



# Operational and results-based evaluation of the **National Plan for eradicating Gender Violence towards Children, Adolescents and Women in Ecuador 2008-2017**



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## OBJECTIVES AND SCOPE OF THE EVALUATION

The policy against gender violence in Ecuador between 2008 and 2017 was primarily articulated through two instruments: The National Plan for eradicating gender violence towards children, adolescents and women in Ecuador (PNEVG) drawn up in 2007 and its 2015 Action Plan (AP). The congruence and relevance of the **design (SO1)**, the **implementation level (SO2)** and the **results** obtained (**SO3**) of both plans were evaluated within a 10-year timeframe and at the national geographic level in Ecuador, considering the incidence and the territorialisation mechanisms at the provincial and cantonal level.

## OBJECT OF THE EVALUATION

### PNEVG 2008-2017 -Strategic Objectives

**SO1:** Contribute to the transformation of the **social imaginary** and the practices that naturalize gender violence.

**SO2:** Ensure the protection and restitution of rights of victims of gender violence, ensuring the design and operation of the **comprehensive protection system**.

**SO3:** Reduce impunity by guaranteeing victims of gender violence, **access to justice** free of charge, speed and immediacy.

**SO4:** Systematically develop **qualitative information**, as well as technological support on gender violence in its different manifestations.

**SO5(2015):** Guarantee the consolidation and sustainability of an **active and sufficient institutional framework** for the eradication of gender violence within the framework of the new Ecuadorian Constitution.

### Institutions part of the policy

**Entities governing the Plan** (MINGOB, MDI, MJDHC) and the **Inter-institutional Commission of the PNEVG**.

**Sector ministries** that participated in the implementation (MINEDUC, MIES, MSP), CNIG, CNII, Prosecutor's Office, Judicial Council.

National Network of Shelters, Cantonal Councils, Gender Offices of Municipalities, Cantonal Intersectoral Tables and NGOs.

SENPLADES, UN Women.

### Relevant national and international legal framework for the policy

**NATIONAL REGULATIONS:** **Law 103** (1995) against Violence against Women and the Family, Criminal Code of 2005, Constitution of the Republic of 2008, Organic Code of the Judicial Function of 2009, **COIP 2014**, **PNEVG Acts** (629/2007, 1109/2008, 4389/2014, 560/2018).

