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**BRIEFING NOTE:**  
ADDRESSING GENDER-BASED  
VIOLENCE IN VILLA EL SALVADOR VIA  
THE DISTRICT INSTANCIA PLUS





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## BRIEFING NOTE: ADDRESSING GENDER-BASED VIOLENCE IN VILLA EL SALVADOR VIA THE DISTRICT INSTANCIA PLUS

### KEY MESSAGES

- Villa El Salvador District in Lima-Peru is renewing its commitment to achieving a district free of gender-based violence (GBV) by establishing an active and strengthened network of local experts (the District Instancia) as mandated by Law No. 30364<sup>1</sup> and articulated by the 2016-21 National Plan Against Gender Violence.<sup>2</sup>
- The negotiation of a wider membership beyond the stipulated **District Instancia operational guide**<sup>3</sup> was an innovation that elevated the District Instancia to District Instancia Plus in Villa El Salvador, clearly distinguishing it from standard institutional approaches. It enabled the integration as Instancia members of NGOs, UNDP and, most importantly, a greater number of women's organisations representing over ¼ (8 out of 30 members) that have been strengthened to actively participate in the planning and implementation processes via empowerment workshops.
- As a result of the wider local participation, more comprehensive community-driven planning documents are being implemented in Villa El Salvador during 2021 as mandated by Law No. 30364 to prevent, punish and eradicate violence against women and members of the family group, namely:
  - the *District Instancia Action Plan 2021-22*,<sup>4</sup> incorporating a monitoring and evaluation framework to assess progress; and
  - the *District Protocol to address violence against women and family members*,<sup>5</sup> —the first one produced in Peru — recently approved by the Municipal Ordinance<sup>6</sup> as a compliance tool.
- The cost of planning a community response to prevent and respond to GBV is a small fraction of the estimated cost of no prevention. This investment prepared the District to better address GBV locally in the context of widespread movement restrictions to prevent COVID infections.

<sup>1</sup> Ministerio de la Mujer y Poblaciones Vulnerables (MIMP). (2015). Ley N° 30364 para Prevenir, Sancionar y Erradicar la Violencia Contra las Mujeres y los Integrantes del Grupo Familiar 2015. Available from: <https://observatoriovioencia.pe/ley-30364/> Observatorio Nacional de la Violencia contra las Mujeres y los Integrantes del Grupo Familiar

<sup>2</sup> Plan Nacional Contra la Violencia de Género 2016-2021. Available from: <https://observatoriovioencia.pe/plan-nacional/plan-nacional-contra-la-violencia-de-genero-2016-2021/> Observatorio Nacional de la Violencia contra las Mujeres y los Integrantes del Grupo Familiar

<sup>3</sup> MIMP. (2020). Ley No. 30364; Instancias de Concertación Regional / Provincial / Distrital. Available from: <https://observatoriovioencia.pe/wp-content/uploads/2020/05/FOLLETO-Instancias-de-Concertaci%C3%B3n.pdf>

<sup>4</sup> Plan de Acción de la Instancia Distrital de Concertación de Villa El Salvador (2021-2022). Available from: <https://es.scribd.com/document/509578386/Plan-de-Accion-de-la-Instancia-Distrital-de-Villa-El-Salvador-2021-2022>

<sup>5</sup> Protocolo Distrital para abordar la violencia contra mujeres y los integrantes del grupo familiar en Villa El Salvador. Available from: <https://observatoriovioencia.pe/wp-content/uploads/2021/04/Villa-el-Salvador-aprueba-Protocolo-para-abordar-la-violencia-contra-las-mujeres-e-integrantes-del-grupo-familiar.pdf>

<sup>6</sup> Ordenanza que aprueba el Protocolo Distrital para Abordar la Violencia contra las Mujeres e Integrantes del Grupo Familiar. Available from: <https://busquedas.elperuano.pe/normaslegales/ordenanza-que-aprueba-el-protocolo-distrital-para-abordar-la-ordenanza-no-446-mves-1931791-1/>



## COUNTRY CONTEXT

Prior to COVID-19, GBV was endemic in Peru, with an average of 3 femicides every 10 days.<sup>7</sup> According to the 2019 Demographic and Health Survey, 57.7% of women aged 15–49 years reported having ever experienced intimate partner violence, with 29.5% of women suffered physical violence from their partner in the past year, and an overwhelming majority (70.5%) of them did not seek formal support.<sup>8</sup>

As in most countries, measures to address COVID-19 in Peru continue to disrupt livelihoods, exacerbate socioeconomic and gender inequalities, and generate accessibility barriers to Sexual and Reproductive Health and Rights services.<sup>9</sup> Emerging global evidence indicates that generalised movement restrictions to minimise the spread of COVID-19 are inadvertently increasing GBV incidence, while also undermining prevention and protection efforts, social services and care.<sup>10</sup> A Peruvian GBV Helpline (Línea 100) reported significant increases in distress calls since the strict nation-wide lockdown in mid-March 2020 to reduce the spread of COVID-19, compared to pre-pandemic levels, including a 48% increase between April and July 2020.<sup>11</sup>

In 2020, the Ombudsman’s Office reported an increase in violence against women in the last months of 2020 compared to the period of national confinement due to COVID-19, attributed to many women having to live in confinement with their abusers without possibilities to report abuses. Given this, the Ombudsman’s Office called for the urgent atigulation of efforts by the State in collaboration with local communities to address the structural causes of gender-based violence.<sup>12</sup> This increase is not only driven by increased experiences of violence among the women who were already experiencing violence pre-COVID, it is also a reflection of more women overall experiencing violence over time.<sup>13</sup> This generates additional health, social and economic costs not only for women, but also their families and communities, particularly among disadvantaged communities. Thus, policies should be implemented to mitigate the negative impact of COVID-19 measures on women’s safety.

