



REGIONAL DOCUMENT FOR ACCELERATING PROGRESS TOWARD THE MDGS

DEPARTMENT OF NARIÑO, COLOMBIA



Regional document for accelerating the MDGs:

Department of Nariño, Colombia

September 2010

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SEPTEMBER 2010

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ACRONYMS:

DNP:	NATIONAL PLANNING DEPARTMENT OF COLOMBIA (<i>DEPARTAMENTO NACIONAL DE PLANEACIÓN</i>)
MESEP:	MISSION TO LINK EMPLOYMENT, POVERTY AND INEQUALITY SURVEYS (<i>MISIÓN PARA EL EMPALME DE LAS SERIES DE EMPLEO Y POBREZA</i>)
IDSN:	DEPARTMENT OF NARIÑO INSTITUTE OF HEALTH (<i>INSTITUTO DEPARTAMENTAL DE SALUD DE NARIÑO</i>)
SEDN:	DEPARTMENT OF NARIÑO EDUCATION SECRETARIAT (<i>SECRETARÍA DE EDUCACIÓN DEL DEPARTAMENTO DE NARIÑO</i>)
RNEC:	NATIONAL CIVIL REGISTRY OF COLOMBIA (<i>REGISTRADURÍA NACIONAL DEL ESTADO CIVIL DE COLOMBIA</i>)
SEV:	ESSENTIAL STATISTICS SYSTEM (<i>SISTEMA DE ESTADÍSTICAS VITALES</i>)
DANE:	NATIONAL STATISTICS ADMINISTRATIVE DEPARTMENT (<i>DEPARTAMENTO ADMINISTRATIVO NACIONAL DE ESTADÍSTICA</i>)

PROLOGUE

The Millennium Development Goals were created using meaningful benchmarks. These guided the participatory process of creating the Departmental Development Plan 2008-11, called “*Adelante Nariño*” (“Forward Nariño”). In reference to MDG 3, the Development Plan states that “taking onboard the concept of Sustainable Human Development, we propose to incorporate a contribution to gender equality in all areas and at all levels of public administration. The aim is to create conditions for equality based on the difference between men and women. This means having the same opportunities to exercise human rights, to contribute to development, and to enjoy the result”

Recognising the importance and complexity of the achievements proposed in MDG 3, “Promoting gender equality and empowerment of women”, the departmental government formed a strategic alliance with international aid agencies. Chief among these are the United Nations Development Programme (UNDP) through its locally based MDG Project; the Reconciliation and Development Programme (REDES, Reconciliación y Desarrollo); and UNIFEM. The support of these organisations has been essential in the progress achieved to date and in the challenges which must be faced in the future.

Our efforts have focused on the following priority interventions: i) a training programme for women to promote their leadership, empowerment and participation in the dynamics of local and regional development through a qualification available in 50% of the municipalities (*municipalidades*) of

Nariño, ii) support for women’s organisation and participation processes through the creation of municipal, subprovincial (*subregional*) and departmental women’s committees, iii) participatory creation of the “Public policy for equality for the women of Nariño, based on ethnic, social and cultural diversity, in a region building Peace” which is being implemented, iv) approval and co-funding for projects proposed by women through the strategy of participatory budgets developed during public meetings at municipal level, v) support for projects aimed at prevention and comprehensive care in cases of gender-based violence, vi) development of comprehensive interventions to reduce maternal mortality, vii) promoting sexual and reproductive rights.

While we have certainly made significant progress, when we analyse the shortfalls in the MDGs with respect to the 2015 targets, we must recognise that there are serious difficulties advancing towards MDG 3. We therefore took the decision to develop an action plan for accelerating achievement of the aforesaid targets.

The “Regional document on MDG acceleration in the department of Nariño”, begins by presenting the results of the analysis of progress towards the MDG 3 targets. This analysis was conducted with the participation of a group of women leaders, female and male officials from public bodies, and civil society organisations. There was also valuable methodological support from UNDP Colombia. The aforesaid regional document then sets out a

proposal of acceleration measures for meeting the targets. We hope that this document includes items of interest to other regions.

Finally, we would like to thank the international aid agencies, especially the United Nations Development Programme (UNDP) for the support in this endeavour. Naturally, we also thank the women: indigenous, Afro-descendant, rural, urban, victims of violence, young, academic and all those women who have worked so hard to create this process. We thank them especially and to them we repeat our intention and commitment to continue supporting them.



Antonio Navarro Wolff

Governor of Nariño

FOREWORD

At the Millennium Summit in September 2000, the leaders of 189 countries agreed to undertake a universal commitment to reduce extreme poverty and to work to achieve a series of basic development goals before 2015: the Millennium Development Goals or MDGs.

During 2010, the world will review its progress towards the Millennium Development Goals (MDGs). While successes abound, many countries run the risk of not meeting the 2015 deadline unless they take immediate action.

In an effort to help countries to reach their MDG targets, the UNDP, in cooperation with other United Nations System agencies (UNS) has developed the MDG Acceleration Framework, known as MAF. The framework offers countries, and the UNS, a systematic focus for identifying and analysing the bottlenecks which slow down MDG achievement.

Colombia, like other countries with a medium development index, appears to be on the right road for achieving the MDGs. However, on looking closely, we find that the inequality within the country threatens MDG achievement for certain regions and segments of the population which present social indicators below national averages.

This makes clear the need for rapid application of corrective measures to ensure that all Colombians overcome poverty and that the country manages to achieve the targets set for 2015, not just for the majority, but for all inhabitants together.

For this reason, UNDP Colombia appreciates the opportunity which the Bureau for Development Policy (BDP) is giving us to be one of the first countries in the world to try this new methodology. This enables our local partners to identify and analyse the bottlenecks which obstruct or slow down progress towards the implementation of actions to promote MDG achievement in the country's regions.

This document sets out the progress achieved by the Region (*Departamento*) of Nariño in MDG achievement, in particular MDG 3, and demonstrates the commitment of the local government to achieving the MDGs.

I would like to express my thanks to the officials of the Regional Government of Nariño, the departmental and subregional Women's Committees, and the University of Nariño, in addition to colleagues of the BDP and the UNDP Colombia office for this endeavour.

I sincerely hope that this endeavour brings the region to MDG achievement.



Bruno Moro

Resident Representative and Coordinator of the United Nations System in Colombia

INTRODUCTION

Colombia has created a policy document as a starting point for its strategy for progressing toward achieving the MDGs. The strategy includes 53 indicators and 53 national targets relating to the eight Goals.

Country performance can be considered positive in respect of averages and aggregated figures for the majority of the 53 indicators. However, the UNDP Country Office, together with other actors, including those at the government level, has argued for some time that, despite this apparent positive performance, serious inequalities can be found upon analysis of the figures. Indeed, many regions fall far below the average levels and are consequently some way from meeting the 2015 targets.

This is the justification for targeting the departments (departamentos) and municipalities (municipios) in which 43 of the 53 indicators and targets can be applied at the departmental level and 34 at the municipal level.

Analysis of the shortfalls in progress toward the 2015 MDG targets, together with the political commitment of the local government, has convinced the department of Nariño that MDG 3 (“Promote gender equality and empower women”) is the most stubbornly difficult. In response, UNDP Colombia supported the creation of a public policy.

This section of the document sets out the acceleration proposals produced through discussion with local experts from the department of Nariño. It begins by giving the general context, based on socio-economic factors. It then explains why MDG 3 was established as the priority MDG and analyses the indicators that require thought and urgent action, insofar as they are farthest from the 2015 targets.

SECTION 1:

THE REGION

Photo: Borja Paladini Adell www.borjapax.org



REGIONAL CONTEXT: The department of Nariño

Capital: Pasto

Total population: 1,619,464 inhabitants

Political & administrative structure:

64 municipalities – 5 sub-provinces

Surface area: 33,093 km²

Population density: 49 inhabitants/km²

The department is situated in southwestern Colombia and occupies 2.9% of the country's total area. It is bordered to the south by the Republic of Ecuador, to the north by the department of Cauca, to the west by the Pacific Ocean, and to the east by the department of Putumayo.

Demographic dynamic: According to the 1993 census, 42.9% of the population was living in urban areas and 57.1% in rural areas. According to the 2009 population projections based on the 2005 Census,¹ 47.17% of Nariño's inhabitants live in urban areas and 52.83% in rural areas. Comparison of these two censuses (1993 and 2005) indicates that rural-to urban migration has been slow and the department remains largely rural.

In 2009, 50.15% of the department's inhabitants were men, while 49.85% were women. Its population is relatively young: 30% is under 15 years of age; about 27% is between 15 and 29; 25% is between 30 and 49; and 18% over 50.

The department's multi-ethnic, multicultural make-up is considered one of its greatest strengths. Sixty-seven indigenous settlements were recorded in 2005, representing 10.8% of Nariño's total population and occupying 467,000 hectares. These settlements are home to the following cultures: Awa, Eperara Siapidara, Inga, Kofan, Quillasinga and Pasto. The Afro-descendant population comprises 15.6% of the departmental total and is concentrated in ten municipalities in the Pacific region.²

Economic dynamic: According to the 2008 report on the regional socio-economic situation, departmental GDP grew by 4.6% in 2007, which is nearly three points below the national average of 7.5%. Service-based activities accounted for 23.26% of total product, followed by commercial activities at 20.18% and agricultural, livestock and others at 18.86%. Together, these three areas of activity contributed 62.31% of total departmental GDP.