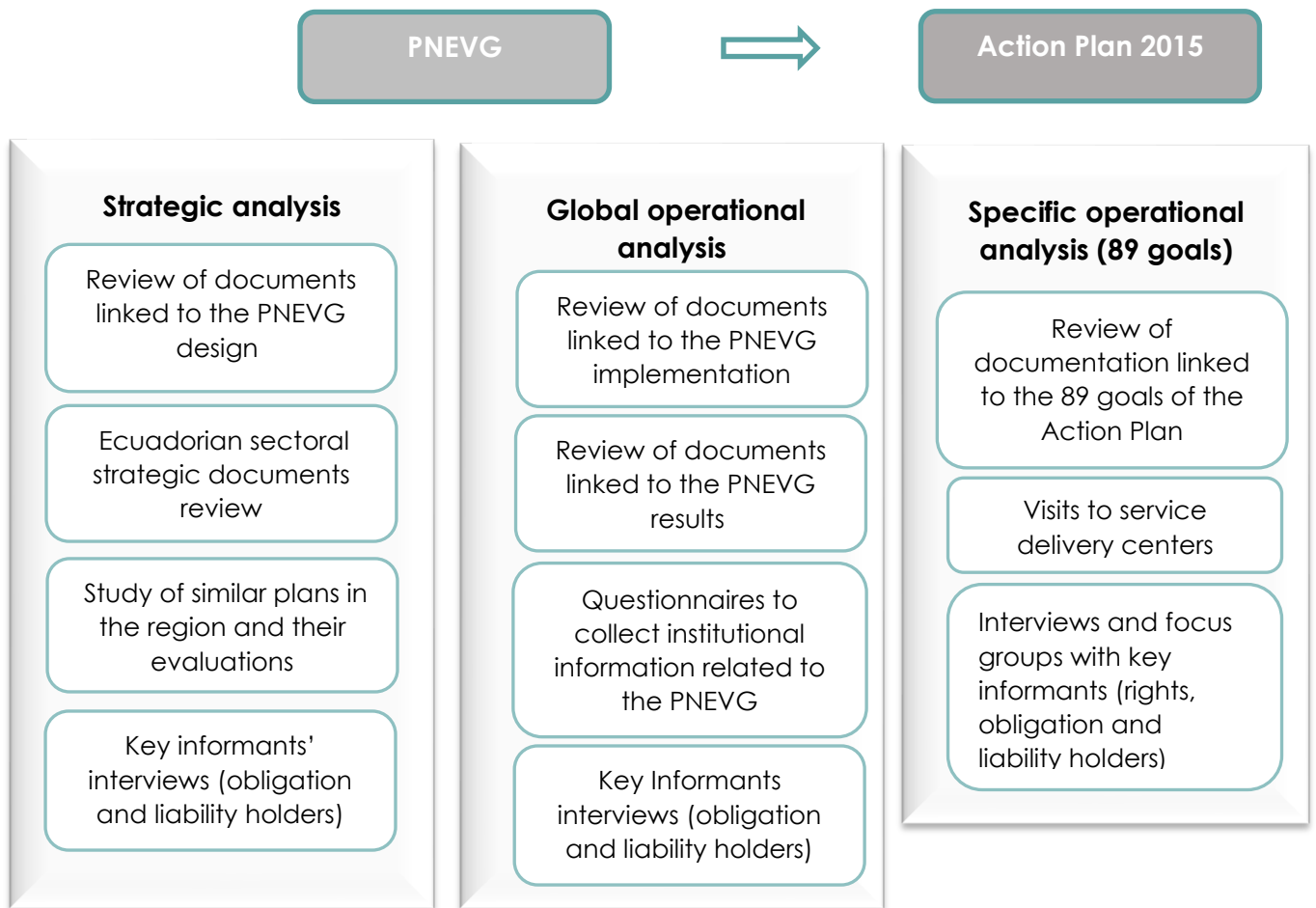
**NATIONAL DEVELOPMENT POLICY:** National Development Plan (2007-2010), National Plan of Good Living (2009-2013 and 2013-2017)

**INTERNATIONAL FRAMEWORK:** **CEDAW (1979)**, Resolution 48 of the UN GA-1993, Vienna Declaration (1993), **Belén do Pará Convention** (1994), Beijing Platform of 1995, Brasilia Rules 2008 / Santiago Guides on Attention to Victims and Witness Protection (2008).

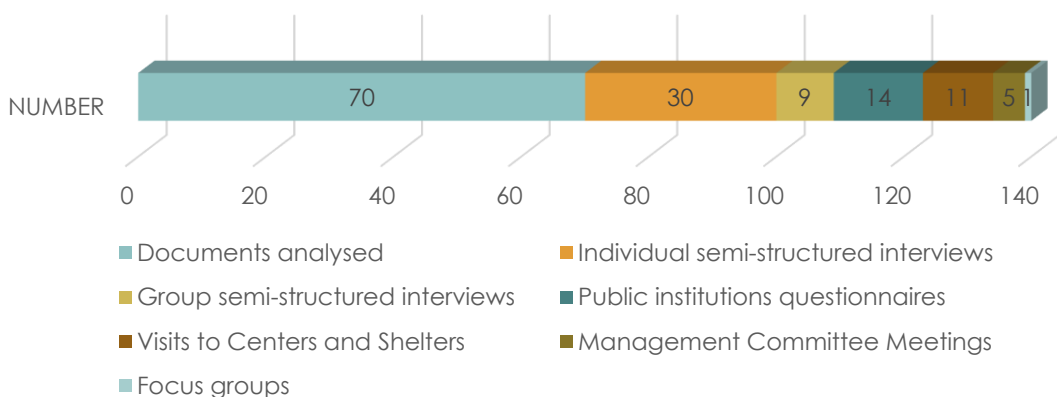
## ANALYSIS MODEL

The evaluation takes the comprehensive structured approach of the Stufflebeam CIPP model based on the assessment of four elements: Context, Input (design), Process (implementation) and Products (results). That analytic approach was chosen according to the permeability of the policy with other social and regulatory elements especially in its early years.