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<sup>7</sup> Observatorio Nacional de la Violencia contra las Mujeres y los Integrantes del Grupo Familiar: <https://observatorioviolencia.pe/datos/>

<sup>8</sup> Instituto Nacional de Estadística e Informática. (2020). Encuesta Demográfica y de Salud Familiar (ENDES). Available from: <https://observatorioviolencia.pe/datos-inei-2017-2/>

<sup>9</sup> UNFPA. (2020). Impact of the COVID-19 Pandemic on Family Planning and Ending Gender-based Violence, Female Genital Mutilation and Child Marriage. Available from: [https://www.unfpa.org/sites/default/files/resource-pdf/COVID-19\\_impact\\_brief\\_for\\_UNFPA\\_24\\_April\\_2020\\_1.pdf](https://www.unfpa.org/sites/default/files/resource-pdf/COVID-19_impact_brief_for_UNFPA_24_April_2020_1.pdf)

<sup>10</sup> Peterman, A & O'Donnell, M. (2020). COVID-19 and Violence against Women and Children A Third Research Round Up for the 16 Days of Activism. Available from: <https://www.cgdev.org/sites/default/files/covid-and-violence-against-women-and-children-three.pdf>

<sup>11</sup> Observatorio Nacional de la Violencia contra las Mujeres y los Integrantes del Grupo Familiar: <https://observatorioviolencia.pe>. The strict nation-wide lockdown started in mid-March 2020 till 31 June 2020. It restarted on 31 January 2021 and remains active when this brief was produced. The nation-wide lockdown also implied the closure of some front-end community GBV services.

<sup>12</sup> Press release N° 1610/OCII/DP/2020, Defensoría del Pueblo: 132 femicides were registered in 2020. <https://www.gob.pe/institucion/defensoria-del-pueblo/noticias/322749-defensoria-del-pueblo-se-registraron-132-femicidios-en-el-2020>

<sup>13</sup> M. Agüero, J. (2020). COVID-19 and The Rise of Intimate Partner Violence, University of Connecticut. Available from: <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC7522673/>



The UN has highlighted the need for nations to prioritise lifesaving support for GBV survivors as part of essential services during health emergencies such as COVID-19.<sup>14</sup> In an Executive Resolution<sup>15</sup>, the Peruvian Government asserted services for GBV survivors as ‘essential’ during the COVID-19-related declared State of Emergency, enabling their ongoing operation. This helped to reorganize some essential services<sup>16</sup>

and expand the coverage of interventions nationally via the National AURORA Programme.<sup>17</sup> From 17 March to 30 September 2020, an estimated 18,439 cases of violence against women and family members were supported by the Itinerant Urgency Teams (Equipos Itinerantes de Urgencia or EIU) – 86% of which were perpetrated against women.<sup>18</sup>

While the Peruvian national response to GBV during the pandemic has been promising, GBV prevention and response efforts are best addressed at the local level with the participatory engagement of relevant stakeholder groups to identify contextual drivers of GBV and the specific community challenges and strengths in addressing them, particularly in disadvantaged districts.<sup>19</sup> Women’s empowerment is central to preventing and reducing violence, accompanied by capacitation for their incorporation into community decision-making mechanisms. Women still have to overcome significant barriers to access resources, paid employment and decision-making positions. It is therefore essential that women’s activism, especially in times of crisis, is highlighted, valued and promoted, because even in the most difficult situations women have resources, talents and capacities to transform and improve communities.

<sup>14</sup> UN Women. (2015). Essential Services Package for Women and Girls Subject to Violence. Available from: <https://www.unwomen.org/en/digital-library/publications/2015/12/essential-services-package-for-women-and-girls-subject-to-violence>

<sup>15</sup> Resolución de Dirección Ejecutiva N° 020-2020-MIMP-AURORA-DE. Available from: <https://www.gob.pe/institucion/aurora/normas-legales/460918-020-2020-mimp-aurora-de>

<sup>16</sup> Resolución Ministerial N° 031-2021-MIMP. Available from: <https://busquedas.elperuano.pe/normaslegales/establecen-servicios-esenciales-prestados-de-manera-permanen-resolucion-ministerial-n-031-2021-mimp-1924320-1/>

<sup>17</sup> The Programa Nacional para la Prevención y Erradicación de la Violencia contra las Mujeres e Integrantes del Grupo Familiar (AURORA) aims to design and implement national policies for prevention, care and support those involved with family and sexual violence. <https://www.gob.pe/4315-programa-nacional-para-la-prevencion-y-erradicacion-de-la-violencia-contra-las-mujeres-e-integrantes-del-grupo-familiar-que-hacemos>

<sup>18</sup> MIMP/AURORA/UPPM/SISEGC. (2020). Cifras de Violencia (durante Asilamiento Social). Available from: <https://portalestadistico.pe/wp-content/uploads/2020/10/Cartilla-Estadistica-AURORA-16-de-marzo-al-30-de-setiembre-2020.pdf>

<sup>19</sup> Lang, J., Ghani, F., Stern, E., & Remme, M. (2019). Briefing Note on Planning and Paying for Local Action Plans to Address Gender-based Violence. UNDP and United Nations University, International Institute for Global Health. [https://i.unu.edu/media/iigh.unu.edu/publication/6718/GBVtheSDGs\\_BriefingNote.pdf](https://i.unu.edu/media/iigh.unu.edu/publication/6718/GBVtheSDGs_BriefingNote.pdf)

## VILLA EL SALVADOR

Villa El Salvador is a metropolitan Lima District characterised by its historic community participation, activism and strong women’s leadership who have championed greater representation across political structures and local development issues despite facing socio-economic challenges. Securing the safety, welfare and equal rights of women are long-standing priorities for the community. However, a lack of sustained funding to progress these goals has prevented plans from being implemented to their full potential.<sup>20</sup> Further inaction in addressing GBV will cause greater losses in social capital and compromise the future economic security of the district.