Nariño's economy is predominantly based on farming. In 2006, the agricultural sector contributed 28.2%; services, 20.3%; trade, 15.6 %; and industry, 5.8%. The low percentage of the latter sector partially explains the department's underdevelopment, poverty and deprivation.

Historically, the government sector has strongly contributed to the department's economic activity. In 1989, this sector's share of the regional GDP was 23.8%, while in 1995 it was 18.2%. However, this share has fallen significantly in this decade to just 13.5% in 2006. This is mainly the result of an economic model that emphasizes less government economic intervention as one of its central tenets.³

Unemployment has been an ongoing problem in the department. In 2002, unemployment stood at 14.71% and increased slightly to 14.8% in 2009 when the national average was 12%. The rate of underemployment, though, is even more alarming, as it is very high and substantially exceeds the national average: For 2002 and 2009, the rates in the department were 44.2% and 36.7%, respectively,

1) DANE: Colombian National Statistics Office (Departamento Nacional de Estadística).

2) Nariño Development Plan 2008-2011

3) Centre for Regional and Business Development Studies (Centro de Estudios de Desarrollo Regional y Empresarial – CEDRE), University of Nariño

while the national rates for the same years were 34.3% and 29.9%, respectively.⁴

The extent of women's participation in the labour market is scarcely more encouraging. As can be seen from Figures 2 and 3, there are still major disparities between men's and women's participation in the labour market, leading to what has been called the

"feminization of poverty." The rate of unemployment among women is now about ten percentage points above that among men. This negative balance justifies the need to create conditions and opportunities in the department that accord women equality with men.

The meagre income that results from the acute unemployment and underemployment in Nariño

FIGURE 1 OVERALL PARTICIPATION RATE BY GENDER IN NARIÑO, 2001-2005

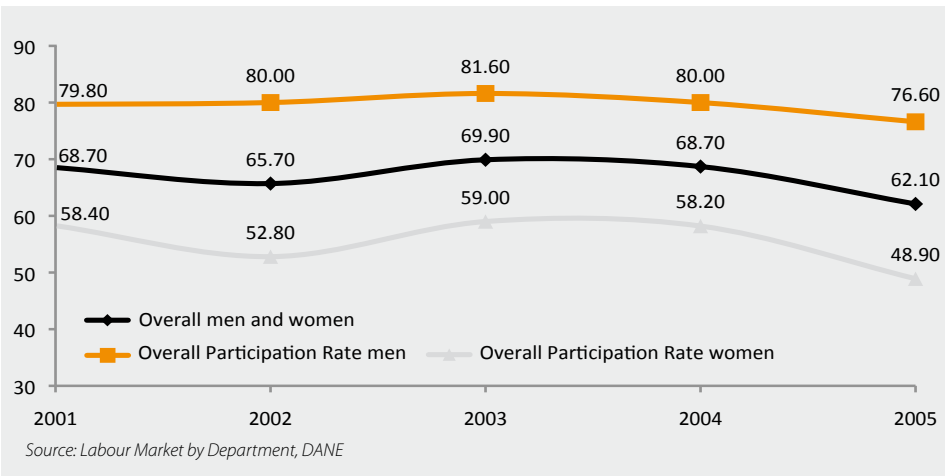
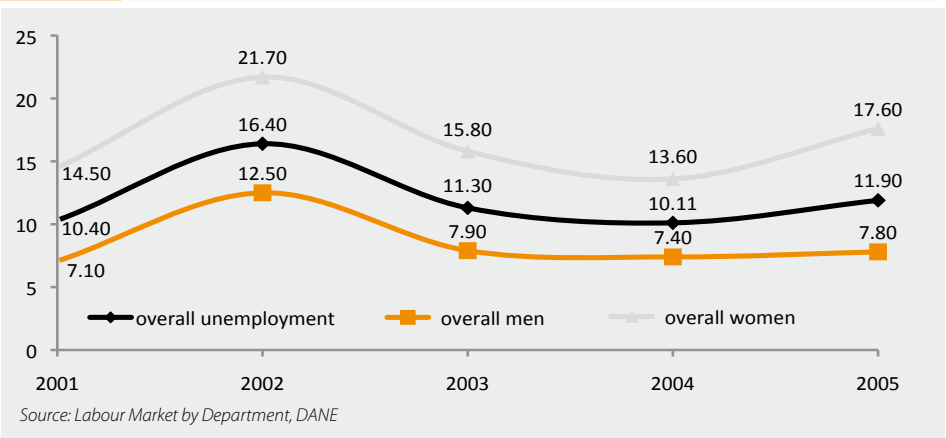


FIGURE 2 UNEMPLOYMENT BY GENDER IN NARIÑO, 2001-2005



4) DANE, Ongoing Household Survey and GEIH (Large Integrated Household Survey)

5) Mission to Link Employment, Poverty and Inequality Surveys (Misión para el Empalme de las Series de Empleo, Pobreza y Desigualdad – MESEP), 2010 report.

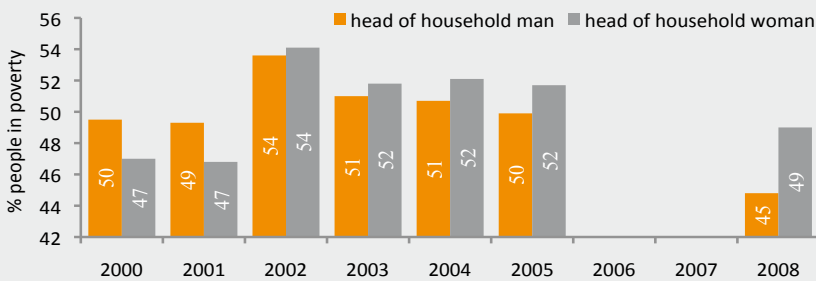
increases the poverty and deprivation affecting a very large proportion of its population. In 2009, poverty affected 56.9% of Nariño's population (921,475 people), while 18.8% suffered extreme poverty. Both figures are well above the national averages of 45.5% and 16.5%, respectively.⁵ Per capita GDP has generally been the second lowest in the country, with only Chocó having a lower GDP. In 2007, the annual income per capita was \$1,430, just 45% of the national per capita GDP. This situation has a greater impact on female heads of household, as shown in Figure 3.

International events have sometimes exacerbated these problems. The border with Ecuador is very fluid, but the absence of relevant public policy in either country has meant that this fluidity is, in many cases, mismanaged. This has destabilized economic activity, particularly trade, weakening enterprises and even leading to closure in many cases. The lack of effective policies destroys formal employment opportunities, reduces income, and hastens the decline in living standards for the population.

Armed conflict, illicit crops and the drug trafficking associated with both have exacerbated the department's social, economic and political problems in the last decade. Displacement is one of the main consequences of war and organized crime. This has caused significant damage to essential threads of the social fabric generally, but has mainly harmed the most disadvantaged members of the population – the rural population as well as indigenous and black communities.⁶

The difference in development opportunities for men and women is evident in the performance of the Gender Development Index (GDI) 1997-2003, which, itemized by department, shows that Nariño had the second lowest GDI in the country, with only the department of Chocó coming lower.⁷

FIGURE 3 INCIDENCE OF POVERTY BY HEAD OF HOUSEHOLD IN NARIÑO



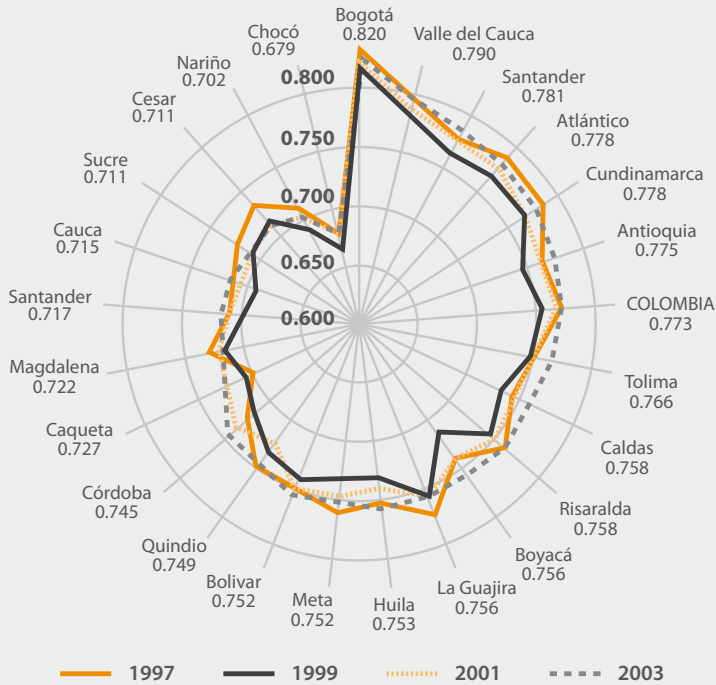
Source: Linked Series on poverty, 2006 – 2006, MESEP.

