchers were the over-riding criteria used.

The Fund has been administered by a Coordinating Committee, made up of the Minister of SERNAM, and the Directors of AGCI, and CONICYT. The Committee is responsible for approving the priority areas and criteria for selection of the Funds, as well as the members of the Fund's Academic Council.

The Academic Council is made up of the Vice-Minister of SERNAM, a representative from CONICYT plus 3 social science researchers of recognized prestige. The role of the Council is as follows:

- To propose the conditions for the competition, supervise the invitation to apply, and to select the projects, based on the evaluations of independent peer-review;
- To evaluate the fulfillment of the goals of the approved projects. The Council may suspend the funding of a project, if it is found to deviate from the terms agreed upon at the time of approval;
- To approve changes in the goals or budget of the approved projects. Financial follow-up is the responsibility of CONICYT, and administrative costs are to be covered by the institution as well.

To date, both competitions have been completed, with the following results:

- In the first round of proposals 55 grant proposals were submitted, of which, 7 were disqualified for not meeting the basic requirements for competition. Out of the 48 proposals which entered the competition, 7 proposals were approved, amounting to 15% of all applications (see Appendix # 6). Four institutions received the grants, of which two were universities (U. Chile and U. Catolica), one non governmental organization (CEM) and one Independent Academic Institution (FLACSO).

Regarding the disciplines of the winning proposals, 3 were in sociology, 1 in psychology, 2 in literature and humanities, and 1 in agricultural/veterinary science.

- In the second competition, 44 proposals entered the competition, and 7 more grants were approved for a total of 114,447 US\$.

In addition to meeting with representatives from CONICYT, the evaluation team met with several researchers who had received funds or applied for them from CONICYT (CEM, FLASCO, and CEDEM) and visited one project funded by the Gender Research Fund, Gender Relations and its impact on agricultural production and animal health” (see Box # 4).

Box # 4

Small Enterprises in Rural Areas in Chile and Gender Perspective

This project is being carried out by the School of Veterinary Science of the University of Chile. The main researcher is Dr. Anita Soto, a veterinarian. The team is made up of three women and two men: a rural economist, another professor of veterinary science, and two young researchers, one of whom is an anthropologist and the other a veterinarian.

The purpose of the study is to analyze how gender relations influence rural development in Tilama, an arid region of the country where production is based on goat raising. The study is receiving collaboration from the CIAT in Ecuador which has carried out pioneering work in the field of gender analysis and rural development in Latin America. The aim of the study is to provide information useful for the development of policies towards rural women, which is currently a major national issue.

According to the researchers, one of the most successful aspects of the projects is the fact that it has helped to legitimize gender studies among faculty and students, as this is the first time that a research project of this nature had been carried out in the School of Veterinary Science. Both the Dean of the School and the researchers felt that it had been key that the fact that the funds were administered by CONICYT was crucial for enhancing the prestige of the study.

Based on these discussions, as well as a revision of the relevant documents, the following seem to be the most important achievements of the Fund.

- It has contributed to greater legitimacy of gender issues as an acceptable subject for research, and stimulated interest and demands for funds as shown by the large number of proposals presented. In other cases, the funds have contributed to opening new spaces for research on gender issues in areas where there had formerly been no work in this area, such as, for example, the School of Veterinary Science.
- It has stimulated the interest of young researchers, including men, in research areas related with gender studies.
- The Fund has been administered with efficiency and transparency by CONICYT.

In terms of constraints, the impact of the Fund in terms of sensitizing CONICYT as an institution with regard to gender appears to be limited.

Not much emphasis seems to have been placed on involving researchers with a recognized competence in the area of gender studies, either among the evaluators nor the selection committee. The criteria for evaluation and selection mention whether “the project makes visible the relations between both genders” but does not offer any explanation as to how this is to be evaluated.

This same problem seems to exist within the selection committee, where three out of five of the members had no specific competence in the field of gender research, nor was any effort made to develop criteria for evaluating the gender focus of a project. Some of the projects appear to be of dubious value in terms of developing public policy, such as the study on “Gender in Chilean contemporary female narrative”.

Although clearly access to funding in general on gender issues has increased with the Fund, this has not necessarily contributed to strengthening the capacity of existing university centers dedicated to gender studies. Although there are five universities with Gender Studies Programs, only one received funding for a specific program (University of Chile) during the 1995 competition.

Finally, several organizations considered that the lack of funding for the publication and dissemination of the results was a serious limitation in the usefulness of the reports.

4.4 Exchange and Methodological Development

Within the overall Decision for Swedish Cooperation with Chile, 2.1 MSEK were allocated for the purpose of exchanges of experiences and development of methodology. Each project is subject to Swedish approval.

The main activities carried out within this area include:

- a visit of several Chilean ministers and parliamentarians to Sweden;
- a visit of NGOs and journalists to Sweden;
- an international seminar in Nicaragua of Latin American Programs for Gender Studies, co-sponsored by the Central American University, Managua;
- an international seminar in Bolivia on Communication;
- technical support from Statistics Sweden to the Chilean Statistics Bureau.

The evaluation team did not have access to more specific information regarding this component, however, many of the people who participated in the visits to Sweden reported that they were extremely useful, and had an important impact on the women who participated in them. An example was the Minister of National Property who has become a strong proponent of the Equal Opportunities Plan, reportedly as a result of her participation in the visit to Sweden.

One of the reasons for the relatively low utilization of these funds, is that there does not seem to be much clarity within SERNAM regarding the amounts available and the procedures for planning additional activities. This was discussed between Sida and SERNAM in the last annual review, and SERNAM is currently preparing a proposal for the future utilization of the funds.

V. Financial Management

Based on a review of available financial documentation and discussions with SERNAM's administrative staff the evaluation team considers that the funds provided by Sweden for the activities mentioned above have been administered with exceptional efficiency and transparency.

Furthermore, it has been mentioned in other parts of this document that SERNAM has been very successful in integrating activities progressively into the national budget, so that most of the programs formerly financed by Sweden have been absorbed into the regular expenses of the institution (see Appendix # 4 for a breakdown of Swedish and Chilean Funds).

As of February, 1997 SERNAM had spent approximately 2,25 MUSD (about 15 MSEK) which represents around 60% of the total budget. Four disbursements have been made by Sweden, and the remaining two disbursements are due in the second semester of 1997 and the first semester of 1998. Taking into account that the project started six months late, due to delays in the initial disbursements from Sweden, project implementation is being carried out according to plan. However, the final expenses of the project will probably not be completed until after July, 1998, which means that a prolongation of the Specific Agreement between Sweden and Chile will be necessary in order to finalize the project.

The main bottleneck observed in relation to financial matters is the delay in the transfer of Swedish funds to SERNAM through AGCI and the National Treasury Department. The cause of these delays is not clear to the evaluation team, however, as an example, the last two disbursements from Sweden had still not been received by SERNAM, at the time of the evaluation mission, although one of them had been in the country for several months already. It should be underscored, however, that in spite of these delays, SERNAM has somehow managed to implement all activities according to plan, in spite of the fact that they are running on a deficit of over 500,000 US\$..

VI. Future Sustainability

The current period of cooperation will not terminate until midway into 1998 because of the initial delays in starting up. After this Sweden has indicated that there will be no further agreements. Therefore, it is particularly important at this time to review the prospects for the sustainability of the program, both as an indicator of the program's success, as well as for future cooperation with other countries in similar areas. When discussing the issue of sustainability the team refers both to institutional as well as financial aspects.

The team considers that international cooperation in general has been used in a very strategic way, in the sense that SERNAM has taken advantage of foreign aid to open new spaces, but always with a view to institutionalizing the processes which have been initiated. However, there are certain components, which by their nature, or due to insufficient consolidation will be more difficult to maintain.

6.1 Institutional Support to SERNAM

In general, the team feels that the institutional support to SERNAM is the component of the Swedish Cooperation Program which has the greatest likelihood of being continued after the agreement finalizes.

It should be pointed out, however, that the most important actors in determining SERNAM's budget ceiling are external to the institution itself: these are the Ministry of Finance (*Ministerio de Hacienda*) which is in charge of preparing the national budget, and Parliament, who has the final word over budgetary matters.

During May and June, 1997 SERNAM will be preparing the budget proposal for 1998 together with the Ministry of Finance, so this will be the crucial moment for integrating the budget items which will be discontinued when the program is terminated. There is still a small cushion for 1998 however, since some of the components will still have funds available through the first semester of next year.

One possible obstacle for the integration of the Swedish support into the national budget of SERNAM is the fact that the Ministry of Finance was not included in the initial discussions in which AGCI committed the Chilean Government to maintaining the programs once the Swedish cooperation was finished. However, even if all the institutional activities are included, it will still be necessary to obtain the approval of Parliament for the proposed budget, which is expected to be a considerable challenge, particularly if the opposition maintains its control in the Senate (the President has presented a proposal for a Constitutional reform eliminating the designated Senators, which, if approved, would significantly alter the political climate in Parliament).

We believe that the sustainability of the CIDEMs and the training program is more or less guaranteed. In the case of the CIDEMs, dependency on international support has steadily declined over the years, and now the reliance on external funding is quite low. All salaries are now integrated into the national budget, and only funding for activities would be required. In the case of the training program, Swedish funds have been used primarily for the development of specific outputs, such as training packages, and software, which, once in place will be integrated into the regular programs. The funds from the Swedish Agreement represent less than 10% of the total budget for both CIDEMs and the Training Department.

In the case of the Communication Department, SERNAM believes that it will be difficult to obtain funds from the national budget for TV broadcasting, which was the major part of the Swedish support. In this case, the Department will have to depend on alternative forms of publicity instead of television spots. However, this was more or less expected from the beginning, and already in 1997 Swedish funds were no longer allocated for communications activities. Although certainly the additional funding will be missed, it could be said that the most crucial period for intensive publicity was during the early years of the consolidation of SERNAM and the launching of the Equal Opportunity Plan. Therefore, even if additional funding is not secured, this does not necessarily detract from the success of the Swedish support.

In contrast, the future of the sectorial work seems to be more vulnerable, even though it plays an increasingly strategic role in the implementation of the Equal Opportunity Plan, and in the role of SERNAM as a coordinator in public policy with regard to gender.

Although during the last three years the amount of funds allocated to the Department for Sectorial Coordination has declined, it still makes up more than half of the department's total budget, and several of the salaries of the sectorial specialists are covered by Swedish funds. Furthermore, the sectorial specialists feel that the possibility to share financial support for activities carried out within the sectors, even though the amounts are fairly low, has been absolutely strategic in achieving greater commitments from the ministries.

The initial results of the sectorial work have been very promising, however, it is a young program which is not yet consolidated, either in terms of developing a unified methodology for coordinating with the ministries, or in terms of internal coordination with the regional directors as well as with the other departments of SERNAM.

Therefore, the team considers that the main challenge with regard to the sustainability of the Swedish support to SERNAM is in the consolidation of the sectorial work.

The authorities of SERNAM share the concern of the mission with regard to sectorial work and have suggested that if there were a possibility of prolonging some amount of support during a longer period, this component should be prioritized. SERNAM believes that having some international funds to support this component would help protect the program and motivate Parliament to authorize complimentary funding, whereas otherwise, the temptation might be to eliminate it from the budget altogether.