## GENDER-BASED VIOLENCE IN VILLA EL SALVADOR

A **recent study**<sup>21</sup> commissioned by UNDP in Villa El Salvador revealed for the first time the unacceptably high rates of violence against women and related economic, social and intergenerational cost of violence for individuals, families and local communities (Table 1). The study provides the first comprehensive exploration of the impact and costs of GBV to a local community, violence survivors and the family group and highlights the important role that women support networks provide in responding to violence.

In 2018, nearly one in two woman in Villa El Salvador was affected by GBV (covering psychological, economic, physical and/or sexual violence) in the past 12 months, generating short and long term trauma for women and their children, and fuelling broader concerns for the safety of all women in public spaces<sup>22</sup>. This abuse is often unreported, with only one in every four women reaching out to a trusted provider for help. This translates into limited support for most women and their children, who remain underserved and do not receive the essential public services that can help reduce the impact of violence. **Most violence survivors reach out to another woman before accessing essential services**<sup>23</sup>, highlighting the importance of strengthening local women’s support networks in responding to violence.

<sup>20</sup> Plan de Igualdad de Oportunidades entre mujeres y hombres de Villa El Salvador 2009 – 2021; Plan distrital contra la violencia hacia la mujer de Villa El Salvador 2014 – 2021.

<sup>21</sup> PNUD. (2019). El Costo de la No Prevención: Análisis y Recomendaciones para Enfrentar la Violencia contra Niñas y Mujeres desde la Experiencia de Villa El Salvador. Lima. / The Cost of Non-Prevention: Analysis and Recommendations to face violence against women from the perspective and experiences in Villa El Salvador. Lima. Available from: [https://www.pe.undp.org/content/peru/es/home/library/democratic\\_governance/el-costo-de-la-no-prevencion.html](https://www.pe.undp.org/content/peru/es/home/library/democratic_governance/el-costo-de-la-no-prevencion.html) Study based on interviews with 504 women aged 18-65 years from randomly selected households living in VES using a two-stage stratified probabilistic sampling with simple affixation.

<sup>22</sup> Ibid.

<sup>23</sup> According to Ministerial Resolution No. 031-2021-MIMP (January 2021) <https://busquedas.elperuano.pe/normaslegales/establecen-servicios-esenciales-prestados-de-manera-permanen-resolucion-ministerial-n-031-2021-mimp-1924320-1/>, the essential services provided by the Ministry of Women and Vulnerable Populations executed 24 hours a day, are the following: a) Line 100 b) Chat 100 c) Temporary Shelter Homes d) Urgent Care Service e) Women’s Emergency Centers through itinerant teams f) Special protection units for children and adolescents through contingency teams g) Line 1810 h) Service of issuing temporary protection measures for older adults -MI60 + - i) Services provided in residential care and reception centers for girls, boys and adolescents, people with disabilities and the elderly under the responsibility of INABIF j) INABIF in action.

GBV not only affects the health, well-being, development and productivity of women, but also their families and communities. The cost of not preventing this violence was estimated to be PEN 240.8 million (or USD 72.9 million) for 2018. The costs absorbed by women (44.7%), households (11.1%) and the community (44.2%), highlighting the significant widespread personal, social and intergenerational effects of GBV as it directly impacts family members sharing the same living spaces, such as children (Table 1). These significant hidden costs hinder women’s capacity to invest in other necessities and generate income.

The estimated cost of no prevention is **about 4 times what Villa El Salvador spent on infrastructure in 2016**. The economic costs were borne by the community, including through general spending to address GBV (USD 14.3 million), new debts (USD 4.3 million) and opportunity costs in health, work and education areas, among others (USD 54.3 million). GBV is a clear barrier for the local community’s economic and social development in Villa El Salvador.

Such impacts of GBV are preventable and the savings generated could be redirected towards achieving the Sustainable Development Goals (SDGs, particularly gender equality, health, economic, educational and peace and inclusion outcomes). Since evidence shows that GBV generates broader costs to society (especially government and businesses), *the cost of no prevention* to the District is likely to be much higher than what has been estimated.