6) According to the Special Registry of Displaced Persons (Sistema Único de población Desplazada, RUPD) of Acción Social, on 31 December 2009, the total number of displaced persons in the department of Nariño reached 146,201.

7) The GDI measures inequalities between men and women in health (life expectancy), education (literacy rates and school attendance rates), and quality of life (income per capita). Source: MDG Colombia report: Toward a Fair and Inclusive Colombia (Hacia Una Colombia Equitativa e Inuyente).

FIGURE 4

**DEVELOPMENT INDEX RELATIVE TO GENDER
IN THE DEPARTMENT 1997-2003**



Source: NPHD calculations, based on household surveys, censuses, DANE national accounts, and National Planning Department/ Domestic Development Service/Quality of Life Group population projections.

Despite the few statistics available, it is quite clear that the department is falling behind in preventing, mitigating and addressing gender-based violence in order to meet MDG 3. The situation is similar with gender equality in terms of political participation, labour market participation and participation in economic activities. However, a gender policy has been formulated in order to achieve this MDG. Given that gender issues affect all of the MDGs, achieving MDG 3 would greatly benefit all others, particularly MDG 1.

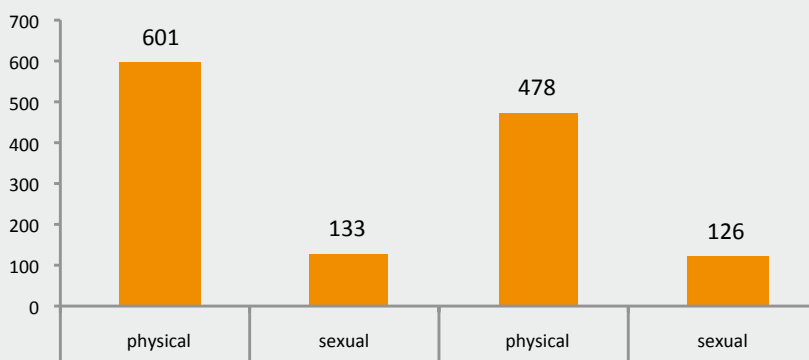
According to the 2005 National Demographic and Health Survey (Encuesta Nacional de Demografía y Salud, ENDS), 46.8% of women in Nariño suffered some form of physical violence from their husbands

or partners. This indicator is well above the national average of 39% and is one of the highest in the country. In 81% of cases, this violence caused physical or psychological injury. Although the Nariño Departmental Health Institute (Instituto Departamental de Salud de Nariño, INDS) reports that there were fewer cases of abuse registered in 2008 than in 2007, the total number of cases is still high.⁸

8) Source: INDS – Nariño Departmental Health Institute (Instituto Departamental de Salud de Nariño).

FIGURE 5

REPORTED CASES OF PHYSICAL AND SEXUAL ABUSE IN NARIÑO



Source: ENDS 2005

Women's political participation is significantly lagging behind men's, as is clear from the number of women elected to public office: an average of 6.5%, compared with 93.5% for men, as Table 1 illustrates.

These are just a few statistics that illustrate the situation of women in Nariño in relation to the MDGs. However, gender is a cross-cutting theme and, when we look at indicators for other MDGs, we can see additional lagging areas of vulnerability: vaccination coverage is one of the lowest in the country (around

75%); the maternal mortality rate is around 40% higher than the national average; and the ratio of antenatal care is much lower, as is the proportion of births attended by skilled health personnel.

TABLE 1 PARTICIPATION BY WOMEN IN ELECTED OFFICES IN THE DEPARTMENT OF NARIÑO, 1995-2007

Electoral cycle	Women	%	Men	%	Total
1995-1997	6	2.4	56	22.9	62
1998-2000	4	1.6	59	24.1	63
2001-2003	3	1.2	53	21.6	56
2004-2007	3	1.2	61	24.9	64
Total	16	6.5	229	93.5	245

Source: National Registry

In response, Colombia has adopted three targets for MDG 3:

- Reduce gender violence and violence against women.
- Promote women's participation in politics.
- Promote the inclusion of women in the workforce.

The following bodies were involved in analysing these three categories of indicators at the departmental level: the Agriculture Secretary's office (Secretaría de Agricultura), the Planning Secretary's office (Secretaría de Planeación), the Social Policy Office (Oficina de Política Social), representatives from the departmental and sub-provincial women's committee (*mesa de mujeres departamental y subregionales*) (north and south), the University of Nariño, and the College of Public Administration (Escuela de Administración Pública, ESAP).

The analysis found that, although the issue of violence is significant, indeed critical, there is not enough information to analyse this category as required by the acceleration methodology. Consequently, the methodology was applied only to the two latter categories.

The acceleration proposal seeks to reduce or eliminate lingering disparities between women and men in Nariño.

THE MDGS IN THE REGION

In the department of Nariño, advances are apparent in some of the indicators that measure achievement of the established MDG targets, especially those relating to education. However, many of the MDG targets and indicators are lagging. This underlines the need to focus efforts on achieving high-impact, rapid results, particularly regarding poverty, gender equality, mortality in children under five years, maternal mortality and sexual and reproductive health. All of these affect, or are affected by, the welfare of women as agents of development.

This section presents a general overview of the analysis of the situation in the region. For each MDG, the main indicators in the region are presented in brief.

TABLE 2 MDG SITUATION AND TRENDS IN THE DEPARTMENT OF NARIÑO

MDG	Indicator	Baseline	Latest data	2015 target	Source of latest departmental data
1: Eradicate extreme poverty and hunger	1.1 Proportion of population below the poverty line	74.7 (2000)	56.9% (2009)	28.5%	DNP - MESEP
	1.2 Proportion of population below the extreme poverty line	28.5% (2002)	18.8% (2009)	8.8%	DNP MESEP
	1.3 Percentage of children under 5 suffering from overall malnutrition, underweight for their age	ND	18.35% (2009)	3%	IDSN
2: Achieve universal primary education	2.1 Gross rate of coverage in preschool education	82.5% (2003)	84.19% (2009)	85.3%	SEDN
	2.2 Gross rate of coverage in basic primary education	81.1% (2003)	110.54% (2009)	111.9%	SEDN
	2.3 Gross rate of coverage in basic secondary education	45.51% (2003)	59.41% (2009)	93.5%	SEND
	2.4 Illiteracy rate for persons between 15 and 24 years of age.	6.22 (1993)	6.12 (2005)	1%	DANE Census 2005
	2.5 Gross rate of coverage in "medium education"	33.8% (2003)	41.10% (2009)	93.2%	SEDN
	2.6 Repetition rate in basic and medium education	4.18% (2003)	3.8% (2009)	2.3%	SEDN
	2.7 School attendance, average years of education for persons between 15 and 24 years	ND	7.6% (2005)	10.6%	DANE Census 2005

MDG	Indicator	Baseline	Latest data	2015 target	Source of latest departmental data
3: Promote gender equality and empower women	3.1 Percentage of women in relationships who have experienced physical abuse by their partners in the last year.	ND	10.3% (2005)	NA	SEV DANE
	3.2 Percentage of women in relationships who have experienced sexual violence by their partners in the last year.	ND	11.3% (2005)	NA	SEV DANE
	3.3 Percentage of women in public office	9.7% (1995)	9% (2008)	30%	RNEC
	3.4 Overall level of participation of women in employment	58.4% (2001)	48.9% (2005)	NA	DANE
	3.5 Rate of unemployment among women	14.5% (2001)	17.6% (2005)	NA	DANE
4: Reduce child mortality	4.1 Triple viral (MMR) vaccine coverage	76.2% (2004)	75.8% (2009)	95%	IDSN
	4.2 DPT vaccine coverage	69.6% (2004)	71.4% (2009)	95%	IDSN
	4.3 Mortality in children under five per 1,000 live births	ND	19.6 (2008)	17,0	IDSN
	4.4 Mortality in children under one year per 1,000 live births	52.85 (2005)	14.91 (2008)	14,0	IDSN

MDG	Indicator	Baseline	Latest data	2015 target	Source of latest departmental data
5: Improve maternal health	5.1 Maternal mortality ratio per 100,000 live births.	125 (2005)	70.13 (2008)	45.0	IDSN
	5.2 Percentage of women having four or more prenatal checks	49% (2006)	64% (2008)	90%	IDSN
	5.3 Attendance at birthing centre	40% (2006)	46% (2008)	95%	IDSN
	5.4 Births attended by skilled health personnel	ND	82.4% (2005)	95%	
	5.5 Rate of use of modern contraceptive methods among women currently in partnerships and sexually active single women	ND	39% (2005)	75%	
	5.6 Rate of use of modern contraceptive methods among women currently in partnerships and sexually active single women between 15 and 19 years old	ND	ND	65%	
	5.7 Percentage of women under 20 years old who are mothers or are pregnant at the time of enquiry	ND	34% (2008)	< 15%	IDSN
	5.8 Mortality rate by cervical cancer per 100,000 women	3.5 (2005)	1 (2008)	5.5	

MDG	Indicator	Baseline	Latest data	2015 target	Source of latest departmental data
6: Combat HIV/AIDS, malaria and other diseases	6.1 Deaths from malaria	NA	2 (2008)	34	IDSN
	6.2 Deaths from dengue fever			46	
	6.3 Deaths from HIV/AIDS per 100,000 inhabitants			NA	
	6.5 Prevalence of HIV/AIDS infection among general population aged 15 to 49 years	5.1 (2006)	6.63 (2008)	<1.2%	IDSN
7: Ensure environmental sustainability	7.1 Coverage of urban water supplies	ND	91.9% (2005)	99.4%	DANE Census 2005
	7.2 Coverage of urban drainage system	ND	82.55% (2005)	97.6%	DANE Census 2005
	7.3 Coverage of rural water supplies	ND	3.8% (2009)	53.1% (2005)	DANE Census 2005
	7.4 Coverage of basic rural sanitation	ND	20% (2005)	70.9%	DANE Census 2005

THE MDGS IN THE POLICY CYCLE

UNDP Colombia's strategy for achieving the MDGs concentrates on reducing disparities within the country, focusing action at departmental and municipal levels where these inequalities are most apparent.