6.2 The Fund to Support Civil Society

Given the difficulties that SERNAM has had in having its current budget approved by the Parliament, and even to receive Swedish donations for the implementation of the Equal Opportunity Plan and the Fund for Civil Society, most of the people consulted, including representatives of AGCI, SERNAM, parliamentarians, and NGOs themselves, consider this aspect of the Swedish Program the most difficult to maintain, particularly as long as the Senate is dominated by the opposition. However, SERNAM is currently exploring different alternatives for continuing the Fund, which are discussed below:

Integration into the Social Investment Fund (FOSIS)

The Social Investment Fund is part of the Ministry of Planning, and was created to promote activities aiming at poverty alleviation. The Fund receives approximately 3 million dollars per year from the national budget and prioritizes projects supporting microenterprises, and “vulnerable” populations, with emphasis on youth and the elderly.

SERNAM has initiated discussions with FOSIS regarding the possibility of allocating funds for projects to support women. The evaluation team met with a representative of FOSIS who expressed the institution’s potential interest in administering funds for women, although this depended in part on the origin of the funds. It seemed clear that FOSIS would be more interested in administering fresh funds obtained by SERNAM for this purpose, than reorienting existing funds within the institution.

In any case, the evaluation team feels that increasing women’s access to funds for income generation activities and community projects is important, and well worth pursuing. However, although FOSIS has recognized experience in the administration of project funds, it has virtually no experience in terms of gender. Since the mandate of FOSIS is explicitly geared towards poverty alleviation, it does not seem like a promising institution for channeling funds to projects dealing with strategic transformations in the area of gender equality.

- ***Management by SERNAM***

Another option would be for SERNAM to request funds to manage directly using a framework similar to the current system. The advantage of this option is that SERNAM already has experience in administering this type of fund, and it is probably the only state institution which would be considered by most sectors of civil society as a legitimate mediator in the promotion of activities for gender equality.

However, the major drawback of this alternative is that SERNAM would have a difficult time obtaining the approval of funds from the Ministry of Finance, much less from Parliament for this type of project. Furthermore, this role exceeds SERNAM’s mandate, and does not necessarily fit in with institutional priorities.

The team found consensus among representatives of NGOs, parliamentarians, as well as SERNAM regarding the importance of maintaining funds for civil society. However, it seems that the likelihood of the Fund for Civil Society being continued under similar conditions after Swedish Funds are terminated is quite low.

6.3 The Gender Research Fund

With regard to the sustainability of the Fund for Gender Research the future is only slightly more optimistic than in the case of the Civil Society Fund. The Coordinator of the Gender Research Fund felt that it was important to try to maintain the Fund as a separate entity in the short term, because he felt that two years was too short a period in which to change attitudes regarding gender in research.

The team identified two alternative strategies for the continuation of the Fund:

- The first option would be that the Research Fund be maintained with funds from Conicyt. These could either be requested as an additional allocation from the Ministry of Finance, or could be set up through the reorientation of existing funds.
- The other alternative would be to eliminate the Fund once the final disbursements are made for the current research projects, and to encourage the allocation of funds for research in this area by including the integration of a gender focus as one of the criteria for evaluating academic excellence in the overall grant process.

The latter alternative would seem to be preferable from a strategic point of view. However, when the evaluation team mentioned both possibilities to representatives of Conicyt, neither was received with much enthusiasm. Therefore, it seems quite likely that the Gender Research Fund will terminate after the current round of studies is finished.

VII. Conclusions

7.1 General Considerations

The team considers that the Swedish Cooperation for the National Program for Women has been quite successful, taking into account the following observations:

- The funds contributed by Sweden have been used with efficiency and transparency in accordance with the agreed upon plans and budgets;
- The activities presented in the project document have been carried out according to plan, and in most of the components, the targets have been over reached. The only setback with regard to the time frame of the program is due to delays in the initial disbursements from Sweden;
- The program has made substantial progress in achieving the specific goals set for each of the components;
- The funds provided by Sweden have been critical in the consolidation of SERNAM as an institution, as well as the development of the Equal Opportunity Plan as a conceptual and methodological tool for the incorporation of a gender perspective into public policy;

- The support provided to SERNAM has achieved a high degree of financial and institutional sustainability, as evidenced by the integration of a great part of the activities formerly financed by Sweden into SERNAM's national budget;
- The program has contributed to the efforts of civil society to strengthen the position of women in Chilean society, and to achieve structural changes in gender relations, as well as encouraging greater dialogue between SERNAM and institutions of civil society.
- The program has contributed to the production of knowledge from a gender perspective, as well as helping to present gender equality as a legitimate subject for scholarly research.

7.2 Institutional Challenges faced by SERNAM

The mission believes that SERNAM has achieved exceptional progress in a relatively short period of time, and that it has made a substantial contribution to the strengthening of democracy in Chile. Furthermore, SERNAM's experiences provide an important frame of reference for other countries in Latin America who are currently in the process of institutional development. With this in mind, the mission believes that the following areas are challenges which need to be further addressed for SERNAM's institutional consolidation:

- Improving the mechanisms for coordination between the different departments of SERNAM, so that the processes of communication, research, training, public education, etc. respond to the needs expressed by the Regional Offices, as well as the activities and targets agreed upon in the ministerial agreements. Greater definition is needed in the respective roles of the different departments and programs. The process of strategic planning which is being carried out in SERNAM currently will undoubtedly contribute towards this goal.
- Strengthening the development of regional and municipal plans, where it seems that in many cases it is possible to advance more rapidly than at a national level. Another important contribution would be the development of methodologies which would permit the municipalities and the regions to define their own priorities with regard to the EOP, and feed into the national process of strategic planning.
- Consolidating the procedures for monitoring the implementation of the EOP through the development of indicators to measure not only the completion of activities, but also the impact of the activities carried out. The development of these indicators would strengthen the agreements with the ministries.

7.3 The Funds for Civil Society and Gender Research

With regard to the Funds for Gender Research and Civil Society the results are more mixed. In both cases the funds provided by Sweden were administered efficiently, in accordance with the agreements. Furthermore, the activities carried out with the funds were in line with the goals of the cooperation, and made important contributions to the advancement of gender equality in Chile. However, in both situations future sustainability is in doubt. In the case of the Fund to Support Civil Society, Sweden's decision to approve the funds was contingent on SERNAM's willingness to administer them, in spite of the fact that both SERNAM as well as the NGO counterparts argued that the funds should be managed jointly. Considering that the main rationale for channeling funds through SERNAM was to ensure that the Chilean government would maintain the funds in the future, one would have to conclude that at least from the standpoint of sustainability, this component was only partially successful. The way in which the Civil Society Fund was negotiated appears to be even more questionable when considering that these requirements were made by Sweden with the explicit aim of strengthening democracy.

In the eventuality that the Gender Research Fund should be terminated, although it would certainly be considered a loss, the consequences are not likely to be devastating for any of the groups involved. In contrast, the funds for civil society will certainly be sorely missed, since Sweden has been one of the major donors in the area of gender equality, and the end of the support coincides with a general reduction in international support to Chile. Most NGOs are in the process of downsizing, and looking for alternative sources of income such as selling professional services to government institutions, including SERNAM. While these measures are necessary for survival, the consequences will be most acutely felt by those sectors who cannot pay for services, in other words, poor women.

Unless some additional funding were available for this component, it is probably too late to make any real contribution to the sustainability of NGOs working in gender equality. However, the third and final grant competition, which should begin in the next few months, does present an opportunity to increase the impact of the grants by focusing more on projects with the potential to make strategic contributions. Also, the fund could consider supporting larger projects involving more than one group, such as the regional and thematic activities that are being carried out in the context of follow-up to the Beijing Conference. Finally, the Fund could contribute to strengthening the dialogue between civil society and SERNAM by reviving the initial Chilean proposal to involve representatives from NGOs working in gender in the overall management of the Fund. While this should not affect the administrative or financial procedures which are already in place and working efficiently, greater involvement of civil society in determining the goals and criteria for project selection might enhance the feeling of joint ownership, and pave the way for similar collaboration in the future. The team suggests that SERNAM review the procedures for the final grant competition, with the aim of achieving the most strategic use of the funds, and present a revised proposal for Sweden's consideration. Finally, since the political environment in the Chilean Congress is likely to change within the next year, it should be mentioned that a prolongation of this component, for one or two years, might increase the likelihood of the Fund being eventually adopted by the Chilean Government.

7.4 Future Opportunities for Cooperation

The fact that Chile is beginning to develop its own international cooperation program, presents new opportunities for joint cooperation with Sweden, particularly with regard to gender equality. SERNAM's experience in this field is well recognized throughout Latin America and has already sponsored international activities together with Sweden, such as the Seminar on Gender Studies held in Managua in February, 1997 with great success, and the Seminar on Communication Strategies recently held in Bolivia.

Chile has placed special emphasis on cooperation with Central America, Paraguay and Bolivia, which coincide with Swedish priorities as well. This kind of triangular cooperation seems to be an excellent way to take advantage of Chile's regional expertise and contributes both to strengthening Swedish cooperation in the region, as well as strengthening ties between Chile and the rest of the region. In addition, it is recommended that Chilean and regional NGOs be included as possible counterparts in the horizontal cooperation process.

Finally, although direct bilateral support is being phased out, SERNAM is anxious to maintain a relationship of exchange and technical support from Sweden in specific areas. The visits of Chilean women to Sweden have been greatly appreciated, and have contributed to strengthening support for gender equality in Chile, as have the visits of Swedish technical advisors, such as the support from Statistics Sweden. The team considers this to be a valuable and appropriate form of cooperation which enriches both Chile as well as Swedish development cooperation, and suggests that it be maintained in the future.

Términos de Referencia Evaluación de SERNAM

1. ANTECEDENTES

Fase 1990-1993

El Asdi inició su apoyo para trabajo con mujeres en Chile como parte de la cooperación bilateral al tomar posesión el gobierno democrático en 1990. El gobierno sueco estableció en las "Guías para la Cooperación Técnica con Chile" (02.05.91) que la cooperación en el área de la mujer era un tema de prioridad para el apoyo a Chile y que el objetivo era fortalecer el rol participativo de la mujer en la sociedad.

En la decisión gubernamental sueca del 29.11.90 se determina que 18 millones coronas suecas (SEK) se destinaban para los años fiscales 1990/91-1992/93, de los cuales 11,6 millones SEK eran para La Secretaría para la Mujer, SERNAM, y 6,2 millones SEK para organizaciones no gubernamentales chilenas con trabajo en el área de la mujer.

En 1992 se decidió juntar este apoyo con otros programas de ASDI que se realizaban a través de organizaciones no gubernamentales suecas y con aportes del rubro "programas especiales" en un solo programa "Programa para la Mujer en Chile". El objetivo era tener un programa más coherente en el área de la mujer y establecer normas más uniformes en cuanto a seguimiento, medición de resultados y evaluación. Durante este primer período el programa estuvo compuesto por los siguientes rubros:

1. Apoyo a La Secretaría de la Mujer SERNAM
2. Apoyo directo a ONGs chilenas en el área de la mujer.
3. Cooperación institucional con ISIS Internacional y FEMPRESS.
4. Apoyo a proyectos de mujer de ONGs suecas.
5. Evaluación, metodología e intercambio de experiencias.

El objetivo del programa era aumentar la participación y la influencia de la mujer en el proceso democrático. Se estimaba que al dar apoyo a una combinación de aportes a instituciones y a ONGs, el programa tendría el enfoque suficientemente amplio para poder lograr esto. Con el objetivo de dar seguimiento al programa en una forma sistemática se destinó una suma para el rubro de evaluación y otro monto para intercambio de experiencias y desarrollo de recursos humanos.