**Table 1. The pre-COVID cost of not preventing gender-based violence in Villa El Salvador<sup>24</sup>**

Findings	Impact of GBV	Related costs
<p><b>Most women have been affected by at least one form of GBV in their lifetime</b> (75% lifetime experience; 48% in the past year).</p>	<p><b>Women who experience GBV report:</b></p> <ul style="list-style-type: none"> <li>• more health and mental problems</li> <li>• fewer productive days</li> <li>• lower income</li> <li>• out of pocket expenses (e.g. medical care due to increased co-morbidities)</li> </ul>	<p><b>The personal costs of violence to women is PEN 107.5 million (or USD 32.6 million)<sup>a</sup>:</b></p> <ul style="list-style-type: none"> <li>• PEN 33.4 million (or USD 10.1 million) in expenses</li> <li>• PEN 74 million (or USD 22.4 million) in opportunity costs</li> </ul>
<p><b>Children are growing up with family violence</b> (one in two children living in affected households see their mother being abused).</p>	<p><b>Children living in violent households are more likely to:</b></p> <ul style="list-style-type: none"> <li>• suffer health problems</li> <li>• taking more time off school</li> <li>• drop out of school and fail their studies</li> </ul>	<p><b>The intergenerational costs of violence is PEN 26.9 million (or USD 8.1 million)<sup>a</sup>:</b></p> <ul style="list-style-type: none"> <li>• PEN 6.8 million (or USD 2.1 million) in expenses and new debts</li> <li>• PEN 20.1 million (or USD 6.1 million) in opportunity costs</li> </ul>
<p><b>Every woman in Villa El Salvador knows at least one woman affected by violence.</b></p>	<p><b>Family, friends and neighbours provide:</b></p> <ul style="list-style-type: none"> <li>• emotional support and comfort</li> <li>• urgent shelter and support</li> <li>• personal loans</li> </ul>	<p><b>The cost of violence to the community is PEN 106.6 million (or USD 32.3 million)<sup>a</sup>:</b></p> <ul style="list-style-type: none"> <li>• PEN 27.5 million (or USD 8.3 million) in support provided by the community</li> <li>• PEN 79 million (or USD 23.9 million) in support received by women</li> </ul>

<sup>a</sup> 2018 annual costs based on pre-pandemic levels of GBV. It is highly likely that the costs of violence to the community have escalated significantly since Peru implemented movement restrictions to prevent COVID infections (from mid-March till 31 June 2020, and restarted in January 2021). Costs have been rounded to the nearest hundred thousand and were summarised using the *Cost of Non-Prevention* report, which provides a complete and detailed breakdown of the direct and opportunity costs of no prevention.

VILLA EL SALVADOR FOR JUSTICE AND EQUALITY – JUSTA PROJECT 

Villa El Salvador joined a global project in 2018 that is piloting new approaches to reduce GBV at the local level.<sup>25</sup> The project, funded by the Government of the Republic of Korea, supports communities to define their own solutions from the identification of the local drivers of violence and identify sustainable financing to design and implement GBV local action plans and UNDP is supporting this process. A preference for localised and participatory planning characterises Peru’s comprehensive legal framework and related national policies guiding local policies (Box 1). **Villa El Salvador is building on these strong values of participatory, multisectoral and community-engaged planning through the pilot’s implementation known locally as *Justa - Villa El Salvador for Justice and Equality (Justa, Villa El Salvador por la Justicia e Igualdad)*.**

<sup>24</sup> PNUD. (2019). El Costo de la No Prevención: Análisis y Recomendaciones para Enfrentar la Violencia contra Niñas y Mujeres desde la Experiencia de Villa El Salvador. Lima. / The Cost of Non-Prevention: Analysis and Recommendations to face violence against women from the perspective and experiences in Villa El Salvador. Lima. Available from: [https://www.pe.undp.org/content/peru/es/home/library/democratic\\_governance/el-costo-de-la-no-prevencion.html](https://www.pe.undp.org/content/peru/es/home/library/democratic_governance/el-costo-de-la-no-prevencion.html).

<sup>25</sup> UNDP Global Project: Ending gender-based violence and achieving Sustainable Development Goals



Supported by an initial extensive stakeholder mapping and community consultations, a network of expert groups was established in 2019. The incorporation of additional women’s organisations to the Instancia beyond the 3 or 4 stipulated by the District Instancia operational guide<sup>26</sup> with 2 representatives per organisation, and their strengthening via empowerment workshops to participate in the planning process were unique and critical factors in elevating the mandated District Instancia to District Instancia Plus in Villa El Salvador. Currently, women’s organizations represent about ¼ within the District Instancia Plus, (8 out of a total of 30 members), additional to the mandatory representation of the health, social protection, education, justice and law enforcement (police) sectors. The Villa El Salvador Instancia includes also groups representing civil society and various NGOs, as well as UNDP, which provides technical support. This was complemented by the formation of additional groups to support more focused planning and advocacy work (**Figure 2**).



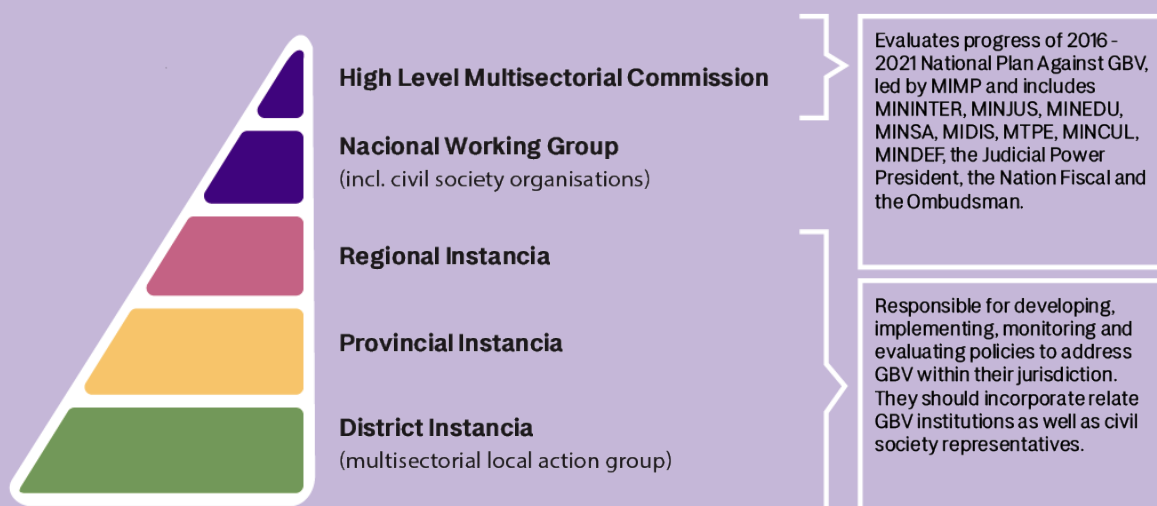
<sup>26</sup> MIMP. (2020). Ley No. 30364; Instancias de Concertacion Regional / Provincial / Distrital. Available from: <https://observatorioviolencia.pe/wp-content/uploads/2020/05/FOLLETO-Instancias-de-Concertaci%C3%B3n.pdf>