In its 2008–2011 Departmental Development Plan (Plan Departamental de Desarrollo), *Forward Nariño (Adelante Nariño)*, the department of Nariño identified the need for a regional public policy to promote women's participation and to give women a decisive role in departmental development. Such a policy would aim to give women equal opportunities in areas from which they have traditionally been excluded and which have been appropriated by men.



SECTION 2:

ACCELERATING MDG ACHIEVEMENT

Photo: Martha Lía Velásquez Toro

0: PROGRESS AND CHALLENGES IN ACHIEVING THE PRIORITY MDG

The disparities between men and women in political participation and in labour market participation are too wide in Nariño. While significant disparities are apparent in other MDG indicators, none are as large as those observed on issues of gender equality.

1: STRATEGIC INTERVENTIONS

Although there are various critical issues in the department, it is also clear that these are being addressed within the framework of public policy on gender and the Development Plan based on MDG 3. These are the issues that are being addressed in order to implement the acceleration proposal.

Each of the interventions identified below is currently underway in the department in line with the Development Plan and with the departmental public policy on gender.

Interventions in women's political participation

Interventions underway in the department

- Promoting women's participation in order to influence departmental planning processes.
- Organizational strengthening of women's associations through formation and capacity-building of sub-provincial committees and the departmental women's committee.
- Systematic training of women and women's organizations, certified by the University of Nariño.

- Inter-institutional and inter-sectoral partnerships to promote women's inclusion in decision-making, civic participation and work environments.
- Formal training in women's rights participation through a 'gender school', which improves knowledge of empowerment, education, violence and health and which especially emphasizes political participation and advocacy.
- Participatory budgets through public meetings (cabildos abiertos) in municipalities whereby community-based organizations, including women's organizations, come together and decide where and how to invest departmental public resources.
- Execution of the Joint Programme 'Window of Peace' ('Ventana de Paz') in eight municipalities in the department, which has a clear gender focus and contributes to strengthening and empowering indigenous and Afro-Colombian women in areas affected by armed conflict.
- Training in electoral policy for women leaders aspiring to be elected to public office in the 2011 elections.

PARTICIPATORY BUDGETS

Participatory budgets are the process by which departmental and municipal governments and the community consult on public investment. This model of public administration is based on citizen participation in the planning, budgeting, management and control of public resources. Decision-making takes place through public meetings (cabildos abiertos) that bring together different sections of society to work jointly on prioritizing projects of public benefit.

Of the overall budget that the department earmarks for public investment, 50% is assigned through the participatory process. This sum derives from the department's own resources generated through the sales tax on alcohol. These resources are invested in projects related to health, education, income generation and social projects that directly benefit the most vulnerable population groups.

During 2008-09, 2,750 spokespersons gave presentations during the meetings and 42,000 persons registered and attended. These community participation and consultation spaces received 26 billion pesos from the departmental government. The municipal authorities (alcaldías) and the community contributed the balances of 15 billion and 10 billion pesos, respectively.

Priority interventions:

- Formal training in women's rights participation through a 'gender school', which improves knowledge of empowerment, education, violence and health and which especially emphasizes political participation and advocacy.
- Participatory budgets through public meetings in municipalities whereby community-based organizations, including women's organizations, come together and decide where and how to invest departmental public resources.

Interventions in women's inclusion in the labour market

Interventions identified as underway in the department

- Promoting the farming and sale of tradable products from the economic perspective of a sustainable rural farm and with elements of food security, e.g., coffee, cocoa, and broccoli.
- Comprehensive development proposals centred around an income generation project based on strengthening the rural economy, following

the model of 'Yes we can ('Sí se puede') in the municipalities of Leyva and El Rosario, with the support of USAID.

- Construction of irrigation districts in order to strengthen income-generating projects in the Andean region in municipalities with low water availability.
- Participatory budgets through public meetings in municipalities whereby community-based organizations, including women's organizations, come together and decide where and how to invest departmental public resources.
- Access to special credit lines for women's projects or enterprises with support from the Regional Guarantee Fund (Fondo Regional de Garantías).

Priority interventions:

- Comprehensive development proposals centred around an income-generation project based on strengthening the rural economy, following the model of 'Yes we can' ('Sí se puede') in the municipalities of Leyva and El Rosario, with the support of USAID.
- Participatory budgets through public meetings in municipalities whereby community-based organizations, including women's organizations, come together and decide where and how to invest departmental public resources.

TABLE 3 TABLE SUMMARISING PRIORITY INTERVENTIONS IN THE DEPARTMENT OF NARIÑO AS REGARDS MDG 3

MDG	Indicator	#	Priority interventions
Goal 3: Promote gender equality and empower women	3.3 Percentage of women in public office	A	Formal training in women's rights participation through a 'gender school', which improves knowledge of empowerment, education, violence and health and which especially emphasizes political participation and advocacy
	3.4 Overall labour market participation rate for women		
	3.5 Female unemployment rate	B	Participatory budgets through public meetings in municipalities whereby community-based organizations, including women's organizations, come together and decide where and how to invest departmental public resources
	3.6 Female employment rate		
		C	Comprehensive development proposals centred around an income-generation project based on strengthening the rural economy, following the model of the 'Yes we can' ('Sí se puede') in the municipalities of Leyva and El Rosario, with the support of USAID

2: ANALYSIS OF BOTTLENECKS

In the analysis of priority interventions, the bottlenecks listed were identified according to policy type, i.e., planning, funding, service provision and service use.

After the bottlenecks were identified, a causal analysis was conducted among them. This made it possible to classify them as follows: root cause, direct effect, indirect effect and non-impacting bottleneck. The latter were not taken into account in the subsequent analysis as they have little impact on the others.

In women's political participation

Priority intervention:

(A) Formal training in women's rights participation through a 'gender school', which improves knowledge of empowerment, education, violence and health and which especially emphasizes political participation and advocacy

Bottlenecks identified:

- Complexity resulting from the cultural and ethnic diversity of the different municipalities in Nariño, which creates barriers to improving women's situations.
- Physical barriers to accessing municipalities (bad road conditions), which makes it difficult for women to reach the school or for the school to reach them, thereby affecting the training
- High incidence of violence and public order problems, which prevents the school's trainers from reaching remote municipalities or women from travelling to the municipal capitals to receive training and/or attend workshops.
- Existence and entrenchment of patriarchal tendencies among men in the department of Nariño, which limits women's participation and development.
- Very limited incorporation of a gender perspective among municipal officials and institutions (public and private) and no recognition of the value and significance of the public policy being implemented.
- Insufficient financial, human, institutional and technical resources to adopt public policy on women's equality and participation.

Priority bottlenecks:

The bottlenecks presented below, and in each of the 'Priority bottlenecks' sections, were selected by taking into account their causes and the effects that they have on others, thus determining whether they are of very high, high, medium or low impact.

- Insufficient financial, human, institutional and technical resources to adopt public policy on women's equality and participation.
- Very limited incorporation of a gender perspective among municipal officials and institutions (public and private) and no recognition of the value and significance of the public policy being implemented.

Priority intervention:

(B) Participatory budgets through public meetings in municipalities whereby community-based organizations, including women's organizations, come together and decide where and how to invest departmental public resources

Bottlenecks identified:

- There is no continuity among the municipal government officials who manage, implement and execute projects. This affects the quality of the projects prepared and submitted by Community-Based Organizations (CBOs) in the participatory budgets.
- Poor coordination and cooperation between the Municipal Development Plans (Planes de Desarrollo Municipales) and the Departmental Development Plan: as a result, CBOs find it difficult to identify and submit projects aimed at developing the department.