Due to that nature of the policy, the object to be evaluated was analysed from a triple perspective: strategic (national, thematic), global operational (implementation and results of the PNEVG) and specific operational to the 89 goals of the Action Plan. Information gathering was carried out in 7 provinces of the country.



## INFORMATION GATHERING TOOLS



## CONCEPTUAL AND CONTEXTUAL LOGIC OF THE POLICY

**C1. Definition of the policy and the problem addressed:** The PNEVG, both in the 2008 document and in its 2015-2017 Action Plan, does not contain a clear and narrow definition of the public problem, object of the policy. There is a confusing use of the concepts of gender violence, domestic violence, violence against women and sexual violence.

**C2. Alignment and concordance of the PNEVG with the PNBV (National Plan of Good Living):** In general terms, there is a high degree of alignment and agreement between the content of the PNEVG and the main strategic document of Ecuadorian development, the PNBV 2013-2017.

**C3. The Institutional framework of the PNEVG** has not been explained and developed in all its extension and complexity. A new axis (5) was incorporated in the 2015-2017 Action Plan related to the institutional framework which is intended to complete the previous implementing approach with new political and organic mandates resulting from the institutional reform of the country; this has made the institutional map more complicated and complex by converting an important part of these actors into policy recipients.

**C4 Subject of rights:** Although the PNEVG and its Action Plan incorporate a good part of the provisions of the CEDAW and the Convention of Belém do Pará, the subject of rights is not limited only to women, but also includes children and adolescents; the latter benefit tangentially from the actions of the policy.

## CONGRUENCE AND STRUCTURAL ALIGNMENT OF THE PNEVG AND ITS AP



**C6. Sizing of the problems addressed by the PNEVG 2008:** the formulation of objectives is not well supported in the diagnostic of problems or needs, largely due to the absence of data that advise the development of the registration system (AXIS 4).

**C7 Vertical logic:** the PNEVG in its 2008 version presents an unstructured vertical logic. The Action Plan introduces a new logic that includes the definition of the axes of the initial Plan of 2008. The continuity of the policy lies in this connection, but its growth towards other areas allows us to confirm, that the Action Plan exceeds the scope of the original Plan, from the point of view of the formulation

**C8. The PNEVG matrix in its 2008 version presents a non-traceable horizontal coherence.** The nominal sequence chosen (Results / products, objectives, activities, goals ... etc.) is not used in the same way in all axes. The Action Plan commits to a new system articulated around 80 strategic actions by typology, associated to 89 goals set for compliance in 2017, which initially lacked associated indicators.

## IMPLEMENTATION OF THE PNEVG

**C9. The institutional framework of the PNEVG** has been characterized by a lack of clarity in the competences and functions both in the institutions involved - sectoral ministries - and in the inter-institutional coordination of the Plan.

**C10.** The elaboration of the 2015-2017 Action Plan, establishment of the National Crusade for the Eradication of Gender Violence in 2017 and the process of elaboration and approval of the Comprehensive Organic Law for the Prevention and Eradication of Gender Violence against Women in 2018 before its approval in 2018, are **three fundamental milestones** of inter-institutional coordination in the implementation of the PNEVG in which the SDH has played a key role.

**C11. The continuous rotation in personnel** in charge of compliance with the Plan in each of the institutions involved hindered the continuity of the implementation processes; it required constant effort and investment in the development of skills and knowledge on the policy for new staff.

**C12. The political will or the commitment of the authorities** to the policy of the PNEVG significantly affected its implementation; some actions were driven or hindered depending on the degree of commitment of the authorities.

**C13. The current Ecuadorian legal framework** is mostly favourable for the implementation of the policy for the eradication of gender violence. However, the application of some procedural instruments may result in a lack of protection for the victims.

**C14.** The main socialization mechanisms used have been **training and awareness** raising, especially for public officials who come into direct contact with victims of violence.

**C15.** The effective mainstreaming of the Plan did not occur at the level of all the ministries involved; only MINEDUC and MDI stand out in their performance in this regard.