### Box 1. Localising national frameworks at the district-level

Peru's legal framework, 2015 Law No. 30364<sup>a</sup>, is conducive to coordinated, multidisciplinary action to prevent and eliminate all forms of violence against women and the family group which aligns with several global and country-specific GBV frameworks (particularly Committee on the Elimination of Discrimination against Women (CEDAW), Beijing 1995, and SDG 5: Gender Equality). Under this national structure, coordinating mechanisms operate at every level of government to develop, implement, monitor and evaluate policies to address GBV in their jurisdictions (known as Instancia - Figure 1). The Instancia engages several GBV institutions and civil society representatives to achieve a multidisciplinary approach to planning and their membership is documented in the District Instancia operational guide.<sup>b</sup> However, there is no specific budget allocation for its implementation at the regional or local levels.

Peru has 1,874 Districts (INEI, 2020)<sup>c</sup> each with the mandate to establish a District Instancia (coordination body to prevent and eradicate violence against women and members of the family group) with mandated outputs by Law No. 30364 to address GBV: 1) the Instancia Action Plan; and 2) the District Protocol to address violence against women and family members. Only 28 of the 42 Districts in Lima had implemented a Instancia by early 2020<sup>d</sup>, although a 2019 an evaluation of the National Plan Against Gender Violence 2016-21<sup>e</sup> noted that most Instancias are not working effectively and strongly recommended strengthening programs that promote the participation of Civil Society Organizations in the monitoring of public policies and strategic actions in the prevention, care, protection and punishment of gender violence. A 2017 evaluation to strengthen the implementation of Law 303064 recommended additional resources in the justice and law enforcement sector to enhance and expand services.<sup>f</sup>

**Figure 1. National System established under Law No. 30364**



<sup>a</sup> MIMP. (2015). Law No. 30364 to prevent and eradicate violence against women and the family (Ley N° 30364 para prevenir, sancionar y erradicar la violencia contra las mujeres y los integrantes del grupo familiar). El Peruano. Available from: <https://observatorioviolencia.pe/ley-30364/> and [https://www.mimp.gob.pe/webs/mimp/ley30364/sobre-ley-30364.php#:~:text=La%20](https://observatorioviolencia.pe/ley-30364/)

<sup>b</sup> MIMP. (2020). Ley No. 30364; Instancias de Concertación Regional / Provincial / Distrital. Available from: <https://observatorioviolencia.pe/wp-content/uploads/2020/05/FOLLETO-Instancias-de-Concertaci%C3%B3n.pdf>

<sup>c</sup> Instituto Nacional de Estadística e Informática. (2020). Perú: estimaciones y proyecciones de Población por Departamento, Provincia y Distrito 2018-2020. Available from: [https://www.inei.gob.pe/media/MenuRecursivo/publicaciones\\_digitales/Est/Lib1715/libro.pdf](https://www.inei.gob.pe/media/MenuRecursivo/publicaciones_digitales/Est/Lib1715/libro.pdf)

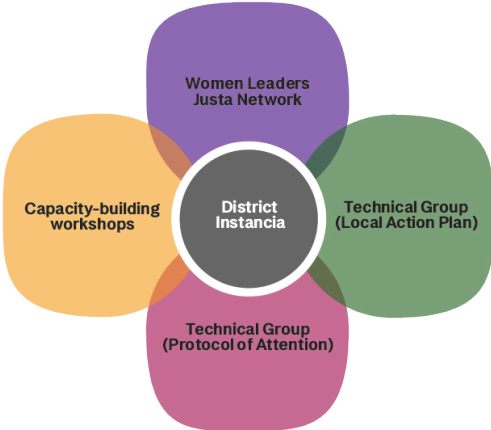
<sup>d</sup> Mesa de Concertación para la Lucha contra la Pobreza. (2020). 28 Distritos de Lima implementaron su instancia de concertación contra la violencia hacia la mujer e integrantes del grupo familiar: <https://www.mesadeconcertacion.org.pe/noticias/lima-metropolitana/28-distritos-de-de-lima-implementaron-su-instancia-de-concertacion-para-la-prevencion-sancion-y-erradicacion-de-la-violencia-contra-la-mujer>

<sup>e</sup> Defensoría del Pueblo. (2019). Segundo reporte del Plan Nacional Contra la Violencia de Género 2016-21. Avances en su implementación a nivel Regional y Provincial. Available from: <https://www.defensoria.gob.pe/deunavezportodas/wp-content/uploads/2019/09/Segundo-Reporte-PNCVG.-Avances-Regionales-y-Provinciales.pdf>

<sup>f</sup> Ley N°30364, la administración de justicia y la visión de las víctimas. Available from: <https://peru.unfpa.org/sites/default/files/pub-pdf/Informe-de-Adjuntia-N-063-2017-DP-ADM.pdf>