- The municipalities' social institutions are not consolidated and do not have sufficient capacity to participate, prioritize, formulate and implement quality development projects.
- The department and the municipalities do not have sufficient resources to finance the projects prioritized by the communities.
- Participation remains higher for organizations run by men than for organizations that represent women's needs.
- In the projects funded, the social and organizational components are limited, which affects sustainability and limits infrastructure and asset allocation.
- Limited specialist capacity of municipal government teams to identify, formulate and manage projects, which affects support for communities in submitting sustainable and strategic projects in the participatory budgets.

Priority bottlenecks:

- There is no continuity among the municipal government officials who manage, implement and execute projects. This affects the quality of the projects prepared and submitted by Community-Based Organizations (CBOs) in the participatory budgets.
- The municipalities' social institutions are not consolidated and do not have sufficient capacity to participate, prioritize, formulate and implement quality development projects.

Priority intervention:

(C) Comprehensive development proposals centred around an income-generation project

Bottlenecks identified:

- Insufficient resources and limited specialist support: when the resources and support are available, the pre-designed technology packages are not in line with the region's limited resources, which affects the projects' environmental sustainability.
- Limited capacity of women's organizations to support the projects' financial and technical requirements.
- Very limited coordination with business associations, which limits the projects' marketing and technical components.
- Difficulties in accessing many of the municipalities due to bad road conditions and lack of suitable vehicles, which hinders the sale and marketing of products.
- Constant turnover of staff at the departmental and municipal levels, which hinders political commitment to promote this type of process.
- Economic development and production policies have no established guidelines for the inclusion of traditionally excluded population groups such as women.
- Problems with land ownership: the processes for registering land ownership have higher administrative barriers when the property owner is a woman; this is particularly true of women widowed by violent conflict.

- The profitability of illicit crop production is much higher than that of legal crops, which dissuades small agricultural producers from growing legal crops.
- Few partnerships among women for production and sale.
- Presence of armed conflict groups, which puts pressure on organizations and income-generation projects.
- Social ignorance of women's capabilities and familial and societal control over their autonomy.
- Women's work is lower paid and has less recognition than that of men.
- Women's roles are relegated to food security: access to production processes is limited and women are not involved in designing premises or in production.

TABLE 4 SUMMARY OF PRIORITY INTERVENTION BOTTLENECKS FOR MDG 3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN IN THE DEPARTMENT OF NARIÑO.

MDG	MDG indicator	Priority interventions
3: Promote gender equality and empower women	<ul style="list-style-type: none"> • Percentage of women in public office • Overall labour market participation rate for women • Female unemployment rate • Female employment rate 	<p>(A) Formal training in women's rights participation through a 'gender school', which improves knowledge of empowerment, education, violence and health and which especially emphasizes political participation and advocacy</p> <p>(B) Participatory budgets through public meetings in municipalities whereby community-based organizations, including women's organizations, come together and decide where and how to invest departmental public</p> <p>(C) Comprehensive development proposals centred around an income-generation project</p>

- Limited specialist skills of women and women's organizations to formulate and manage projects.
- Little family support for childcare and for domestic tasks, which compromises the time available for managing production projects and their requirements.

Priority bottlenecks:

- Limited capacity of women's organizations to support the projects' financial and technical requirements.
- Problems with land ownership: the processes for registering land ownership have higher administrative barriers when the property owner is a woman; this is particularly true of women widowed by violent conflict.

	Priority bottlenecks	Bottleneck categories
	(A.1) Inadequate funding: Insufficient financial, human, institutional and technical resources to adopt public policy on women's equality and participation	Availability of services (supply)
	(A.2) Training: Very limited incorporation of a gender perspective among municipal officials and institutions (public and private) and no recognition of the value and significance of the public policy being implemented	Policy and planning
	(B.1) Capacities: There is no continuity among municipal government officials who manage, implement and execute projects, which affects the quality of the projects prepared and submitted by Community-Based Organizations (CBOs) in the participatory budgets	Availability of services (supply)
	(B.2) Capacities: The municipalities' social institutions are not consolidated and do not have sufficient capacity to participate, prioritize, formulate and implement quality development projects	Use of services (demand)
	(C.1) Capacities: Limited capacity of women's organizations to support the projects' financial and technical requirements	Use of services (demand)
	(C.2) Recognition of rights: Problems with land ownership: the processes for registering land ownership have higher administrative barriers when the property is owned by a woman; this is particularly true for women widowed by violent conflict.	Cross-sector
	(C.3) Recognition of rights: Women's work is lower paid and has less recognition than that of men	Cross-sector

3: ACCELERATING PROGRESS TOWARD THE MDGS: IDENTIFYING SOLUTIONS

This section focuses on solutions of proven efficacy at the local level that have the potential to be extended or strengthened.

These proposed solutions are the result of an analysis by local experts who participated in working groups. They considered the criteria of viability, governability, short-term effects, equality, availability of actors able to contribute to the solution, and financial resources.

Participants in the working groups in Nariño were: the departmental Planning Office, the Social Policy Office, the Agricultural Secretary's office, the 'Si se puede' Programme Office, the College of Public Administration (ESAP), representatives from the women's sub-provincial committees, representatives from the departmental women's committee, UNDP regional office, the University of Nariño, and the local UNDP Millennium Development Goals project.

Priority intervention:

(A) Formal training in women's rights participation through a 'gender school', which improves knowledge of empowerment, education, violence and health and which especially emphasizes political participation and advocacy.

Prioritized bottleneck:

A.1. Insufficient financial, human, institutional and technical resources to adopt public policy on women's equality and participation.

Solutions identified:

- Include financial resources in the development plans of the relevant authorities (municipal and

departmental) to promote and to give continuity to public policy on gender equality.

- Include targets that reflect investment with a gender perspective when drafting and implementing the municipalities' participatory budget, which should also be gender-sensitive.
- Boost the administrative capacity of the departmental development office in order to set up the women's office or department.
- Deliver extensive, thorough capacity-building and awareness-raising to 'gestoras sociales' (wives of male mayors) and to female mayors about gender perspective.
- Carry out advocacy work through the women's committee so that future development plans incorporate measurable targets (number of people and quality of participation) on gender issues.

Priority solution:

- Include targets that reflect investment with a gender perspective when drafting and implementing the municipalities' participatory budget, which should also be gender-sensitive.

Prioritized bottleneck:

A.2 Very limited incorporation of a gender perspective among municipal officials and institutions (public and private) and no recognition of the value and significance of the public policy being implemented.

Solutions identified:

- Establish a commitment pact (pacto de voluntades) with political parties to promote the inclusion of women in decision-making and programme action spaces.

- Raise awareness about the women's committee (departmental and sub-provincial) among the candidates in the forthcoming municipal and departmental elections in order to promote women's involvement in formulating government programmes and local plans.

- Advocacy work by women's committees in order to achieve greater visibility for women and their organizations in the development plans of the next municipal leaders and leaders of the department of Nariño.

- Awareness-raising and capacity-building of local and regional media, for their association with the culture of equality and communicating the core aspects of public policy on gender equality and participation.

- Create a network of trust and political solidarity among women in order to strengthen community leadership, collective support and public speaking capacities.

- Develop and implement a series of talks with local bodies (municipal authorities, councils, schools, health care bodies and representatives from businesses and trade associations) to generate awareness and understanding of gender equality.

Priority solution:

- Raise awareness about the women's committee (departmental and sub-provincial) among the candidates in the forthcoming municipal and departmental elections, in order to promote women's involvement in formulating government programmes and local plans.

- Develop and implement a series of talks with local bodies (municipal authorities, councils, schools, health care bodies and representatives from businesses and trade associations) to generate awareness and understanding of gender equality.

(B) Participatory budgets through public meetings in municipalities whereby community-based organizations, including women's organizations, come together and decide where and how to invest departmental public resources

Prioritized bottleneck:

B.1 There is no continuity among the municipal government officials who manage, implement and execute projects, which affects the quality of the projects prepared and submitted by Community-Based Organizations (CBOs) in the participatory budgets.

Solutions identified:

- Training and strengthening local organizations in citizen participation in order to create political impact and influence local administrative decisions.

- Policy training for the mayors, civil servants and election candidates in order to strengthen administrative aspects of public governance; these will be educational processes in the public sphere.

- Campaigning for a career (i.e., not temporary) civil servant (funcionario de carrera administrativa) to be appointed administrator of the bank of municipal projects and strengthening their capacities and perspective on gender equality issues .

- Appropriate allocation of information and communication technologies in order to develop the projects adequately.

Priority solution:

- Campaigning for a career (i.e., not temporary) civil servant (funcionario de carrera administrativa) to be appointed administrator of the bank of municipal projects and strengthening their capacities and perspective on gender equality issues.

Prioritized bottleneck:

B.2 Women's organizations in the municipalities are not consolidated and do not have sufficient capacity to participate, prioritize, formulate and implement quality development projects.

Solutions identified:

- Local promotion of participation and organizational strengthening of emerging local associations.
- Legal advice and support for the legalization and formal registration of local organizations with proven maturity levels.
- Formal training of organizations through a diploma or course certified by the local university on identifying, formulating and managing projects and on supervision and budgeting.
- Capacity-building and strengthening the community development and social policy offices and the offices responsible for managing the projects within the municipal authorities so that they can pass on these skills to local women's organizations.