**C16. The institutional articulation at territorial level** through intersectoral worktables created in most of the provinces of the country did not have the planned operation which weakened the decentralization in the implementation of the PNEVG.

**C17 and 18. The lack of a specifically allocated budget** for the PNEVG has been a determining obstacle in its implementation; during the validity of the AP, only the MJ as governing body, had a significant budget, mostly allocated in the axis of attention for women in centres and shelters. Although the PNEVG did not directly execute actions or have own resources to do so, it was a benchmark that facilitated the implementation of sectoral actions and the support of international cooperation. The mixed financing model (State-civil society-international cooperation) used in the project for centers and shelters contributed to achieve the objectives of this axis.

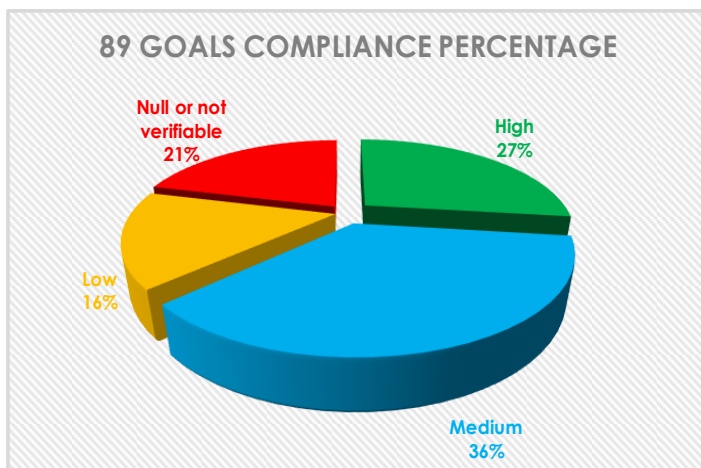
**C19. The monitoring and evaluation mechanisms** were poorly implemented, both at the inter-institutional level and within each institution.

## PNEVG RESULTS

**C20. Overall compliance level of the Action Plan was medium high.** From a general perspective, the AP has achieved intermediate performance with an upward trend, while achieving a medium-high compliance of 63%, close to two thirds of the total goals.

**C21. The fulfilment of goals by axis** has had an unequal scope, from 50% compliance for Axis 4 up to 88% achieved by Axis 3. The analysis of goal compliance according to axes shows that the percentage is higher in Axis 3 (88%) corresponding to improving access to justice for victims of violence. Axis 4 is the one with the lowest compliance with 50%, since the implementation of a single system for registering cases of gender-based violence could not be formalised.

**C.22 The Mineduc has been the institution with the most effective performance** in achieving the goals of the Plan.



GOAL COMPLIANCE LEVELS	% APPROXIMATE PERCENTAGE	ASSESSMENT
HIGH	60-100	The goal was met in full or almost
MEDIUM	21-59	The goal was partially met but in a substantial percentage
LOW	1-20	The goal was partially met but scarcely
NULL/NO VERIFIABLE	0	The goal was not implemented at all or there is no information on compliance

**C.23. Inter-institutional coordination** is the common element of the goals that present the highest level of non-compliance. The goals that register the highest level of non-compliance are related to the development of subsystems, standards or technical procedures that affected several institutions

**C.24.** The PNEVG identifies as **subjects of public policy** "children, adolescents, young people, adult there is a contradiction between the defined subjects, and their concretion in planning and practice.

**C.25 The PNEVG has had a significant impact** on strengthening the system of integral protection and access to justice, and to a

lesser extent in the transformation of sociocultural patterns and creation of a unique registration and information system. The system of integral protection has been significantly improved, mainly due to the establishment of care centres and shelters throughout the country. Access to justice is extended, largely by the progressive legal reforms that embrace a more omni-comprehensive concept of gender violence, the creation of specialized units and the mechanisms for enforcing rights of women victims of violence, although negative perceptions persist regarding the prompt and diligent judicial decisions and the treatment of the victims in police and judicial units.