Long-standing values for community engagement, solidarity and full representation of women are reflected across planning groups, such as the Justa Women Leaders Network established and promoted as part of the UNDP pilot, which fulfills a vital role in amplifying women’s voices across all stages of the planning process.<sup>27</sup> The Justa Network strengthens the interests, organisation and collaboration among local women’s organisations, facilitating greater participation in planning towards the shared goal of ending violence against women by: reducing tolerance for violence; improving knowledge and access to GBV services; improving conflict resolution among network leaders; improving network leaders’ participation in other political spaces (linking civil society and the State); and co-developing local participatory management tools to prevent and respond to GBV. **The Justa Network’s work was critical in supporting its members to adapt to the challenging conditions of the COVID pandemic, and virtually contribute to addressing GBV during the health emergency.** A guide for the establishment and strengthening local women’s organizations networks will be released to support replication in other Districts.<sup>28</sup>

*Figure 2. District Instancia Plus network operating in Villa El Salvador*<sup>29</sup>



In 2021, a number of measures will be implemented in Villa El Salvador that will facilitate local actions to prevent and respond to GBV, and their rollout will be guided by two comprehensive planning documents developed by the *District Instancia Plus*.

- *The District Instancia Action Plan 2021-22*<sup>30</sup> prioritises interventions to be implemented over 2021-22 to address GBV prevention, protection and evaluation activities to achieve impact at various levels (women, families, and the wider community). The development of the action plan was guided by the COMBOS methodology (a 5-step approach to increase its contextual relevance and sustainability, involving framing a challenge, developing a theory of change, constructing and implementing a roadmap, and evaluating the results).<sup>31</sup> In developing the plan, the District Instancia Plus is divided into four areas (prevention, protection and support,

<sup>27</sup> UNDP. (2021). Local Governance to Address Gender-based Violence through Community Action. Case: Justa Women Leaders’ Network of Justa Project, Villa El Salvador for Justice and Equality. Methodological Booklet Series on Gender-based Violence against Women and Children.

<sup>28</sup> Ibid.

<sup>29</sup> This diagram represents only the UNDP pilot’s work in the Instancia. There are different technical groups in the Instancia that oversee the implementation of different activities by area as listed in the Plan.

<sup>30</sup> Plan de Acción de la Instancia Distrital de Concertación de Villa El Salvador (2021-22). Available from:

<https://es.scribd.com/document/509578386/Plan-de-Accion-de-la-Instancia-Distrital-de-Villa-El-Salvador-2021-2022>

<sup>31</sup> Further information about the COMBOS approach can be read here: <https://sdgintegration.undp.org/combos-approach>



promotion of employment opportunities for women, and public accountability via monitoring and evaluation), supported by corresponding technical working groups. The focus on monitoring and evaluation of the Instancia Action Plan 2021-22 implementation will measure the level of success in achieving key indicators so that cost-effective solutions can be identified and scaled up to achieve efficiency and even greater benefits for women, their families and communities.

- *The District Protocol to address violence against women and family members*,<sup>32</sup> the first one produced in Peru and endorsed by the Municipality, operationalises the integration of GBV services delivered to women and their families across the district to offer comprehensive and timely services that address the unmet need identified by the *cost of no prevention* study.<sup>33</sup> Guidelines related to the *Protocol* are being mandated under District Law to support uptake across local service providers.



Several key achievements characterise the benefits of participatory planning through the District Instancia Plus network, many of which transcend the issue of violence to reflect the greater value of a participatory approach to planning, which benefits whole communities. Local action will mirror these participatory values, with 40 multisectoral and collaborative activities planned over the next two years (**Box 2**). Participatory engagement will also

continue to grow and adapt in 2021. UNDP is working with the Justa network of women leaders to continue important work in responding to the mental health crisis related to COVID-19 lockdowns, by forming alliances for mutual aid and psycho-emotional first aid using the arts as therapeutic tool.

<sup>32</sup> The Protocolo Distrital para abordar la violencia contra mujeres y los integrantes del grupo familiar en Villa El Salvador contains guidelines for intersectoral collaboration and standard operating procedures at the local level to ensure prevention, early response and community participation via the formal protocolization of the women's networks action in Villa El Salvador.

<sup>33</sup> PNUD. (2019). El costo de la no prevención: análisis y recomendaciones para enfrentar la violencia contra mujeres desde la experiencia de Villa el Salvador / The Cost of Non-Prevention: Analysis and Recommendations to face violence against women from the perspective and experiences in Villa El Salvador. Lima. Available from: [https://www.pe.undp.org/content/peru/es/home/library/democratic\\_governance/el-costo-de-la-no-prevencion/](https://www.pe.undp.org/content/peru/es/home/library/democratic_governance/el-costo-de-la-no-prevencion/)

## Box 2. Key achievements and planned activities

### Key achievements of the District Instancia Plus

- Amplifying the voices of the community, particularly the women leaders, in the spirit of *leaving no one behind*
- Building strong and sustainable platforms for cross-collaboration
- Strengthening capacity and knowledge-sharing opportunities via workshops
- Achieving more comprehensive local action plans
- Sustaining high levels of engagement, even after shifting to online meetings due to COVID-19 movement restrictions.
- Giving local visibility to GBV and gender inequality (via artistic murals and art festivals)
- Forming new alliances with public and private sector groups (SDG 17 Inclusive partnerships)
- Monitoring and evaluating the impact of planned interventions