El apoyo total para el programa durante el período 1991-1993 ascendió a un total de 30 millones SEK según la siguiente disposición:

	En millones de SEK
Decisión gubernamental 29.11.90	18
-SERNAM	(11,6)
-ONGs chilenas	(6,2)
Apoyo a ONGs suecas (proyectos de la mujer 1991/92)	1,2
Apoyo Institucional ISIS y FEMPRESS	0,9
Decisión complementaria 23.01.92 para todos los rubros del programa	10
Total	30

Evaluación del programa para el período 1990-1993

En 1993 se realizó una evaluación independiente del Programa para la Mujer¹. En los resultados se concluyó que el programa en general había sido exitoso en cuanto a cumplir con los objetivos y también había aportado en fomentar la participación de la mujer en el proceso de democratización. La evaluación consideraba que el enfoque doble del programa, tanto a través de ONGs como de instituciones estatales, era vital para cumplir el objetivo de fortalecer el rol participativo de la mujer en la sociedad.

En cuanto a SERNAM los evaluadores consideraron que la secretaría había contribuido sustancialmente al objetivo de concientizar a la sociedad chilena sobre los problemas de discriminación de los que las mujeres son objeto. SERNAM también había hecho avances en cuanto a ciertos temas así como generar una opinión pública en contra la violencia doméstica y la frágil situación jurídica de la mujer casada. Sin embargo habían evitado temas controversiales así como divorcio y aborto. En cuanto a la creación de las oficinas regionales (CIDEM) así como las campañas de información se consideraban haber cumplido con los objetivos específicos del programa. El equipo evaluador concluía, sin embargo, que SERNAM, y en especial las oficinas regionales eran demasiado dependientes de financiamiento externo y que los CIDEM eran institucionalmente frágiles.

La evaluación recomendó que se continuara con el apoyo. Este debería tener un enfoque explícito de género y el objetivo de realizar cambios estructurales que respondan a las necesidades estratégicas de la mujer. Se recomendaba temas estratégicos así

¹ Stödborg A, Gomariz E, Malmquist J, Zamora M, "Evaluación del Programa de Cooperación entre Suecia y Chile en el área de la Mujer 1991-1993", Estocolmo Nov 1993.

como que el trabajo debería continuar a través de tanto el estado como a través de la sociedad civil.

Programa actual

En 1994 el Asdi decidió renovar el apoyo con 29 millones de SEK para el período 1994/95-1997. De estos, 25,9 millones SEK respondían al convenio bilateral con Chile. 2,1 millones SEK eran fondos para intercambio de experiencias y desarrollo metodológico en donde cada proyecto es sujeto a la aprobación de Asdi. 1 millón SEK correspondía a seguimiento por parte de Asdi.

Los objetivos específicos del programa seguían siendo lograr una posición más fuerte para la mujer en la sociedad y la integración de la mujer en el proceso de desarrollo y democratización en condiciones de igualdad con el hombre. Según las recomendaciones de la evaluación, el programa se enfocaba en fomentar los cambios estructurales que fortalecieran el rol participativo de la mujer en la sociedad.

Los rubros del programa se establecieron según sigue:

	En millones SEK
a. Apoyo institucional	14,275
b. Fondo ONGs	7,875
c. Fondo de investigación	3,750
d. Intercambio de experiencias y desarrollo de metodología	2,100
e. Seguimiento de Asdi	1,000
Total	29,000

a. Apoyo institucional

Las actividades de SERNAM están orientados hacia las siguientes áreas: desarrollar y fortalecer la institución, trabajo de género, lucha contra la pobreza y desarrollo de una política de la familia. A finales de 1993 SERNAM presentó un plan nacional de igualdad de oportunidades en el que cada sector (p. ej. salud, agricultura, legislación) es analizado por su parte y en el que objetivos y medidas a tomar son presentados para el período 1994-1999.

El apoyo institucional financiado por Asdi incluye los siguientes sub-programas:

	En millones SEK
1. Oficinas regionales CIDEM	5,1
2. Información	2,0
3. Trabajo de sectores	5,1
4. Desarrollo de recursos humanos	1,5
Coordinación	0,1
Seguimiento/evaluación	0,2
Total	14,2 (Alr. del 50% del pres.)

Dentro del apoyo institucional se incluye aporte para *las oficinas regionales CIDEM*. Estas ya se han establecido en las 13 regiones del país y están en proceso de instalación en 52 municipios. Los CIDEM apoyan a mujeres víctimas de violencia e injusticias y trabajan con educación formal y educación popular. El sub-programa también incluye apoyo a los ministerios (p.ej. de Educación, de Salud, de Trabajo) por ejemplo con formación de los oficiales y para desarrollar una estrategia de igualdad en cada sector. *El trabajo de información* tiene el objetivo de alcanzar al público en general.

b. Fondo para ONGs

Un fondo se estableció para el trabajo en la sociedad civil con los siguientes objetivos: fomentar y fortalecer iniciativas en cuanto al trabajo de igualdad de oportunidades en diferentes sectores; crear una base más amplia para la realización del plan de igualdad de oportunidades; fomentar un intercambio de ideas y experiencias entre el estado y la sociedad civil; apoyar la integración de organizaciones civiles en la sociedad democrática y a la vez fomentar descentralización y regionalización dentro del país. El fondo está abierto para organizaciones no gubernamentales chilenas.

c. Fondo para Investigación

Un fondo se estableció para generar mejores posibilidades de investigación en el área de género así como desarrollar una capacidad en el área entre investigadores nacionales.

d. Intercambio de experiencias y desarrollo metodológico

El rubro está destinado para aportes puntuales en temas que sean deseados por Chile (p. ej intercambio entre Suecia y Chile, o entre Chile y otros países de la región). Cada aporte está sujeto a la aprobación de Asdi.

e. Seguimiento y evaluación

Se estableció que se daría seguimiento al programa por medio de reuniones anuales. Fondos fueron destinados a una evaluación en 1997.

El convenio bilateral del programa de SERNAM (Incluyendo Apoyo Institucional, Fondo para ONGs y Fondo para Investigación) está convenido con la Agencia de Cooperación Internacional de Chile AGCI.

2. PROPÓSITO DEL EVALUACIÓN

El Asdi ha invertido 60 millones SEK en el programa desde 1991. Es importante evaluar los resultados de un programa tan grande.

Este programa es uno de los primeros y más grandes programas en el área de género para Asdi. El programa en Chile es innovador. Por esto es importante aprender de las experiencias del programa para poder llevar a cabo otros programas similares, como por ejemplo el trabajo de género en Bolivia.

El enfoque de género es un área de prioridad para la cooperación sueca y de particular importancia para Asdi en América Latina. Por eso es un área de aprendizaje importante para todo el Asdi.

3. DESCRIPCIÓN DE TAREAS

1. El programa de género en general

- Cumplimiento de objetivos a nivel global.
- Nivel de impacto de las actividades en la sociedad chilena.
- La integración del programa en la sociedad chilena.
- La integración del trabajo de género en la administración chilena.
- La relevancia del programa en el proceso de democratización en Chile.
- Los efectos de las actividades en el grupo de beneficiarios. ¿ Han tenido alguna influencia en los hombres? ¿Cómo? ¿Han sido incluidos los hombres por alguno/s de las actividades del programa?

- La eficiencia financiera del programa.
- La administración chilena del programa.
- Los preparativos del estado chileno para asumir la responsabilidad económica del programa.
- La situación financiera de SERNAM y su posibilidad de asumir los costos totales del programa.
- Las posibilidades de SERNAM de continuar el programa después de que el apoyo sueco termine.

- ¿En qué manera han aportado los recursos humanos y las experiencias suecas al resultado del programa?
- Todavía queda un año del apoyo sueco. ¿Qué puede hacer Suecia durante el período restante para una buena finalización y transferencia de la responsabilidad completa a Chile?
- Analizar si el programa ha implementado las siguientes recomendaciones de la evaluación 1993:

"Se propone que a futuro, el programa tenga un enfoque explícito de género y apuntando hacia cambios estructurales, es decir a intervenciones que plantean como objetivo la solución de las necesidades estratégicas de género para la promoción de igualdad

entre hombres y mujeres en la sociedad, incluyendo proyectos de acción social con potencial transformadora."

2 El apoyo institucional

- Cumplimiento de los objetivos establecidos.
- El desarrollo institucional de SERNAM en el período 1993-97.
- Eficiencia de ejecución.
- ¿Cual ha sido el grupo de beneficiarios alcanzado? Los efectos de las actividades en el grupo de beneficiarios.
- Eficiencia financiera.
- El papel y trabajo de SERNAM con respecto al trabajo sectorial de los ministerios.
- La importancia de los CIDEM para el programa y la posibilidad de llevarlo con alcance nacional.
- El trabajo de igualdad de oportunidades de SERNAM y los CIDEM y su importancia para el proceso de democratización en Chile.

3. El apoyo al fondo para ONGs

- La importancia del fondo para ONGs para el programa en su totalidad.
- Eficiencia de ejecución.
- ¿Cual ha sido el grupo de beneficiarios alcanzado? Los efectos de las actividades en el grupo de beneficiario.
- Eficiencia financiera.
- El trabajo de género del fondo para ONGs y la importancia de esto para el proceso de democratización en Chile.
- ¿Cómo ha funcionado el fondo para ONGs en relación al desarrollo institucional de SERNAM?
- ¿Cómo ha funcionado SERNAM siendo una institución estatal como administrador de apoyo a la sociedad civil? ¿Cuales han sido las ventajas, los efectos, los problemas? ¿Hay alternativas?
- ¿Qué tipo de ONGs ha recibido apoyo? ¿Para qué tipo de proyectos? ¿Cuales han sido los resultados?
- ¿Cuales han sido los criterios para la selección de ONGs?
- ¿Cómo se ha distribuido el apoyo entre Santiago y la otras regiones? ¿Cuales han sido los criterios?
- Analizar si el fondo para ONGs ha realizado las recomendaciones de la evaluación de 1993;
 - ..."que el subprograma sea amplio en su temática, complementario entre sí, y que contemple solicitudes provenientes de la sociedad civil de forma amplia: ONGs, universidades, centros académicos y asociaciones profesionales".
 - "Como requisitos prioritarios para los proyectos a seleccionar en esta nueva etapa se sugieren: que la concepción del proyecto tenga contemplada su estrategia de sostenibilidad y el de la ONG a mediano y a largo plazo, incluyendo la sostenibilidad en términos organizativos, el de la perspectiva de género y el de cambio estratégico. Deben, también ser elegibles también los

proyectos de acción social con potencial transformadora, pero deben excluirse aquellos con enfoque asistencialista o con acción social limitado."

4. El apoyo al fondo para investigaciones

- ¿Cómo se han usado los fondos y cuales han sido los resultados ?
- La importancia del fondo para investigaciones para el programa en su totalidad.
- ¿Cómo ha funcionado el fondo?
- Analizar si el apoyo al fondo ha contribuido a que aumente la investigación en el área de género.
- Analizar si el apoyo ha contribuido a que un grupo de investigadores se haya desarrollado en el área.
- La investigación en el área de género y la relevancia e importancia para el proceso de democratización en Chile.
- Eficiencia financiera.

4. METODOLOGÍA, EQUIPO Y FECHA PARA LA EVALUACIÓN

La evaluación deberá contemplar los años entre 1993 y 1996. Se deberá dar énfasis a los años 1995 y 1996.

El trabajo deberá contemplar colección de datos, entrevistas de SERNAM, AGCI, los ministerios involucrados por el trabajo sectorial, una selección de ONGs, investigadores y otros actores.

Es importante que el grupo de beneficiarios de todos los subprogramas sean estudiados para poder analizar la integración del programa en la sociedad.