Priority solutions:

- Legal advice and support for the legalization and formal registration of local organizations with proven maturity levels.
- Formal training of organizations through a diploma or course certified by the local university on identifying, formulating and managing projects and on supervision and budgeting.

(C) Comprehensive development proposals centred around an income-generation project

Prioritized bottleneck:

C.1 Limited capacity of women's organizations to support the projects' financial and technical requirements.

Solutions identified:

- Incorporate a course on leadership at the 'gender school' to enhance technical and financial knowledge of the projects among a specific group of women.
- Coordinate with partner and funding bodies, including the department, so that the projects can include resources for funding two temporary project coordinators at the weakest women's organizations, one technical and one financial, to ensure the planned results are achieved, but in particular to devolve and strengthen the capacities of the executive boards of the women's associations.

Priority solution:

- Coordinate with partner and funding bodies, including the department, so that the projects can include resources for funding two temporary project coordinators at the weakest women's organizations, one technical and one financial, to ensure the planned results are achieved, but in particular to devolve and strengthen the capacities of the executive boards of the women's associations.

Prioritized bottleneck:

C.2 Problems with land ownership: the processes for registering land ownership have higher administrative barriers when the property is owned by a woman; this is particularly true for women widowed by violent conflict.

Solutions identified:

- Land ownership registration processes aimed at women landowners in order to clarify land ownership.
- Raise awareness among women who own rural land about their rights regarding use and tenure of the land.
- Inventory of plots smaller than 10 hectares owned by female heads of household for at least 5 years and rectifying false transfers of ownership.
- Establish fast-track routes for the registration of vacant plots of land owned by female heads of household.

Priority solutions:

- Land ownership registration processes aimed at women landowners in order to clarify land ownership.
- Inventory of plots smaller than 10 hectares owned by female heads of household for at least 5 years and rectifying false transfers of ownership.

Prioritized bottleneck:

C.3 Women's work is lower paid and has less recognition than that of men.

Solutions identified:

- Assigning an economic value to domestic and care work and incorporating these monetary values into the formulation of projects; advocacy work must subsequently be carried out with international cooperation bodies and government and non-governmental agencies that are funding projects so that they take into account the added value of care work as part of the co-funding of the projects.
- Training women's organizations in order to promote the economic value of domestic work, essential everyday crops (pan coger) and food security alongside activities that generate profit or income.
- Establishing criteria for assessing projects to be financed through international cooperation and the departmental government, incorporating a gender perspective as an added value.
- Training for community-based organizations consisting mainly of men through diplomas from the gender school in order to increase understanding of femininity and masculinity.

Priority solutions:

- Assigning an economic value to domestic and care work and incorporating these monetary values into the formulation of projects; advocacy work must subsequently be carried out with international cooperation bodies and government and non-governmental agencies that are funding projects so that they take into account the added value of care work as part of the co-funding of the projects.
- Establishing criteria for assessing projects to be financed through international cooperation and the departmental government, incorporating a gender perspective as an added value.

TABLE 5 SUMMARY OF THE MDG 3 ACCELERATION STRATEGY: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN IN THE DEPARTMENT OF NARIÑO

MDG	MDG indicator	Priority interventions
<p>3: Promote gender equality and empower women</p>	<p>Percentage of women in public office</p> <p>Overall labour market participation rate for women</p> <p>Female unemployment rate</p> <p>Female employment rate</p>	<p>A. Formal training in women's rights participation through a 'gender school' which improves knowledge of empowerment, education, violence and health and which especially emphasizes political participation and advocacy</p>

Priority bottlenecks	Acceleration solutions. 2010 – 2015	Potential partners
<p>A.1. Inadequate funding: Insufficient financial, human, institutional and technical resources to adopt public policy on women's equality and participation</p>	<p>A.1. Include targets that reflect investment with a gender perspective when drafting and implementing the municipalities' participatory budget. The budget should be participatory and also gender-sensitive.</p>	<p>Departmental Planning Board, Departmental Planning Secretary's Office, municipal planning offices, UNIFEM, UNDP</p>
<p>A.2. Training: Very limited incorporation of a gender perspective among municipal officials and institutions (public and private) and no recognition of the value and significance of the public policy being implemented</p>	<p>A.2.1. Raise awareness about the women's committee (departmental and sub-provincial) among the candidates in the forthcoming municipal and departmental elections in order to promote women's involvement in formulating government programmes and local plans</p>	<p>UNIFEM, UNDP governance unit, Departmental Planning Board, Planning and Governance Secretary's Office, Departmental Women's Committee, Social Development Secretary's Office</p>
	<p>A.2.2. Develop and implement a series of talks with local bodies (municipal authorities, councils, schools, health care bodies and representatives from businesses and trade associations) to generate awareness and understanding about gender equality</p>	<p>UNIFEM, UNFPA, University of Nariño, ESAP, women's associations</p>

MDG	MDG indicator	Priority interventions
3: Promote gender equality and empower women	Percentage of women in public office Overall labour market participation rate for women Female unemployment rate Female employment rate	B. Participatory budgets whereby community-based organizations come together (including women's organizations) and decide where and how to invest departmental public resources.

Priority bottlenecks	Acceleration solutions. 2010 – 2015	Potential partners
<p>B.1. Capacities: There is no continuity among the municipal government officials who manage, implement and execute projects, which affects the quality of the projects prepared and submitted by Community-Based Organizations (CBOs) in the participatory budgets</p>	<p>B.1. Campaigning for a career (i.e., not temporary) civil servant (funcionario de carrera administrativa) to be appointed administrator of the bank of municipal projects and strengthening their capacities and perspective on gender equality issues</p>	<p>Municipal authorities (alcaldías), Governor's Office (Gobernación), ESAP, UNIFEM, University of Nariño, UNDP</p>
<p>B.2. Capacities: The municipalities' social institutions are not consolidated and do not have sufficient capacity to participate, prioritize, formulate and implement quality development projects</p>	<p>B.2.1. Legal advice and support for the legalization and formal registration of local organizations with proven maturity levels</p>	<p>Pasto Chamber of Commerce, Women's Committee, Departmental Social Development Secretary's Office</p>
	<p>B.2.2. Formal training of organizations through a diploma or course certified by the local university on identifying, formulating and managing projects and on supervision and budgeting</p>	<p>ESAP, University of Nariño, Women's Committee, UNDP, UNIFEM, National Planning Department</p>

MDG	MDG indicator	Priority interventions
3: Promote gender equality and empower women	Percentage of women in public office Overall labour market participation rate for women Female unemployment rate Female employment rate	C. Comprehensive development proposals centred around an income-generation project

Priority bottlenecks	Acceleration solutions. 2010 – 2015	Potential partners
<p>C.1. Capacities: Limited capacity of women's organizations to support the projects' financial and technical requirements</p>	<p>C.1. Coordinate with partner and funding bodies, including the department, so that the projects can include resources for funding two temporary project coordinators at the weakest women's organizations, one technical and one financial, to ensure the planned results are achieved, but in particular to devolve and strengthen the capacities of the executive boards of the women's associations</p>	<p>ESAP, University of Nariño, Women's Committee, UNDP, UNIFEM, Departmental and Municipal Planning Secretary's offices, Departmental Social Development Secretary's Office and municipal offices for social administration, Departmental Agricultural Secretary's office and Municipal Technical Assistance Units</p>
<p>C.2. Recognition of rights: Problems with land ownership: the processes for registering land ownership have higher administrative barriers when the property is owned by a woman; this is particularly true for women widowed by violent conflict.</p>	<p>C.2.1. Land ownership registration processes aimed at women landowners in order to clarify land ownership</p> <p>C.2.2. Inventory of plots smaller than 10 hectares owned by female heads of household for at least 5 years and rectifying false transfers of ownership</p>	<p>Agustín Codazzi Geographical Institute (Instituto geográfico Agustín Codazzi) Colombian Rural Development Institute, Autonomous Corporation of Nariño (Corponariño), Registration and Notary Office, municipal notaries, Ministry of Agriculture, UNDP</p>
<p>C.3. Recognition of rights: Women's work is lower paid and has less recognition than that of men</p>	<p>C.3.1. Assigning an economic value to domestic and care work and incorporating these monetary values into the formulation of projects: advocacy work must subsequently be carried out with international cooperation bodies and government and non-governmental agencies that are funding projects so that they take into account the added value of care work as part of the co-funding of the projects</p> <p>C.3.2. Establishing criteria for assessing projects to be financed through international cooperation and the departmental government, incorporating a gender perspective as an added value</p>	<p>ESAP, University of Nariño, Women's Committee, UNDP, UNIFEM, Departmental and Municipal Planning Secretary's Office, Departmental Social Development Secretary's Office, municipal offices for social administration</p> <p>International aid agencies, United Nations System, Social Action Program launched by President of the Republic</p>

4: ACCELERATION PLAN: BUILDING AN MDG COMPACT

TABLE 6 DEPARTMENTAL ACTION PLAN AND MONITORING STRATEGY

MDG 3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN

MDG Indicators: 3.3 Percentage of women in public office – 3.4 Overall labour market participation rate for women – 3.5 Female unemployment rate - 3.6 Female employment rate