### Summarised local action to address GBV being implemented over the next two years<sup>a</sup>

Objective	Activities	Working groups
<i>Prevention</i>	Undertake prevention activities to engage with adolescents, men and the whole community. Prevention through mental health. Commemorate events that hold significance and recognize the local identity.	<u>17 primary prevention activities</u> Supported by 5 working groups with members representing 12 organisations/groups
<i>Care and Protection</i>	Strengthen response, support and care services for survivors and their families.	<u>4 GBV response activities</u> Supported by 2 working groups, with members representing 8 organisations/groups
<i>Promotion of employment for women</i>	Develop training and job placement programs for women. Increase access to temporary employment.	<u>2 economic activities</u> Supported by 1 working group with members representing 1 organisation/group
<i>Monitoring and evaluation</i>	Monitor progress and impact of the <i>Protocol and Instancia Action Plan</i> . Create a community platform to communicate outcomes and achievements.	<u>17 evaluation activities</u> Supported by 4 working groups with members representing 10 organisations/groups

<sup>a</sup> Plan de Acción de la Instancia Distrital de Concertación de Villa El Salvador (2021-2022)

## SCALING UP ACTION TO ACHIEVE GREATER BENEFITS

The Justa project demonstrates how to establish, strengthen capacity and support local planning groups and has great potential to inform processes in other Districts. To support its replication, the financial and economic costs of the pilot project Justa are being measured and valued to inform the level of investment required to establish and sustain participatory planning and engagement at the local level (**Table 2**).

This costing exercise values the time contributed by the District Instancia Plus to participatory planning as well as the training and empowerment meetings and workshops, since these represent the extraordinary meetings of the Instancia Plus. Forty one (41) meetings/workshops have been held for this purpose from 2018 till early 2021, with an overall estimate of nearly 1,600 hours dedicated by

members of the groups, highlighting the importance of budgeting and planning for sufficient time and intensity for participatory work.<sup>34</sup> UNDP provided ongoing technical support to establish the District Instancia Plus, supporting the capacity strengthening of its members to develop the comprehensive mandated documents to address GBV in Villa El Salvador.<sup>35</sup>

**The economic cost of the Justa pilot is estimated at PEN 869,000 (or USD 256,000) over 2.8 years<sup>36</sup>.** In 2018 alone, GBV cost the community of Villa El Salvador nearly USD 72.9 million (PEN 278 million), which highlights the relative value for money of planning action at the District level to achieve greater impacts.

**Table 2. Costed activities of Justa**

Inception phase (May - December 2018)	Planning phase <sup>a</sup> (October 2018 - ongoing)
<ul style="list-style-type: none"> <li>- Formalising an agreement with the Municipality</li> <li>- District mapping of key stakeholders</li> <li>- Forming planning groups</li> <li>- Community awareness</li> <li>- Technical support provided by UNDP</li> </ul>	<ul style="list-style-type: none"> <li>- Meetings of the <i>District Instancia Plus</i> (Justa network, <i>District Instancia Plus</i>, technical working groups)</li> <li>- Capacity-building</li> <li>- Developing Local Action Plans (incorporating <i>COMBOS methodology</i>)</li> <li>- Technical support provided by UNDP</li> </ul>

<sup>a</sup> The costs of the planning phase were measured up until February 2021 when the District Instancia Action Plan 2021-22 was finalized. Implementation and evaluation of the Local Action Plan, and future participatory engagement activities are excluded in the costing.

The next stage in the process is implementation of the Instancia Action Plan 2021-22 and the Protocol, which has the potential to deliver additional outcomes for the community. While GBV is a human rights issue whereby any woman experiencing violence is one too many, it is estimated that the district GBV activities would need to prevent 486 women from experiencing a year of violence for the initial investment in the District Instancia Plus to pay off (Box 3). That represents only 0.6% of over 80,000 women in Villa El Salvador who are at risk violence every year.

The initial investment in the pilot has also produced a set of tools to support replication in other Districts, who are likely to have access to different resources to support these activities. This includes the roadmap for producing a local action plan to address gender-based violence based on the COMBOS methodology and a district protocol and a guide for establishing and strengthening networks of local women’s organisations, among other resources.<sup>37</sup>

<sup>34</sup> The District Instancia also convened for regular monthly meetings. These meetings are excluded from reporting and costing since the focus is to capture the extraordinary meetings of the pilot dedicated to producing the Plan and the Protocol. The time dedicated to meetings includes an estimate for travel time to attend face-to-face meetings.

<sup>35</sup> The District Instancia Plus meets frequently to fulfill their duties and responsibilities. The cost estimate reflects the time the District Instancia Plus invested in participatory planning meetings/workshops relating to the Justa pilot activities.

<sup>36</sup> Average exchange rate of 1 USD to PEN 3.4 over the pilot’s implementation period; Central Reserve Bank of Peru. <https://estadisticas.bcrp.gob.pe/estadisticas/series/mensuales/resultados/PN01207PM/html>

<sup>37</sup> UNDP. (2021). Local Governance to Address Gender-based Violence through Community Action. Case: Justa Women Leaders’ Network of JustaProject, Villa El Salvador for Justice and Equality. Methodological Booklet Series on Gender-based Violence against Women and Children.



### Box 3. Cost-effectiveness assessment of implementing action in Villa El Salvador

Economic modelling may use a benchmark to assess whether programs are cost-effective.<sup>a</sup> For example, a common one is if a program generates an additional year of quality life at a cost below GDP per capita (PEN 19,400 in Peru<sup>b</sup>). This is a proxy of the economic productivity of a healthy individual.<sup>c</sup> Applying this conservative benchmark would mean the PEN 869,000 invested in participatory planning activities to date would need to avert violence for at least 486 women to be good value for money. This does not account for the incremental cost of implementing the Plan's activities.