También se deberá contemplar documentos básicos del programa así como fuentes secundarias.

El equipo evaluador deberá visitar Santiago y algunos otros lugares en el país en donde se ejecute actividades dentro del programa.

La evaluación se llevará a cabo por un equipo de dos personas (preferiblemente uno sueco y uno latinoamericano). El equipo deberá tener el siguiente perfil:

- Conocimiento sobre América Latina, preferiblemente de Chile.
- Conocimiento sobre la cooperación sueca, preferiblemente dentro del área de género.
- Experiencia de trabajo de género.
- Experiencia en evaluaciones.
- Experiencia en desarrollo institucional.
- Conocimientos de análisis de costos y eficiencia financiera.
- Español

La evaluación se deberá efectuar en 6 semanas. De estas una semana será para preparativos y planificación, tres semanas será para trabajo de campo y dos semanas serán para análisis y elaboración del informe.

La evaluación incluye una presentación oral de los resultados tanto en Asdi (como en Chile.)

5. INFORME

El informe final no deberá superar 40 páginas. El informe deberá ser analítico y fácil de leer. Deberá incluir un resumen ejecutivo así como un índice temático.

El informe deberá ser escrito en español o inglés y elaborado según las instrucciones de Asdi, ver adjunto "Sida evaluation reports- a standardized format". El informe deberá presentarse en World Perfect 6.1 para Windows o un programa compatible y el disquete deberá adjuntarse con el informe final.

El equipo evaluador también deberá adjuntar al informe un breve resumen de la evaluación en inglés para Sida Newsletter, ver instrucciones "Sida Evaluation Newsletter" y llenar la ficha para el banco de datos de Asdi.

Un informe borrador se presentará a Asdi y al SUM el 16 de Abril de 1997. Tras recibir las opiniones de ambas organizaciones el 7 de Mayo, el informe final deberá ser presentado el 21 de Mayo de 1997.

APPENDIX 2

LIST OF PERSONS INTERVIEWED

Swedish Embassy

Ms. Madeleine Ströje-Wilkens	Ambassador
Ms. Doris Isaksson	Social Sector Secretary

AGCI (Agencia de Cooperación Internacional)

Mr. Enrique O’Farrill	Responsible for Swedish Cooperation
Mr. José Manuel Román	Responsible for Social Programs
Mr. Raul Vergara	Responsible for Horizontal Cooperation

SERNAM (national and regional)

Ms. Josefina Bilbao	Minister of SERNAM
Ms. Natacha Molina	Vice-Director of SERNAM
Ms. Teresa Rodríguez	Head of the International Relations Cooperation Dept.
Ms. Gloria Angelo	Program officer, International Relations
Ms. María Soledad Gómez	Program officer, International Relations
Ms. Delia Del Gatto	Head of Sectorial Department
Ms. Loreto Ditzel	Program officer at the Sectorial Work Dept.
Ms. Barbara Hayes	Head of Communications Department
Ms. Ma. Angelica Borquez	Head of Planning and Research Department
Ms. Ma. Etienne Irigoín	Head of the Training Department
Ms. Claudia Iriarte	Coordinator of the Legal Unit
Ms. Carolina Arangiz	Staff member of Communication Department
Ms. Lissette García	National Coordinator of CIDEM
Mr. Armando Ruiz	Staff member of Administration and Finance Department
Ms. Cecilia Llanos	Head of Administration and Finance Department
Ms. Verónica Baez	Health Sector Specialist
Ms. Verónica Oxman	Labor Sector Specialist
Ms. Mariza Blasquez	Education Specialist
Ms. Ana María Cerda	Agriculture Specialist
Ms. Loreto Amunátegui	Head of the Program Department
Ms. Sandra Cepeda	Staff of National CIDEM Program
Ms. Patricia Silva	Staff of National CIDEM Program
Ms. Rebeca Chamudes	Staff of Training Department
Ms. Raquel Salinas	Staff of Training Department
Ms. Lucía Rojas	Staff of Training Department
Ms. Gladys Vergara	Consultant to the Training Department
Mr. Francisco Worlinski	Consultant to the Training Department
Ms. M. Elena Valenzuela	Staff of Planning and Research Department
Ms. Lucia Rojas	Staff of Planning and Research Department
Ms. Paulina Araneda	Staff of Planning and Research Department
Ms. Maria Eliz Maldonado	Staff of Communications Department
Ms. María Teresa Guerra	Staff of Communications Department
Ms. Katrina Sanguinetti	Regional Director of the V Region, Valparaíso
Ms. Valeria Ambrosio	Regional Director of the Metropolitan Region

CIDEM, Region V - Valparaíso

Ms. Sonia Nuñez	Regional coordinator
Ms. Colomba Coronel	Lawyer
Ms. Ofelia Ahumada	Lawyer
Mr. Eduardo Perez	Journalist
Ms. Erika Castro	Staff of regional communication program
Ms. Patricia Bravo	Secretary
Ms. Maria Edith Jofré	Social worker
Ms. Alicia Aguirre	Psychologist

CIDEM, Metropolitan Region

Ms. Maria Luisa España	Coordinator
Mr. Hector Uribe	Journalist
Ms. Fabiola Barros	Anthropologist
Ms. Katia Castro	Social worker
Ms. Ita Lucero	Educator
Ms. Fabiola Divin	Lawyer

FOSIS (Fondo de Solidaridad e Inversión Social)

Ms Nélica San Martín	Coordinator of the International Relations
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INDAP (Instituto de Desarrollo Agropecuario)

Mr. Gino Buzzetti	Agriculture Development, INDAP
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Ministry of National Property

Ms. Ximena Ahumada	Official at the Ministry of Bienes Nacionales and SERNAMs “sectorial counterpart”
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Ministry of Labor

Ms. Silvia Galilea	Adviser and SERNAMs “sectorial counterpart”
Ms. Helia Enriquez	Head of the Study Dept. at the Dirección del Trabajo, and SERNAMs “sectorial counterpart”

CONICYT (Comisión Nacional Científica y Tecnológica)

Mr. Carlos Elgueta	Head of the Investigation Department
Mr. Jorge Manzi	Advisor to the Board of CONICYT

Ministry of Health

Dr. René Castro	Chief of Women’s Program
Lic. Ana Ayala	Women’s program

The Municipal Women's Office and Center for Battered Women and Children, Valparaíso

Ms. Marina Arancet	Coordinator
Ms. Paulina Moraga	Coordinator at the Domestic Violence Program
Ms. Marisol Rubiño	Social Worker

Parliamentarians

Ms. Antoineta de Saa	Partido Popular Democratico (PPD)
Ms. Mariana Aylwin	Partido Democratico Cristiana (PDC)
Ms. Fanny Pollarolo	Partido Socialista (PS)

Casa de la Mujer in Valparaíso, Chilean NGO

Ms. Mireya Zuleta	Director
Ms. Renate Francia	Staff

2 women beneficiaries of CIDEM in Valparaiso**Grupo Iniciativa (Post-Beijing-NGOgroup)**

Representatives from the following Organizations: CEM, CEDEM, La Morada, FEMPRESS, FLACSO, Instituto de la Mujer, ISIS International and MEMCH

ISIS INTERNATIONAL (Servicio de Información y comunicación de las Mujeres)

Ms. Ana María Gomez	Coordinator
Ms. Ximena Charnes	Coordinator
Ms. Isabel Duque	Program Coordinator
Ms. María Soledad Weinstein	Program Coordinator

CEM (Centro de Estudios de la Mujer)

Ms. Ximena Díaz	Director
Ms. Rosalba Todaro	Researcher
Ms. Virginia Guzman	Researcher

CEDEM (Centro de Estudios para el Desarrollo de la Mujer)

Ms. Ximena Valdés	Director
Ms. Angelica Wilson	Vice-Director
Ms. Ana Maria Arteaga	Program Coordinator
Ms. Carolina Oliva	

University of Chile, School of Veterinary Science

Dr. Ana Soto	Head of the Research project
Ms. Marcela Morales	Anthropologist
Mr. Rubén Seisdedos	Veterinary student
Dr. Mario Maíno	Profesor Rural Economics
Dr. Pilar Oveido	Veterinarian

MEMCH (Movimiento Pro Emancipación de la Mujer Chilena)

Ms. Rosa Ferrada	Co-Director
Ms. Paulina Weber	Co-Director
Ms. Maria Del Canto Riquelme	Co-Director

FORJA (Instituto de Formación Jurídica para la Acción)

Ms. Begoña Macaya	Project coordinator
Ms. Ximena Salazar	Lawyer

Ministry of Education

Mr. Juan Eduardo Garcia	Director General Education Division
Ms. Julia Flores	Staff of Adult Education program
Ms. Patricia Gallardo	Women's Program
Ms. Francisca Sotomayor	Assitant to General Director
Ms. Rosario Solar	Coordinator Women's Program

FLACSO

Ms. Teresa Valdéz	Coordinator, Women's Program
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Universidad de Chile

Ms. Soledad Larrain	Professor, School of Psychology
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Instituto de la Mujer

Ms. Nuria Nuñez	Director
Ms. Alejandra Valdez	Researcher

OTHERS

Ms. Gladys Zalaquett	Consultant
Ms. María Elena Moreno	Consultant
Ms. Jenny Malmkvist	Consultant
Ms. María Elena Moreno	Consultant

APPENDIX 3

WORKING PROGRAM MARCH 3 - MARCH 22

March 3:

Meeting with the Swedish Embassy
Meeting with AGCI

March 4:

Meeting with the Department of International Relations and Cooperation at SERNAM
Meeting with the Heads of Dept. and Coordinators of Program at SERNAM
Meeting with the Department of Sectorial Work at SERNAM

March 5:

Meeting with the National CIDEM Program at SERNAM
Meeting with FOSIS, Fondo de Solidaridad e Inversión Social
Meeting with the staff in charge of the Civil Society Fund within SERNAM

March 6:

Meeting with the Department of Training at SERNAM
Meeting with ISIS International

March 7:

Meeting with CEM, Centro de Estudios de la Mujer (Chilean NGO)
Meeting with INDAP, Instituto de Desarrollo Agropecuario
Meeting with the Ministry of Bienes Nacionales
Meeting with the Department of Administration and Finance at SERNAM
Meeting with CEDEM, Centro de Estudios para el Desarrollo de la Mujer (Chilean NGO)

March 8:

Meeting with the Head of the International Relations Dept. at SERNAM
Participation at National Celebration of International Women's Day

March 9:

Studying documents

March 10:

Meeting with the Department of Planning and Research at SERNAM
Meeting with the Legal Unit at SERNAM
Meeting with the Ministry of Labor
Meeting with CONICYT, Comisión Nacional Científica y Tecnológica

March 11:

Meeting with the Consultant Virginia Guzman
Meeting with the Ministry of Education
Meeting with the Ministry of Health
Meeting with the Department of Communication at SERNAM

March 12:

Travel to Valparaíso and the V Region
Meeting with the Regional SERNAM
Meeting with the Municipality Women's Office
Meeting with women parliamentarians and deputies
Meeting with the Women's House (Casa de la Mujer, Chilean NGO)
Meeting with beneficiaries at CIDEM

March 13:

Meeting with the CIDEM in the V Region
Travelling to Santiago
Meeting with Grupo Iniciativa (Beijing follow-up)

March 14:

Meeting with the University of Chile, School of Veterinary Science
Meeting with the MEMCH, Movimiento de Emancipación de la Mujer Chilena (Chilean NGO)
Meeting with FORJA, Instituto de Formación Jurídica para la Acción (Chilean NGO)

March 15:

Studying documents

March 16:

Studying documents

March 17:

Meeting with the Consultants Gladys Zalaquett and María Elena Moreno
Meeting with FLACSO (NGO)

March 18:

Meeting with AGCI
Meeting with the Ministry of Education
Meeting with the Consultant Jenny Malmkvist

March 19:

Meeting with the Minister and the Vice-Minister of SERNAM
Meeting with the regional SERNAM and CIDEM in the Metropolitan region
Meeting with the Women's Institute (Instituto de la Mujer, Chilean NGO)
Meeting with the Swedish Embassy

March 20:

Meeting with the Department of Planning and Studies at SERNAM
Preparing the presentation of results

March 21:

Presentation of preliminary results to SERNAM

Appendix 4

Financial Information

SERVICIO NACIONAL DE LA MUJER
 Depto. de Adm. y Finanzas
 CLIR/ECS/asp.