Priority interventions	Priority bottlenecks	Acceleration solutions 2010 - 2015	Actions to achieve the solution
A. Formal training in women's rights participation through a 'gender school', which improves knowledge of empowerment, education, violence and health and which especially emphasizes political participation and advocacy	A.1. Inadequate funding: Insufficient financial, human, institutional and technical resources to adopt public policy on women's equality and participation	A.1. Include targets that reflect investment with a gender perspective when drafting and implementing the participatory budget in the municipalities	1.1 Raise awareness of gender and women's participation among officials responsible for preparing participatory budgets
			1.2. Definition of affirmative actions (quotas) that set a minimum level of resources available for funding projects for women and young people in the municipalities
			1.3. Support for women's local organizations to strengthen projects for presentation at the participatory budget days

	Timetable (2010-2015)													Responsible (under negotiation)
	Oct-Dec 10	Jan-Jun 11	Jul-Dec 11	Jan-Jun 12	Jul-Dec 12	Jan-Jun 13	Jul-Dec 13	Jan-Jun 14	Jul-Dec 14	Jan-Jun 15	Jul-Dec 15	Jan-Jun 16	Jul-Dec 16	
														Departmental and sub-regional gender committees, ESAP, University of Nariño, UNDP and UNIFEM
														Departmental Social Development Secretary's Office, Departmental Planning Secretary's Office, UNDP and UNIFEM
														University of Nariño, Departmental Gender Committee, UNDP

Priority interventions	Priority bottlenecks	Acceleration solutions 2010 - 2015	Actions to achieve the solution
<p>A. Formal training in women's rights participation through a 'gender school', which improves knowledge of empowerment, education, violence and health and which especially emphasizes political participation and advocacy</p>	<p>A.2 Training: Very limited incorporation of a gender perspective among municipal officials and institutions and no recognition of the value and significance of the public policy being implemented</p>	<p>A.2.1. Raise awareness about the women's committee (departmental and sub-provincial) among the candidates in the forthcoming elections, for mayors and governor, in order to promote women's involvement in formulating government programmes and local planning</p>	<p>2.1.1. Call for candidates at the next departmental and municipal elections to include women's participation in their manifestos</p>
		<p>A.2.2. Awareness-raising and knowledge-generation regarding gender equality among officials of local institutions; scheduling and implementing a series of talks with local institutions (municipal authorities, councils, schools, health care bodies and representatives of companies and trade associations)</p>	<p>2.1.2. Organization of community meetings to obtain public commitment from the candidates to include women in the next local governments</p>
			<p>2.2.1. Definition of content and strategies for awareness-raising</p>
			<p>2.2.2. Identification of institutions and officials for awareness-raising</p>
<p>2.2.3. Training and equipping of awareness-raising teams</p> <p>2.2.4. Awareness-raising workshops</p>			

	Timetable (2010-2015)													Responsible (under negotiation)
	Oct- Dec 10	Jan- Jun 11	Jul- Dec 11	Jan- Jun 12	Jul- Dec 12	Jan- Jun 13	Jul- Dec 13	Jan- Jun 14	Jul- Dec 14	Jan- Jun 15	Jul- Dec 15	Jan- Jun 16	Jul- Dec 16	
		■												Departmental Planning Board, National Planning Board, Women's Committee, UNDP, UNCEF
		■	■											
	■													ESAP, University of Nariño, Women's Committee, UNDP, UNCEF
		■												
		■	■	■										
			■	■	■	■								
			■	■	■	■								

Priority interventions	Priority bottlenecks	Acceleration solutions 2010 - 2015	Actions to achieve the solution
<p>B. Participatory budgets whereby community-based organizations come together (including women's organizations) and decide where and how to invest departmental public resources</p>	<p>B.1 Capacities: There is no continuity among municipal government officials, and nor do they have the capacity, in implementing projects that are prepared and submitted by Community-Based Organizations (CBOs) in the participatory budgets</p>	<p>B.1. Strengthening project resources of municipal authorities focusing on technical capacities and vision in themes of gender equality</p>	<p>1.1. Training for officials</p> <p>1.2. Providing computer equipment</p> <p>1.3. Creating gender and gender-inclusion indicators in project evaluation forms</p> <p>1.4. Design and implement a follow-up system for gender-sensitive projects</p>
	<p>B.2 Capacities: The social institutions of the municipalities are not consolidated and do not have sufficient capacity to participate, prioritize, formulate and implement quality development projects</p>	<p>B.2.1. Legal advice and support for the legalization and formal registration of local organizations with proven maturity levels</p>	<p>2.1.1. Register and description of existing women's organizations in the department.</p> <p>2.1.2. Identification of legal requirements for the formal establishment of women's organizations</p> <p>2.1.3. Capacity building for advisory councils on forms of legal establishment</p> <p>2.1.4. Company establishment days at municipal level</p>
		<p>B.2.2. Formal training of organizations through a diploma or course certified by the local university on identifying, formulating and managing projects and on supervision and budgeting</p>	<p>2.2.1. Identification of the leaders of women's organizations</p> <p>2.2.2. Capacity-building for women leaders and for advisory councils</p> <p>2.2.3. Support for project planning and management</p>

	Timetable (2010-2015)													Responsible (under negotiation)
	Oct-Dec 10	Jan-Jun 11	Jul-Dec 11	Jan-Jun 12	Jul-Dec 12	Jan-Jun 13	Jul-Dec 13	Jan-Jun 14	Jul-Dec 14	Jan-Jun 15	Jul-Dec 15	Jan-Jun 16	Jul-Dec 16	
														ESAP, University of Nariño, Women's Committee, UNDP, UNCEF, Ministry of Technology, Information and Communications, National Planning Department. (Departamento Nacional de Planeación, DNP)
														Pasto Chamber of Commerce, Women's Committee, Departmental Social Development Secretary's Office
														ESAP, University of Nariño, Women's Committee, UNDP, UNIFEM, National Planning Department

Priority interventions	Priority bottlenecks	Acceleration solutions 2010 - 2015	Actions to achieve the solution
<p>C. Comprehensive development proposals centred around an income-generation project</p>	<p>C.1 Capacities: Limited capacity of women's organizations to support the projects' financial and technical requirements</p>	<p>C.1. Coordinate with partner and funding bodies, including the department, so that resources can be included within project frameworks aimed at building administrative and technical capacity of the weakest women's organizations</p>	<p>1.1 Measuring organizational capacity of women's groups (Baseline)</p> <p>1.2. Identification of technical and administrative components for strengthening, depending on the projects implemented or the corporate purpose of women's organizations.</p> <p>1.3. Support for project execution among weaker organizations focusing on the technical and administrative to guarantee capacity-building to achieve planned outcomes</p>
	<p>C.2. Recognition of rights: Problems with land ownership: the processes for registering land ownership have higher administrative barriers when the property is owned by a woman; this is particularly true for women widowed by violent conflict</p>	<p>C.2.1. Land ownership registration processes aimed at women landowners in order to clarify land ownership legally</p>	<p>2.1.1. Updating of the public register of rural plots in the department</p> <p>2.1.2. Inventory of plots owned by rural women without deeds of ownership</p> <p>2.1.3. Awareness-raising days aimed at generating knowledge among women who own plots about the importance of titling within the framework of claiming rights</p> <p>2.1.4. Plot titling days involving all participants in the process</p>

	Timetable (2010-2015)													Responsible (under negotiation)
	Oct-Dec 10	Jan-Jun 11	Jul-Dec 11	Jan-Jun 12	Jul-Dec 12	Jan-Jun 13	Jul-Dec 13	Jan-Jun 14	Jul-Dec 14	Jan-Jun 15	Jul-Dec 15	Jan-Jun 16	Jul-Dec 16	
														ESAP, University of Nariño, Women's Committee, UNDP, UNIFEM, Departmental and Municipal Planning Secretary's Offices, Departmental Social Development Secretary's Office and social administration offices in the municipalities, Departmental Agriculture Secretary's Office and municipal technical assistance units
														Agustín Codazzi Geographic Institute (<i>Instituto Geográfico Agustín Codazzi</i>) Colombian Rural Development Institute, Autonomous Corporation of Nariño (Corponariño), Public Notary Office and Registry, municipal notaries, Ministry of Agriculture, UNDP