## STRATEGIC LEVEL

**R1.** There is **no need to elaborate a new National Plan** –like the one evaluated–, but a planning around operational tools that further develop the mandates of the Comprehensive Organic Law for the Prevention and Eradication of Gender Violence against Women (LOIPEVM, 2018) which refers to “comprehensive policies, monitoring mechanisms, monitoring and evaluation; and, measures for the prevention, attention, protection and integral reparation of the victims, as well as the re-education of the aggressor ... ”(Art. 1).

**R2.** It is essential to clearly and unequivocally **define and delimit the complex problem of gender violence** by establishing a consensual concept, in line with regional advances and with Ecuadorian regulations (LOIPEVM, 2018).

**R3.** It is recommended that the new Plan be governed by national regulations (LOIPEVM) and international regulations and focus on **women of all ages**. It is worth clarifying that this does not exclude indirect or collateral victims of violence against women, who will require attention and protection, as specified in articles 7 and 31 of the Ecuadorian law.

**R4. and 5.** Define an **institutional framework**, which includes both the holders of responsibilities and holders of obligations related to the policy, including an analysis of capacities, needs, potential, as well as a clear delimitation of responsibilities, tasks and functions thereof. It must ensure compliance with Chapter I of Title IV of the LOIPEVM on the NATIONAL SYSTEM FOR THE PREVENTION AND ERADICATION OF GENDER VIOLENCE AGAINST WOMEN through an own axis of governance and/or a specific work plan of the governing body that welcomes the territorial level endowed with clear competences and orientations to participate in the execution of the actions proposed in the policy.

**R6.** Consider the **international framework** (Agenda 2030) and the **articulation with other national planning instruments**, such as the National Agenda for the Equality of Women and LGBTI people, and specific sectoral policies.

**R7.** Guarantee **national coverage** in all the axes of action of the policy, through coordinating with the local governments and organizations, both for the socialization of the policy and for the achievement of its objectives.

**R8. Create spaces for social oversight** of the policy such as user committees of services or judicial observatories for cases of violence against women.

**R9. Allocation of an annual budget** by the competent institutions for the fulfilment of the corresponding goals and actions, under Art. 49 of the LOIPEVM Law.

**R10.** Establish synergies, alliances and rely on mandates of international organizations and development agencies through national **funding platforms** in a way that complements the national budget and strategically reinforces the priority nature of the policy against gender violence.

## OPERATIONAL LEVEL

**R11.** Define the **framework for action** in a limited period and an intervention logic with greater degree of coherence both vertical and horizontal. A results chain methodology should be employed, without using explanatory conjunctions or means to state the different elements, which would avoid blending between different results levels and respect the intervention logic.

**R12.** Inclusion of **different types of indicators**: structural, process and result, or by levels: level 1, level 2, level 3, that meet quality standards (SMART Methodology).

**R13.** Incorporation of **gender, intercultural, human rights, intergenerational, integral and intersectional approaches** expressed in concrete actions and measures that ensure the public policy of eradication of violence is permeated by all these dimensions.

**R14.** Create an **information and registration system**, pending subject of the previous policy. It should take as a basis the obstacles analysed in the results section; it is recommended that its progressive implementation be designed from a selection of priority indicators that are already in use (INEC Survey 2011).

**R15.** Develop initiatives in the **educational field** aimed at questioning gender stereotypes and social and cultural patterns, including the Ministry of Culture in actions related to violence prevention and replicating some of the campaigns that took place during the validity of the PNEVG ("React Ecuador, machismo is violence").



**R16.** Maintain and strengthen a **mixed model of care and protection** by expanding its territorial coverage, providing adequate resources and improving the management of the care centres and shelters, ensuring the availability of information on resources and services for victims.

**R17.** Strengthen the work of **restitution of rights to women victims of GBV** through access to housing, healthcare,

education for their sons and daughters, and paid work that allows them to achieve their economic autonomy and the implementation of a case tracking system for processed cases.

**R18.** The new plan requires a section explaining the **specific monitoring system**, clearly differentiated from the **evaluation** process. This monitoring system must be transversal, agreed among the participating institutions and must integrate both qualitative and quantitative information, starting from a baseline such as that provided by the National Survey on violence against women.



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