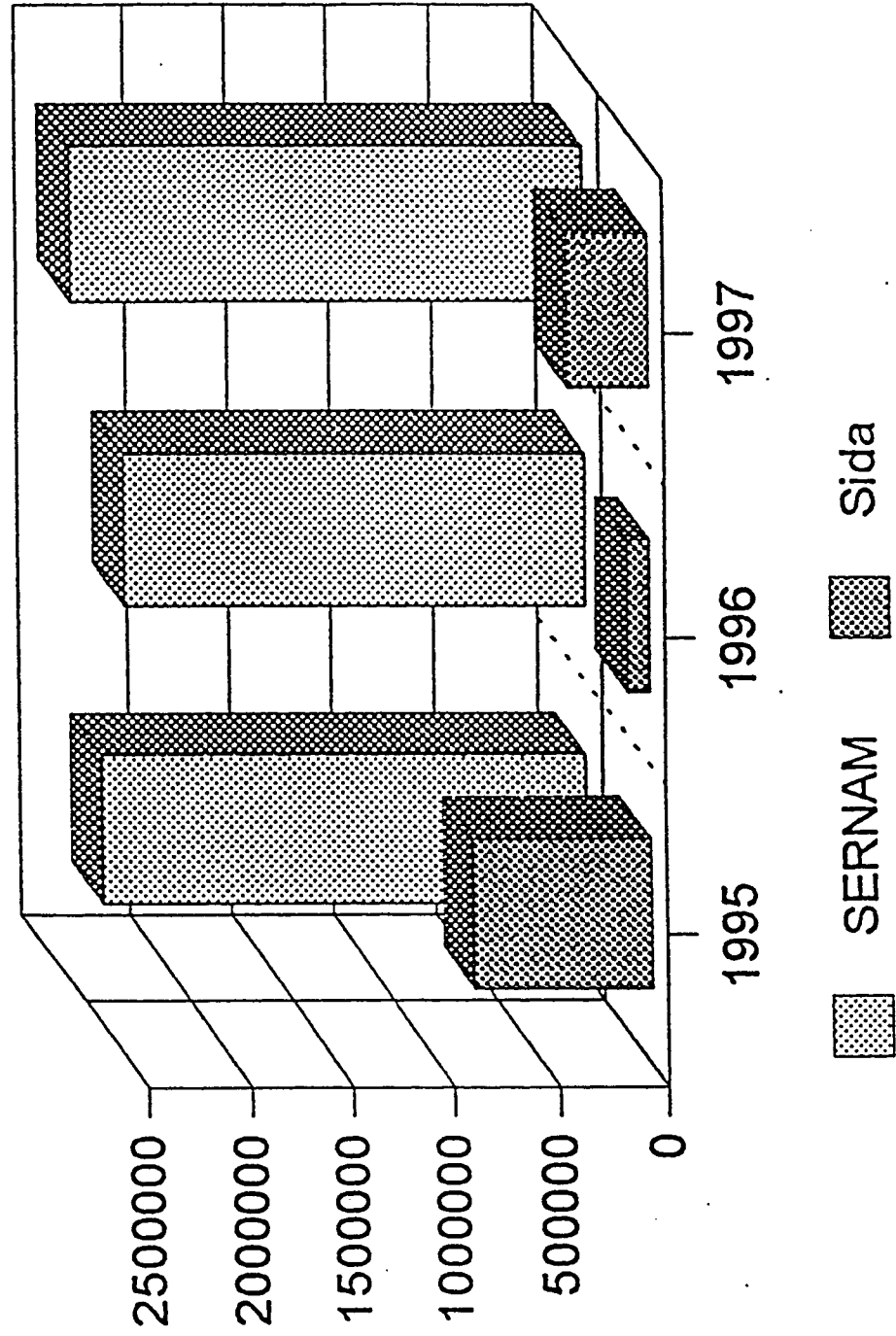
EVOLUCION DEL PRESUPUESTO DE LOS DEPARTAMENTOS CONSIDERADOS EN EL PROYECTO SUECO

(EN US\$)

DEPARTAMENTO	1995		1996		1997	
	SERNAM	SUECIA	SERNAM	SUECIA	SERNAM	SUECIA
CIDEM	1.078.286	312.000	1.018.564	250.000	1.188.288	125.333
COMUNICACIONES	613.874	136.000	524.537	134.000	580.152	--
SECTORES	120.629	290.000	138.722	210.000	152.595	185.333
CAPACITACION	417.950	70.000	431.219	90.000	425.257	50.000
REL. INTERNACIONALES **	112.078	22.000	115.990	16.000	127.473	12.666
TOTALES	2.342.817	830.000	2.229.032	700.000	2.473.765	373.332

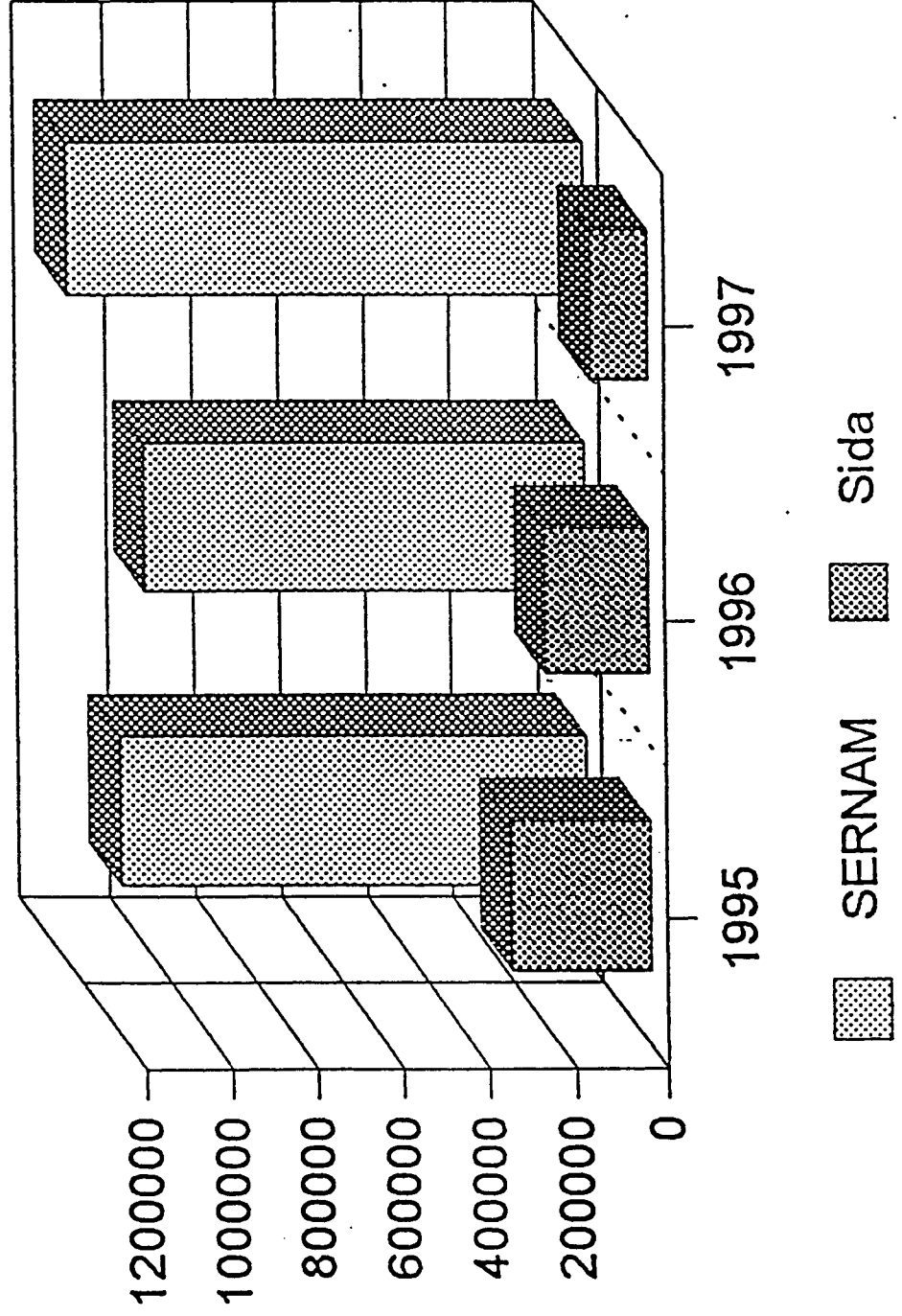
** Corresponde a las actividades de Coord. General y Seguimiento y Evaluación