Priority interventions	Priority bottlenecks	Acceleration solutions 2010 - 2015	Actions to achieve the solution
<p>C. Comprehensive development proposals centred around an income-generation project</p>	<p>C.2. Recognition of rights: Problems with land ownership: the processes for registering land ownership have higher administrative barriers when the property is owned by a woman; this is particularly true for women widowed by violent conflict</p>	<p>C.2.2. Rectification of false transfer of plots smaller than 10 hectares and owned by women heads of household for at least five years</p>	<p>2.2.1. Inventory of plots subject to false transfer and owned by rural women</p> <p>2.2.2. Awareness-raising days aimed at generating knowledge among women who own plots about the importance of titling within the framework of claiming rights</p> <p>2.2.3. Plot regularization days involving all participants in the process</p>
	<p>C.3. Recognition of rights: Women's work is lower paid and has less recognition than that of men</p>	<p>C.3.1. Assigning an economic value to domestic and care work and incorporating these monetary values into the formulation of projects as a balancing entry; advocacy work must subsequently be carried out with international cooperation bodies and government and non-governmental agencies that are funding projects so that they take into account the added value of care work as part of the co-funding of the projects</p>	<p>3.1.1. Description of family economy</p> <p>3.1.2 Description and quantifying of the economic value of care work</p> <p>3.1.3. Inclusion of the economic value of care work within departmental macroeconomic accounts</p> <p>3.1.4. Assigning an economic value to care work within the financial analysis of projects for development and management</p> <p>3.1.5. Workshops on masculinity and femininity aimed at departmental institutions, local organizations and spaces representative of the departmental community (united action councils, teachers, health sector officials, among others)</p>

Timetable (2010-2015)														Responsible (under negotiation)
Oct-Dec 10	Jan-Jun 11	Jul-Dec 11	Jan-Jun 12	Jul-Dec 12	Jan-Jun 13	Jul-Dec 13	Jan-Jun 14	Jul-Dec 14	Jan-Jun 15	Jul-Dec 15	Jan-Jun 16	Jul-Dec 16		
														Agustín Codazzi Geographic Institute (<i>Instituto Geográfico Agustín Codazzi</i>)
														Colombian Rural Development Institute, Autonomous Corporation of Nariño (Corponariño), Public Notary Office and Registry, municipal notaries, Ministry of Agriculture, UNDP
														ESAP, University of Nariño, Women's Committee, UNDP, UNIFEM, Departmental and Municipal Planning Secretary's Offices, Departmental Social Development Secretary's Office and social administration offices in the municipalities

Priority interventions	Priority bottlenecks	Acceleration solutions 2010 - 2015	Actions to achieve the solution
C. Comprehensive development proposals centred around an income-generation project	C.3. Recognition of rights: Women's work is lower paid and has less recognition than that of men	C.3.2. Establishing criteria for assessing projects to be financed through international cooperation and the departmental government, incorporating a gender perspective as an added value	<p>3.2.1. Creation of a project management handbook for the department of Nariño with a gender perspective</p> <p>3.2.2. Defining criteria for prioritizing projects at the departmental level, including a gender perspective</p>

	Timetable (2010-2015)													Responsible (under negotiation)	
	Oct- Dec 10	Jan- Jun 11	Jul- Dec 11	Jan- Jun 12	Jul- Dec 12	Jan- Jun 13	Jul- Dec 13	Jan- Jun 14	Jul- Dec 14	Jan- Jun 15	Jul- Dec 15	Jan- Jun 16	Jul- Dec 16		
															International aid agencies, UNS, Social Action of the President's Office (Acción Social de la Presidencia de la República)

ANNEXES

METHODOLOGY

The technical teams of the following departments were involved in drafting the public policy on gender equality and inclusion for the department of Nariño, a strategy of war on poverty and exclusion (estrategia de guerra contra las pobrezas y la exclusión): the Secretary's Office for Social Development and the Secretary's office of Planning, UNDP, UNFPA, UNIFEM, national experts and municipal and departmental women's organizations.

From this policy, the following emerge as core areas of work for the department of Nariño:

- The right to political participation and advocacy.
- The right to economic independence.
- The right to health.
- The right to equitable education.
- The right to a life free from fear and violence.
- The right to peace: women in building the peace.

The acceleration work focused on the key areas where the indicators are most critical: income generation, employment, and greater political participation for women as well as the guarantee of equal opportunities and equal rights for men and women, particularly in those areas from which women in Nariño have traditionally been excluded.

This work formed the basis for progress in the MAF methodology and included the participation and contribution of:

- Departmental Planning Office.
- Social Policy Office.
- Agricultural Secretary's Office.
- Office of the 'Yes we can' ('Si se puede') Programme.
- College of Public Administration (ESAP).
- Representatives from women's sub-provincial committees.
- Representatives from the departmental women's committee
- Regional UNDP office
- University of Nariño
- Local UNDP Millennium Development Goals project

The entire exercise was carried out through working groups.

The committee first analysed and confirmed the statistics for the MDG 3 indicators set out in the national policy document on the MDGs, 'CONPES 91' 2005, and their respective disparities vis-à-vis the 2015 MDG targets.

Subsequently, a register of interventions underway in the region was compiled and listed interventions to accelerate progress toward the priority MDG.

Interventions were prioritized according to the following impact and viability criteria:

Impact:	Viability:
<ul style="list-style-type: none"> • Impact on achieving the MDG. • Target population includes vulnerable populations. • High benefit level for each resource unit invested in the intervention. • Impact of the intervention will be swiftly felt. • Evidence of impact available. 	<ul style="list-style-type: none"> • Willingness at the political level and among stakeholders to implement the intervention. • Government and partners have the capacity to plan, implement and monitor the intervention. • Funds available to finance the intervention. • No additional factors that could obstruct implementation.

Each criterion was evaluated according to the following scale:

- Very high impact: 1
- High impact: 0.75
- Medium impact: 0.5
- Low or no impact: 0.25

For the viability criterion, "Are there additional factors which could obstruct implementation," the following scale was used:

- No obstacle: 1
- Some factors that could hinder implementation: 0.75

- Numerous factors that could hinder implementation: 0.5

- Factors that could completely block implementation: 0.25

In order to establish the priority bottlenecks, an analysis of the causes was conducted using a methodology adapted from the Vester Matrix. This methodology assesses how the causes of each bottleneck relate to each other, thus making it easier to identify those which behave as root causes, direct causes, or indirect causes.

To carry out the viability analysis of the solutions to the bottlenecks identified as 'direct causes', the following criteria were used:

- Short-term actions may be proposed.

- It is the responsibility of the municipal or departmental authorities.
- There are actors willing to contribute.
- The region has the financial and human resources to implement the solution.
- It reaches a significant number of persons and vulnerable populations.
- It promotes equality.
- It is culturally acceptable to the affected populations.

The local panel of experts analysed each of the solutions, classifying each criterion according to the following scale:

- Very high contribution: 100
- High contribution: 75
- Medium contribution: 50
- Low or no contribution: 25

SOURCES OF INFORMATION

- Colombian National Statistics Office (DANE), 2005 census.
- *Adelante Nariño 2008–2011* departmental development plan.
- Colombian National Council for Social and Economic Policy (Consejo Nacional de Política Económica y Social – CONPES). Republic of Colombia. National Planning Department (Departamento Nacional de Planeación). CONPES Social Document 091 from 2005.

- Department of Nariño – UNDP – UNIFEM. Public policy on gender equality and inclusion.
- Colombian National Statistics Office (DANE). Departmental Accounts – Colombia. Employment and unemployment figures.
- *Mission to Link Employment, Poverty and Inequality Surveys (Misión para el Empalme de las Series de Empleo, Pobreza y Desigualdad)*, MESEP.
- 2002–2005 DANE Ongoing Household Survey (Encuesta Continua de Hogares).
- 2008 and 2009 DANE Large Ongoing Household Survey (Gran Encuesta Continua de Hogares).
- Colombian National Council for Social and Economic Policy (Consejo Nacional de Política Económica y Social – CONPES). Republic of Colombia. National Planning Department (Departamento Nacional de Planeación). 'CONPES 115' documents from 2009 on income generation.
- Colombian National Council for Social and Economic Policy (Consejo Nacional de Política Económica y Social – CONPES). Republic of Colombia. National Planning Department (Departamento Nacional de Planeación). 'CONPES 102' documents from 2006 on the network for social protection against extreme poverty.

LIST OF MUNICIPALITIES IN THE DEPARTMENT

PASTO	CONTADERO	FUNES	LA UNION	POTOSI	SANDONA
ALBAN	CORDOBA	GUACHUCAL	LEIVA	PROVIDENCIA	SANTA BARBARA
ALDANA	CUASPUD	GUAITARILLA	LINARES	PUERRES	SANTACRUZ (GUACHAVEZ)
ANCUYA	CUMBAL	GUALMATAN	LOS ANDES	PUPIALES	SAPUYES
ARBOLEDA	CUMBITARA	ILES	MAGÜI PAYAN	RICOURTE	TAMINANGO
BARBACOAS	EL CHARCO	IMUES	MALLAMA	ROBERTO PAYAN	TANGUA
BELEN	EL PEÑOL	IPIALES	MOSQUERA	SAMANIEGO	TUMACO
BUESACO	EL ROSARIO	LA CRUZ	NARIÑO	SAN BERNARDO	TUQUERRES
CHACHAGÜI	EL TABLON	LA FLORIDA	OLAYA HERRERA	SAN LORENZO	YACUANQUER
COLON GENOVA	EL TAMBO	LA LLANADA	OSPINA	SAN PABLO	
CONSACA	FRANCISCO PIZARRO	LA TOLA	POLICARPA	SAN PEDRO DE CARTAGO	