For every additional PEN 1,000,000 invested in the participatory process, or invested in implementing the plan, an additional 559 women prevented from experiencing violence would be enough to break even (0.7% of the estimated 80,000 women impacted by GBV on an annual basis).<sup>d</sup> Multiple prevention and support activities are being planned over the next two years, and are expected to have significant overall benefits, making this a good use of public resources.

Local context is equally important in assessing program cost-effectiveness a. Comparative local priorities, budget availability and constraints, and feasibility and access to solutions must also be considered. Having this participatory planning mechanism established in Villa El Salvador (the District Instancia Plus) will support more explicit exploration of these context-specific factors in delivering and assessing this next phase of the process.

<sup>a</sup> Marseille, E et al. (2015) Thresholds for the cost-effectiveness of interventions: alternative approaches, Policy and Practice. Available from: <https://www.who.int/bulletin/volumes/93/2/14-138206.pdf?ua=1>

<sup>b</sup> Average GDP per capita in Local Currency Units in Peru over 10 years (2010-2019). Available from: <https://data.worldbank.org/indicator/NY.GDPPCAPCN?locations=PE>

<sup>c</sup> A more conservative benchmark that may better reflect the opportunity cost to the health budget is half GDP per capita.

<sup>d</sup> Estimated impact in women aged 18-65 years, taken from The Cost of No-Prevention: Analysis and Recommendations to face violence against women from the perspective and experiences in Villa El Salvador. Available from: [https://www.pe.undp.org/content/peru/es/home/library/democratic\\_governance/el-costo-de-la-no-prevencion.html](https://www.pe.undp.org/content/peru/es/home/library/democratic_governance/el-costo-de-la-no-prevencion.html)

## CLOSING STATEMENT

Emergencies such as the COVID-19 pandemic are known to exacerbate GBV, producing health, social, economic and intergenerational costs for women, their families and communities.

The upfront investment in establishing and strengthening a multisectoral District Instancia Plus in Villa El Salvador incorporating survivors' voices and strengthening womens' groups prior to the pandemic has reaped additional benefits during the pandemic, when localized GBV prevention and response services are most needed.

Thus, this was an investment not only in GBV prevention and response, but also in community engagement and emergency preparedness, as it has increased local resilience to adapt to the health emergency and ability to meet the needs of survivors and women at risk (for instance, supporting the Justa Network in responding to the mental health crisis related to COVID-19 lockdowns, by forming alliances for mutual aid and psycho-emotional first aid). The District Instancia Plus strengthened mechanism is impacting the mitigation of community losses and suffering during the pandemic and supporting recovery efforts. This effective investment is a fraction of the estimated 2018 economic and societal costs of no prevention, which is likely to be even higher in the COVID-19 context.

## RECOMMENDATIONS

The following recommendations will facilitate the transition of any District Instancia to *District Instancia Plus* for replicating the participatory engagement to develop the mandated District Instancia Action Plan and District Protocol to address violence against women and family members.

1. Identify women leader networks and strengthen their capacity for integration within the *District Instancia Plus* to address GBV and reduce community tolerance towards GBV. A survey conducted by the GRADE research consortium for UNDP in December 2019 found that the women leaders of the Justa Network show less gender stereotypes towards violence compared to the women who responded to the National Survey on Social Relations (ENARES).<sup>38</sup>
2. Extend participation in the District Instancia to more women's organisations beyond the 3 or 4 stipulated by the District Instancia operational guide,<sup>39</sup> and fully recognise them as an organised group addressing GBV, rather than only as survivors.
3. To enable replication and national scale-up of the District Instancia Plus, UNDP's coordination and catalytic role within this pilot could be performed by a strong local NGO.
4. Conduct local context baseline GBV studies to assess the prevalence drivers and cost to families and communities within the COVID pandemic environment to make a case for addressing and investing in GBV and to inform the design of local action plans.<sup>40</sup>
5. Ensure that the Local Action Plan articulates shared roles, responsibilities and political spaces, and covers a minimum of 2 years for a longer-term impact evaluation via a monitoring and evaluation framework developed and applied at strategic timepoints.
6. Build alliances for shared resources and positive impact in the short and longer-terms.<sup>41</sup>

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<sup>38</sup> Findings of Villa El Salvador's Women's Survey on Violence against Women. Consultancy report by Wilson Hernández requested by UNDP, 2019.

<sup>39</sup> MMIMP. (2020). Ley No. 30364; Instancias de Concertación Regional / Provincial / Distrital. Avialable from: <https://observatorioviolencia.pe/wp-content/uploads/2020/05/FOLLETO-Instancias-de-Concertaci%C3%B3n.pdf>

<sup>40</sup> Previous statistics were only available at the provincial level and were more focused on capturing tolerance for GBV. The cost of no prevention (PNUD, 2019) was the first study to measure GBV's economic, social and emotional costs in the local context borne by families and communities, and provided a critical baseline for prioritising action in the Instancia Action Plan 2021-2022.

<sup>41</sup> This pilot developed alliances with the private sector (Natura cosmetic brand, Bank BBVA), NGOs and academics, with universities students participating with proposals on how to improve youth engagement in Villa El Salvador.



## KEY CONTACTS

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## FURTHER RESOURCES

- Instancia Distrital de Concertación de Villa El Salvador. (2020). *Protocolo Distrital para abordar la violencia contra mujeres y los integrantes del grupo familiar en Villa El Salvador*. Available from: <https://observatorioviolencia.pe/wp-content/uploads/2021/04/Villa-el-Salvador-aprueba-Protocolo-para-abordar-la-violencia-contra-las-mujeres-e-integrantes-del-grupo-familiar.pdf>
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