Budget Development of the Swedish support to SERNAM in US \$



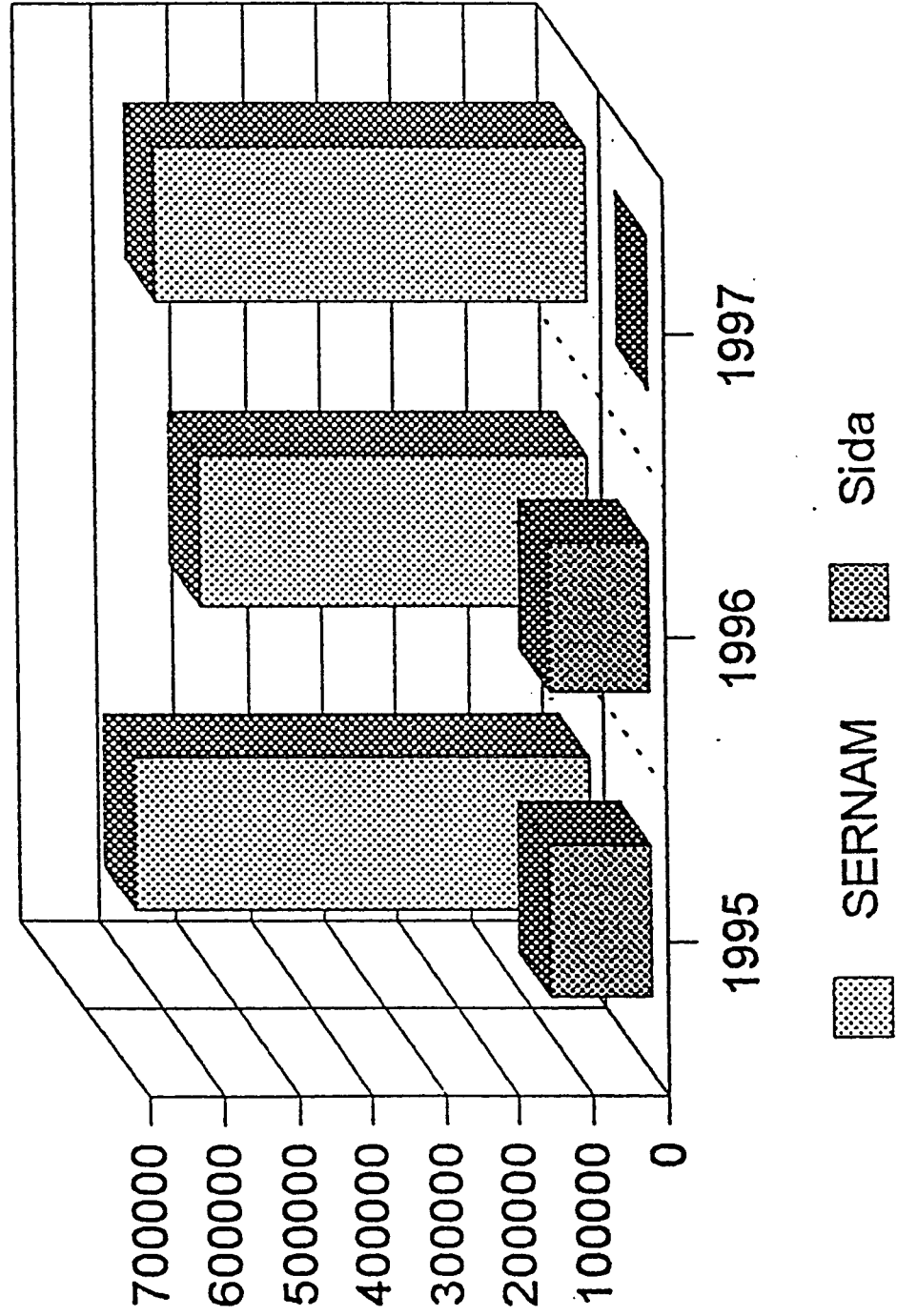
CIDEM

US \$



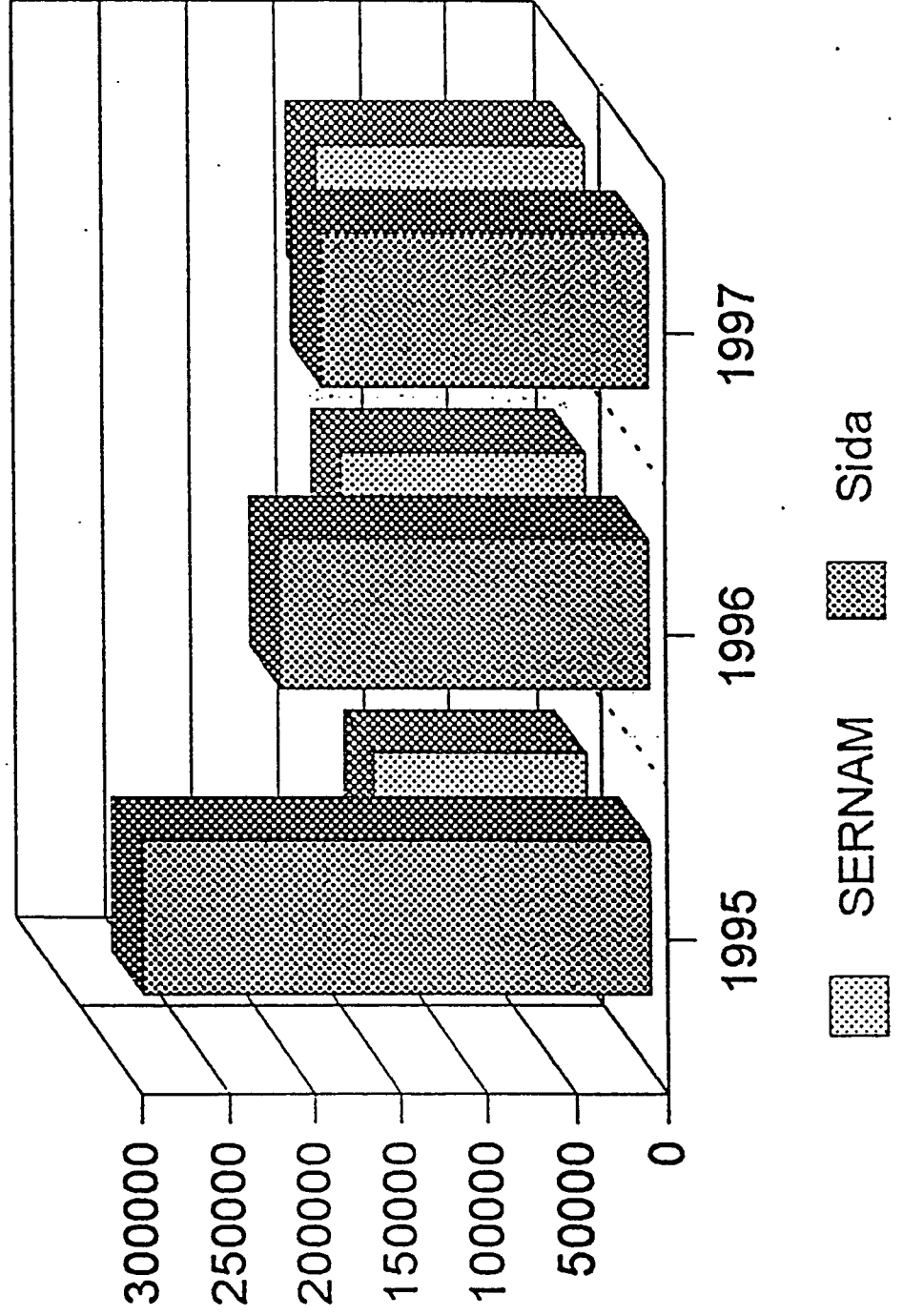
Communication Department

US \$



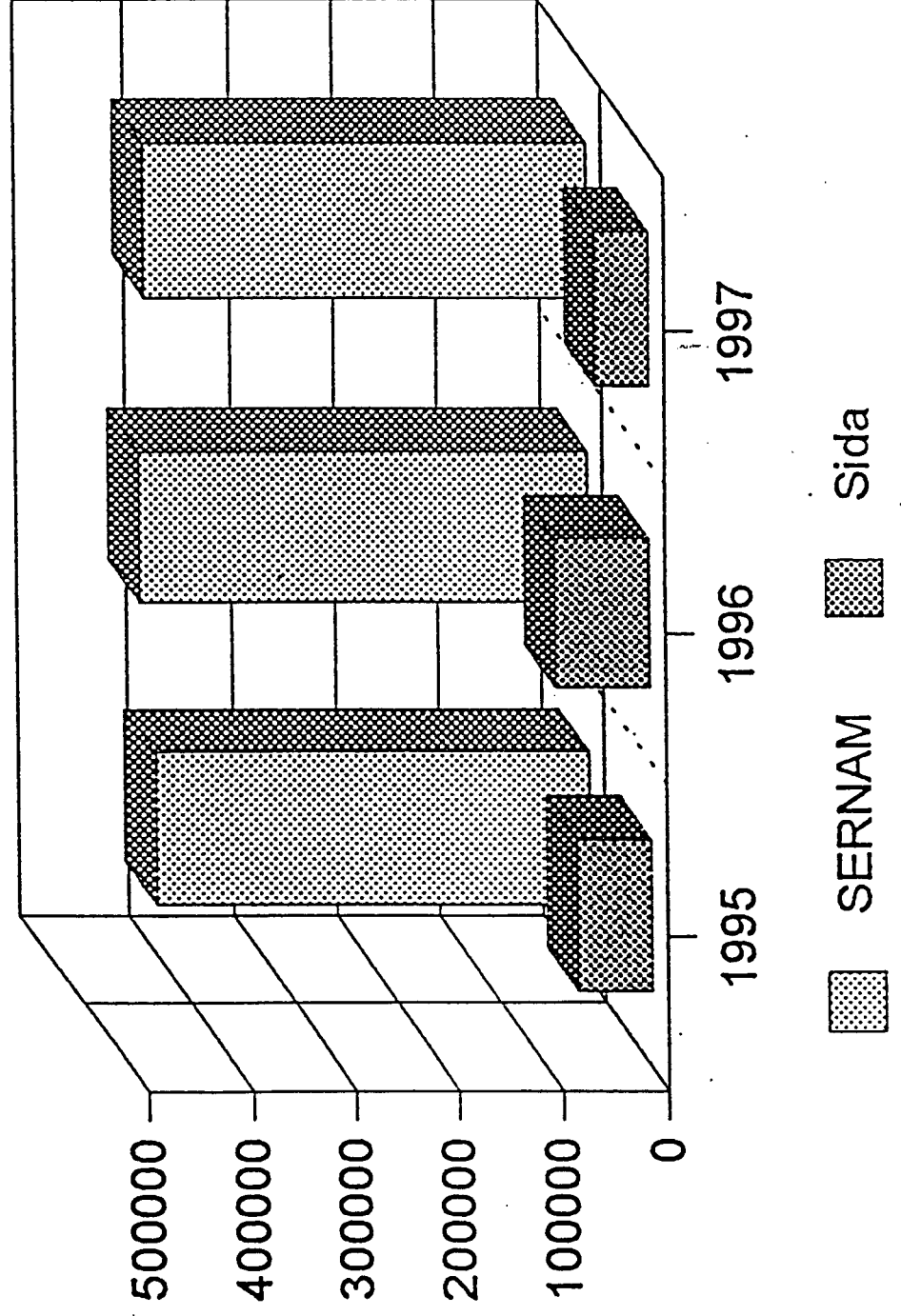
Sectorial Department

US \$



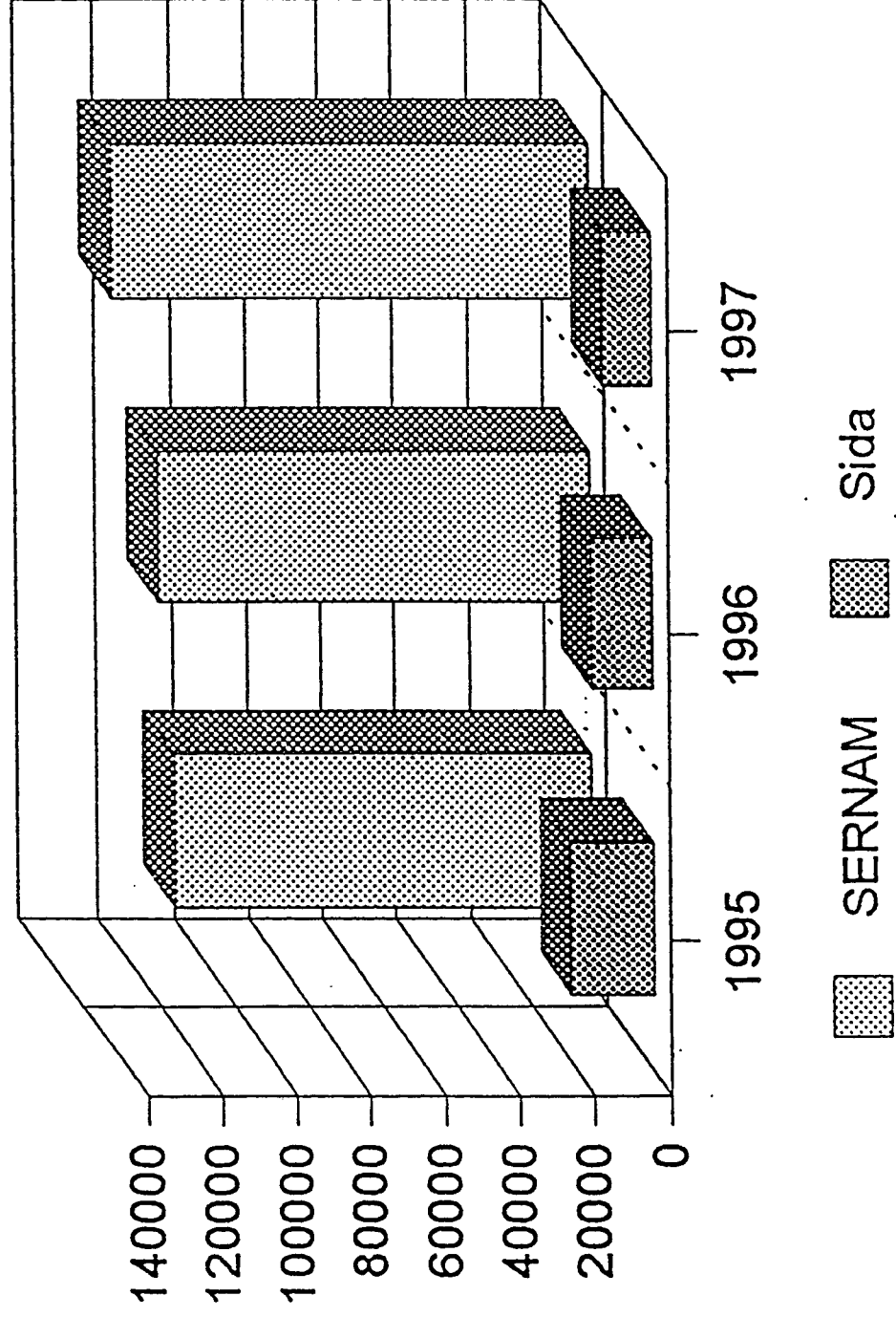
Training Department

US \$



Follow-up, Evaluation, Coordination

US \$



SERVICIO NACIONAL DE LA MUJER
DEPTO. ADMIN. Y FINANZAS
CLLR/ECS/arp.

INGRESOS RECIBIDOS DE LA COOPERACION SUECA

1. APOYO AL PLAN DE IGUALDAD DE OPORTUNIDADES

FECHA	DOLARES RECIBIDOS	PESOS RECIBIDOS	TIPO CAMBIO
04/09/95	208.182,42	81.620.000	392,06
23/10/95	211.641,67	85.852.443	405,65
20/06/96	3.459,25	1.412.758	408,40
20/06/96	459.111,70	187.501.218	408,40
TOTALES	882.395,04	356.386.419	403,89 *

2. FONDO SOCIEDAD CIVIL

FECHA	DOLARES RECIBIDOS	PESOS RECIBIDOS	TIPO CAMBIO
26/12/95	184.511,85	75.124.000	407,15
20/06/96	3.298,21	1.346.989	408,40
20/06/96	192.530,72	78.629.546	408,40
TOTALES	380.340,78	155.100.535	407,79 *

3. CONICYT

FECHA	DOLARES RECIBIDOS	PESOS RECIBIDOS	TIPO CAMBIO
1995	158.506,52	64.453.506	406,63
1996	277.688,53	113.932.827	410,29
TOTALES	436.195,05	178.386.333	408,96 *

* Tipo cambio promedio

SERVICIO NACIONAL DE LA MUJER
DEPTO. ADMIN. Y FINANZAS
CLLR/ECS/arp.

INGRESOS POR RECIBIR DE LA COOPERACION SUECA
DISPONIBLES EN CHILE

1. EN LA TESORERIA GENERAL DE LA REPUBLICA

PROGRAMA	DOLARES POR RECIBIR
PLAN DE IGUALDAD DE OPORTUNIDADES	388.763,91
FONDO SOCIEDAD CIVIL	194.382,00
TOTALES	583.145,91

2. EN LA AGCI.

PROGRAMA	CORONAS SUECAS (SEK)
PLAN DE IGUALDAD DE OPORTUNIDADES	2.625.000
FONDO SOCIEDAD CIVIL	1.312.500
TOTALES	3.937.500

RELACION DE INGRESOS Y GASTOS
 (AL 28 DE FEBRERO DE 1997)

(En US\$ y Pesos)

PROGRAMAS	APORTE SUECIA					
	INGRESOS		GASTOS (EJEC+COMP)		SALDO	
	US\$	\$	US\$	\$	US\$	\$
A.-APOYO AL PLAN DE IGUALDAD DE OPORT.	882.335	356.386.419	1.369.972	552.907.712	-486.577	-195.740.173 **
CIDEM	274.453	110.847.531	610.759	246.676.775	-336.306	-135.289.239 **
COMUNICACIONES	169.571	68.487.070	180.618	72.948.910	-11.047	-4.444.106 **
COORDINACION INTERSECTORIAL	314.020	126.827.907	472.345	190.773.373	-158.326	-63.631.300 **
AREA CAPACITACION Y DESARROLLO	100.486	40.584.930	84.133	33.979.918	16.354	6.578.759
COORDINACION GENERAL	10.049	4.058.493	7.111	2.871.936	2.938	1.181.841
SEGUIMIENTO Y EVALUACION	13.817	5.580.428	14.006	5.656.800	-189	-76.069 **
B.- FONDO SOCIEDAD CIVIL	380.341	155.099.167	719.707	293.489.318	-339.366	-138.390.151 **
C.- CONICYT	436.195	178.395.052	153.376	62.727.716	282.819	115.667.335
TOTALES	1.698.931	689.880.637	2.242.055	909.124.746	-543.124	-218.462.989 **

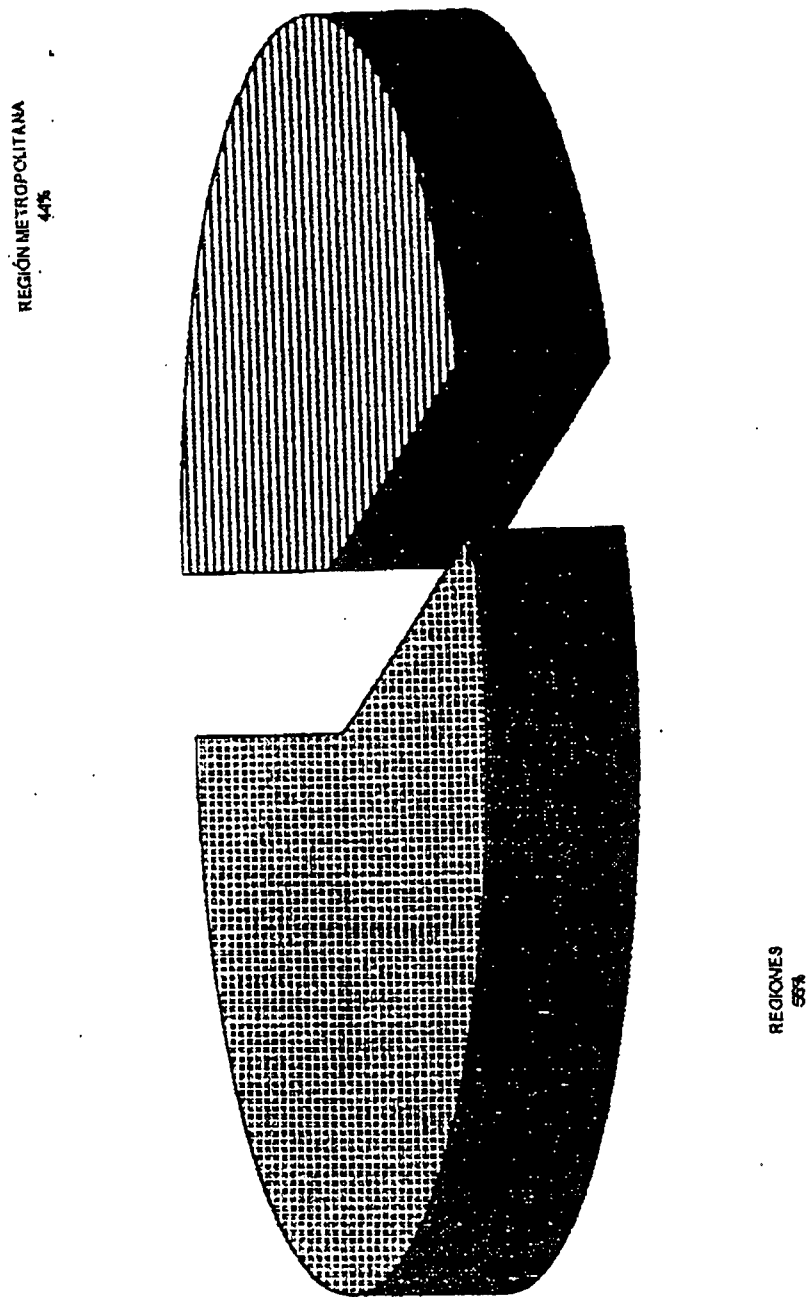
** Los saldos que aparecen con signo negativo, se cubrirán con la 1ª cuota del año 1996, la que se encuentra en la Tesorería General de la República y que ya fué solicitada, pero no recepcionada a la fecha.

(*) Tipo de cambio : A) APOYO PLAN DE IGUALDAD DE OPORT. \$ 403,89
 B) FONDO SOCIEDAD CIVIL \$ 407,79
 C) CONICYT \$ 408,98

Appendix 5
Projects Supported by the Civil Society Fund

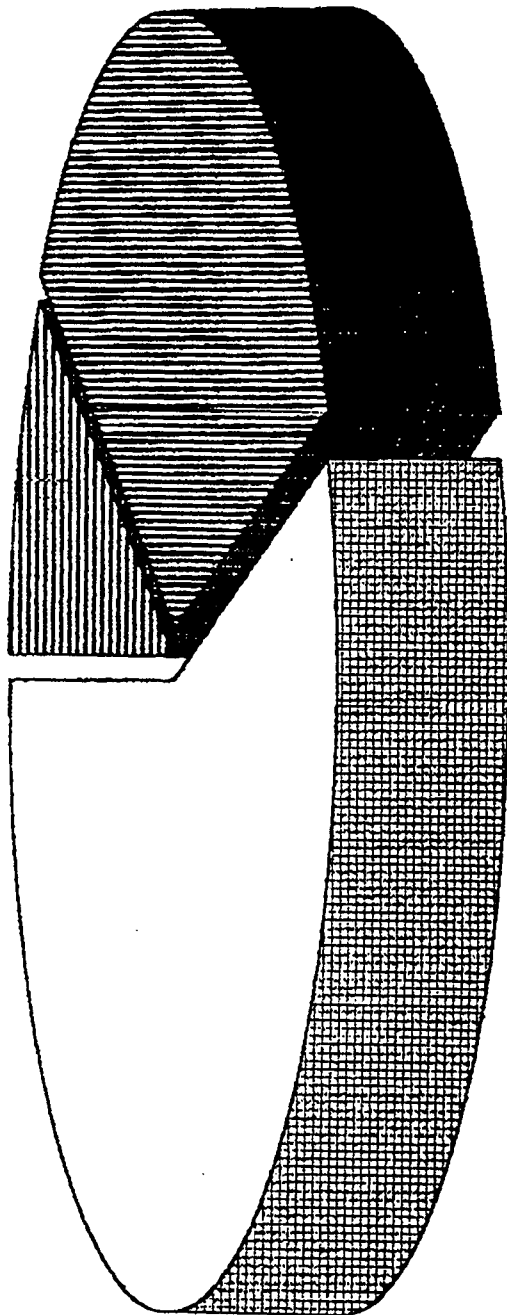
GRAFICO N° 1

DISTRIBUCIÓN DE LOS FONDOS ASIGNADOS A LA REGIÓN METROPOLITANA Y A REGIONES



MONTO ASIGNADO SEGÚN ALCANCE

REGIÓN METROPOLITANA
10%



REGIONES
50%

EJECUTORES FM ALCANCE NACIONAL O
VARIAS REGIONES
34%

CUADRO Nº 2: PROYECTOS SEGÚN OBJETIVOS DEL PLAN DE IGUALDAD DE OPORTUNIDADES									
EJECUTOR DEL PROYECTO	CAMBIO EN LA PRÁCTICA JURÍDICA	FAMILIA	EDUCACIÓN, PRODUCCIÓN Y TRANSFERENCIA DE CONOCIMIENTO	TRABAJO, DERECHOS LABORALES Y EMPLEO	SALUD	PARTICIPACIÓN SOCIAL Y POLÍTICA	IMAGEN DE LA MUJER EN LA CULTURA Y LA COMUNICACIÓN	INSTITUCIONALIDAD PARA LA POLÍTICA DE IGUALDAD DE OPORTUNIDADES	
SUR (RM)	-	SI	-	-	-	SI	-	SI	-
SOL (RM)	-	-	-	-	-	SI	-	-	-
EL CANELO (RM)	-	-	-	-	-	SI	-	-	-
FORJA (RM)	-	SI	SI	-	SI	-	-	-	-
CEM (RM)	-	-	SI	-	-	-	SI	-	-
CEDEM (RM)	-	-	-	-	-	SI	-	-	-
LA MORADA (RM)	SI	-	-	-	-	-	-	SI	-
CIDE (RM)	-	-	-	-	-	SI	-	SI	-
ISIS (RM)	-	-	-	-	-	SI	-	-	-
COMISIÓN NACIONAL	-	-	-	-	-	-	-	-	-
CAMPESINA (RM)	-	-	-	-	-	SI	-	-	SI
TEA (I)	-	-	SI	-	-	SI	-	-	-
SERPAS (II)	-	-	-	-	-	-	SI	-	-
EQUIPO RADIAL DE MUJERES COPIAPO (III)	-	-	-	-	-	-	-	-	-
SERCAL (IV)	-	-	-	SI	-	-	-	-	-
CASA DE LA MUJER, ZULETA Y CIA. (V)	SI	-	SI	-	-	-	-	-	-
SURCO (VI)	-	SI	-	SI	-	SI	-	SI	-
DOMODUNGU (VII)	-	SI	-	-	SI	-	-	SI	-
INST. DE LA MUJER DE CONCEPCIÓN (VIII)	-	-	SI	-	-	-	-	-	-
CASA DE LA MUJER MAPUCHE (IX)	-	-	SI	-	-	-	-	-	-
FUND. DE DES. RELONCAVI (X)	-	-	-	SI	-	-	SI	-	-
FUNDESA (XI)	-	-	-	SI	-	-	-	-	-
FIDE XII (XII)	-	SI	-	-	SI	-	-	-	-
TOTALES	2	5	6	4	3	9	3	7	7

EJECUTOR DEL PROYECTO	POBLADORAS URBANAS	POBLADORAS RURALES	ESTUDIANTES	PROFESIONALES SECTOR PÚBLICO Y PRIVADO	PROFESORAS	TEMPORERAS	LÍDERES SINDICALES, COMUNITARIAS Y POLÍTICAS	LÍDERES DE ORG. INDÍGENAS Y CAMPESINAS
SUR ¹ (RM)		745						
SOL (RM)							106	
EL CANELO (RM)		22						
FORJA (RM)			45					
CEM ² (RM)								
CEDEM (RM)						36		42
LA MORADA (RM)				20				
CIDE (RM)	57							
ISIS ³ (RM)								
COMISIÓN NACIONAL CAMPESINA (RM)								90
TEA (I)							24	
SERPAP (II)							23	
EQ. RADIAL DE MUJERES COPIAPO (III)								
SERCAL (IV)		30						
CASA DE LA MUJER, ZULETA Y CIA. (V)			4300 ⁴		30			
SURCO (VI)						290		
DOMODUNGU (VII)	125				60			
INST. DE LA MUJER DE CONCEPCIÓN (VIII)								
CASA DE LA MUJER MAPUCHE (IX)				25				
FUND. DE DES. RELONCAVÍ (X)	50							
FUNDESA (XI)	50							
FIDE XII (XII)				30				
TOTAL: 6230	282	797	4345	75	90	326	183	132

¹ Incluye monitoras y mujeres capacitadas en terreno.

² No es posible medir beneficiarias, pues el proyecto consistió en una publicación de 3000 ejemplares. Se estima que esta publicación fue leída por 8000 personas.

³ No es posible medir el número de beneficiarias, pues el proyecto consistió en un Estudio de Opinión sobre el Plan de Igualdad de Oportunidades.

⁴ Las 4300 beneficiarias corresponden a la participación en una jornada de 2 horas.

	EJECUTOR	HORAS	PARTICIPANTES	COSTO TOTAL	COSTO POR PARTICIPANTE
TALLERES DE CAPACITACIÓN (MENOS DE 36 HORAS)	SUR ¹	38	745	3417000	4586
	SOL	32	106	1728000	16283
	CIDE	?	57	1150000	201754
	INST. DE LA MUJER DE CONCEPCIÓN	15	60	5840000	97330
	SERPAJ	32	53	4080000	76981
ESCUELAS (56 HORAS Y MÁS)	CANELO	56	22	4747000	215772
	FORJA	56	46	4000000	86898
	TEA	62	24	8990000	418825
	FIDE XII	64	30	5980000	199533
ESCUELAS (56 HORAS Y MÁS) CAP. LABORAL A MICROEMPRESARIAS	SERCAL	84	30	5952000	198400
	FUNDESA	108	50	8280000	125600
TALLERES DE CAPACITACIÓN A MUJERES ORGANIZADAS DE VARIAS REGIONES	CEDEM	2 JORNADAS	78	3828000	49076
	LA MORADA	3 JORNADAS	20	7345000	367250
	CORP. MAC. CAMP.	3 TALLERES	90	8050000	100555
PROYECTOS QUE INCLUYEN VARIOS CURSOS DE DIFERENTE DURACIÓN	CASA DE LA MUJER DE VALPO.	1 JORNADA DE 2 HORAS 1 TALLER DE 2 DÍAS	4300 30	5952000	1374
	DOMODUNGU	VARIOS CURSOS DE DIFERENTE EXTENSIÓN	195	22550000	13076
	SURCO	VARIOS CURSOS DE DIFERENTE EXTENSIÓN	290	11470000	39551
PROYECTOS EN QUE NO ES POSIBLE CALCULAR COSTO POR BENEFICIARIO					
PROYECTOS QUE UTILIZAN CAPACITACIÓN Y EQUIPAMIENTO	CASA DE LA MUJER MAPUCHE	ADQUISICIÓN DE COMPUTADORES Y CENTRO DE DOCUMENTACIÓN	25	11100000	-
	FUNDERE	ADQUISICIÓN DE EQUIPO DE VIDEO	50	6370000	-
PROYECTOS COMUNICACIONALES/ ESTUDIOS DE OPINIÓN	ISIS	ESTUDIO DE OPINIÓN	* 60 ENTREVISTAS A LÍDERES * APROX. 90 PERSONAS EN 10 GRUPOS FOCALES	-	-
	CEM	PUBLICACIÓN "AYUDA PARA EL CAMBIO"	3000 EJEMPLARES DISTRIBUIDOS MENSUALMENTE	-	-
	EQUIPO RADIAL MUJERES DE COPIAPO	PROGRAMA RADIAL DE MUJERES	UN PROGRAMA SEMANAL DE UNA HORA, POR 6 MESES (CONTINUA)	-	-

¹ Excluye 240 consultas atendidas por las monitoras.

Appendix 6
Projects Supported by the Gender Research Fund

Fondo de Investigación para Estudios de Género
Proyectos Aprobados 1995

Institución	Facultad	Departamento	Apellido	Nombre	Título proyecto	Duración	Disciplina	Monto aprob. año 1 M\$	Monto por asignar año 2 M\$	Mes
U. de Chile	Filosofía	Programa Género y Cultura en A. Latina	Oyarzún	Kemy	Identidades de género y prácticas comunicacionales	2 años	Otras especialidades de las humanidades	11.495	11.495	
CEM			Díaz	Ximena	Acumulación flexible y segregación de género en el mercado laboral: la industria de la confección	2 años	Sociología del Trabajo	9.550,50	7.172	11
CEM			Guzmán	Virginia	Un análisis de las diferencias generacionales en las trayectorias laborales de las mujeres chilenas (un insurmo necesario para las políticas públicas)	1 año	Sociología del Trabajo	7.400	0	
U. de Chile	Cs. Veterinarias		Solo	Anita	Las relaciones de género y su incidencia en la producción y sanidad agropecuaria, en unidades campesinas de la Provincia del Choapa, IV Región, Chile	16 meses	Economía agraria y sistemas de producción agropecuaria	7.021	3.307	
P. U. Católica	Cs. Sociales	Esc. Psicología, Consultorio Externo	Aron	Ana María	Sistematización y evaluación de un programa comunitario de intervención en red de violencia intrafamiliar	2 años	Otras psicologías	7.691	7.636	
P. U. Católica	Instituto de Estadística		Blume	Jaime	Género en el relato femenino chileno contemporáneo	2 años	Literatura	10.109	9.779	
FLACSO			Valdés	Teresa	"De lo social a lo político": acción política y social de las mujeres en América Latina, un recuento de lo interpretativo	1 año	Otras sociologías	7.458	0	
Monto Total M\$								60.774,50	39.359	100.1

Fondo de Investigación para Estudios de Género
Proyectos Aprobados Concurso 1996 ordenados por Institución

Institución	Proyecto	Investigador Responsable			Duración	Título Proyecto	Monto Aprob. 1997 (M\$)	Monto por asignar 1998 (M\$)	Monto Total (M\$)
Centro de Estudios de la Mujer-CEM	EG96033	Guzmán	Barcos	Virginia	2 años	El papel de las redes sociales en el acceso de la violencia doméstica y el acoso sexual a las agencias públicas e institucional.	9.922	8.239	18.161
	EG96032	Todaro	Caballero	Rosalba	2 años	Insertión laboral de las mujeres en Chile: el punto de vista empresarial	8.858	7.004	15.862
FLACSO	EG96038	Olavarría	Aranguren	José	1 año	Construcción social de la identidad masculina en varones adultos jóvenes de sectores populares.	10.010	0	10.010
Grupo Investigaciones Agrarias	EG96001	Bello	Barros	Rosario	21 meses	Relaciones de Género y pobreza rural: Diseño de estrategias alternativas de alivio a la pobreza.	11.102	5.898	17.000
	EG96042	Carrasco	Gutiérrez	Ana María	2 años	Incidencia de los programas de educación básica en la división del trabajo por género en la sociedad Aymará contemporánea: continuidad y cambio.	9.644	9.343	18.987
Universidad ARCIS (CISA)	EG96031	Tijoux	Merino	María Emilia	1 año	La asunción de roles adultos por hijas/hijos menores de familias nucleares pobres: ¿fortaleza o debilidad?	13.114	0	13.114
Universidad de Santiago	EG96037	Mladinic	Alonso	Antonio	2 años	Cambios en los estereotipos del género	11.396	9.917	21.313
TOTAL M\$							74.046	40.401	114.447

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(*) Ver anexo pag.10

Appendix 8

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