

ORIGINAL ARTICLE

National Gender Equality Policy and Stakeholder Management

SUMMARY

Four years after the implementation of Decreto Supremo 008-2019-MIMP, Política Nacional de Igualdad de Género (2019), it is perceived that the situation regarding structural gender-based violence is not meeting the goals established in it, which indicates inadequate management of different interests of the groups involved. In this perspective, it is proposed to identify the relationship between the Política Nacional de Igualdad de Género y la Gestión de Interesados. A research was carried out with a quantitative approach, with a non-experimental design, applying surveys to a population of 57 representatives of institutions that designed and formulated the Política Nacional de Igualdad de Género (PNIG). The results of the research report the existence of a direct and significant relationship between the Política Nacional de Igualdad de Género y la Gestión de Interesados ($r=0.8$) variable. It was shown that the data can be generalized. It was concluded with the absence of the application of Stakeholder Management methodologies in the design and formulation of the Política Nacional de Igualdad de Género.

Keywords: discrimination; gender; equality; stakeholders; public policies.

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INTRODUCTION

In April 2019, the Ministerio de la Mujer y Poblaciones Vulnerables (MIMP) published Decreto Supremo 008-2019-MIMP, the National Gender Equality Policy, in order to reduce structural discrimination against women due to gender reasons. From the process of designing and formulating public policy, stakeholders showed their intention to reluctantly intervene in the objectives of public policy.

Currently, Peru is ranked 37th out of 146 countries in the global ranking of gender equality (World Economic Forum, 2022), whose purpose is to discuss strategies to face the challenges of the international market. Among the most notable discussions is the goal of reducing discrimination against women; However, in our country, according to the publication of the Instituto Nacional de Estadística e Informativa (INEI, 2021), one in three women between the ages of 16 and 45 suffered violence at some point in their lives from their partner. In 2022, the Defensoría del Pueblo (2022) warned of the occurrence of 137 feminicides nationwide and 5,381 warning notifications for missing women. All this shows that there is -undoubtedly- a public problem that must be addressed urgently.

The National Gender Policy, within its design and formulation process, distinguished the public problem that was the subject of intervention and delimited it as “La discriminación estructural contra las mujeres” [Structural discrimination against women] (Decreto Supremo 008-2019-MIMP, 2019, p. 10). It is important to mention that for Bardach (1981), public problems are products of social constructions and are not objectively elaborated, but are delimited by a series of tensions and social conflicts that, finally, will define them through stakeholders legitimized by the state. Roth (2002) agrees with this position and mentions the interpretation of reality as a way out of the struggle of interests of the stakeholders participating in a public policy. By constructing and defining the problem, one already notices what the participation of the main stakeholders (cooperators or opponents) in public policy will be like. The definition of the problem will guide the direction of public policy (Urrea Ballesteros and Valencia Santafé, 2017).

On the other hand, public policies, when executed with public resources and materialized with administrative acts that exercise legal effects on the population in general, will obviously always generate conflicts. In that sense Wilson (1974), based on a paper by Lowi (1972), explains that public policies will always have a cost that “someone” will assume and, in the same way, they will provide benefits to “others” who will enjoy them. Thus, Wilson (1974) identifies four basic forms of public policies based on the characterization of the beneficiaries and those responsible for their costs.

Public policies have identified audiences as beneficiaries (concentrated) and, at the same time, entities or people who assume the costs are not delimited (diffuse). These policies are also defined as distributive or “client-based” policies, because everyone’s budget is invested in a small group. This kind of policy generates almost no conflict (Wilson, 1974).

On the other hand, public policies that present delimited beneficiaries and, in turn, entities responsible for the costs that are also identified (concentrated), are called “redistributive” because they focus on specific interest groups. This type of policy is what generates conflict in public management.

Public policies whose costs are assumed by people or institutions that are not delimited (diffuse) and at the same time the beneficiaries of the same public policy are not defined (diffuse) are known as institutional policies, since they seek to influence the government system or the state administrative system. This type of public policy generates little conflict.

Finally, those public policies whose costs are reduced to a specific group (concentrated) but at the same time have indeterminate beneficiaries (diffuse) are called “regulatory”, since their interest is to limit the freedoms of individuals. This policy is the least popular as it generates the most conflict.

It is obvious that in the formulation and design of public policies, the interests of legitimate or illegitimate stakeholders are constantly articulated due to the social costs and benefits. Often, the lack of management of these interests determines the failure of the

objectives of certain public policies, since, as Dahl (2003) mentioned, it is through interest groups that citizens externalize their cooperation or opposition to the public agenda, contradicting Schmitter (1982) and Lindblom (1982), who always considered organized groups with great power as those that influence the public agenda of any territory. In the case of the National Policy for Gender Equality, the logical framework method was used for its design and formulation, whose emphasis on the analysis of interest groups is superficial.

Stakeholder Management has been a topic addressed for approximately 40 years, when Freeman (1984) introduced the term “stakeholder” into the language of business strategy, management and corporate responsibility. From that year to the present, studies increased exponentially until today. A stakeholder is defined as “un grupo o individuo que pueda afectar o ser afectado por el logro de los propósitos de una corporación” [a group or individual who can affect or be affected by the achievement of the purposes of a corporation] (Freeman and Mc Vea, 2005, p. 122). If the aforementioned concept is taken to the production process of a public policy, the definition would be an entity that impacts or can be impacted by the objectives of the public policy, and depending on its impact it will be an entity that is cooperative or reluctant to its objectives.

Problematic situation

In June 2016, the Ministerio de Educación (MINEDU) of the Peruvian State approved the National Basic Education Curriculum, which gave rise to a heated social debate about the “Gender Equality Approach.” The opponents of the management instrument, under the campaign “Don’t mess with my children” and “No to gender ideology” objected to the curriculum for a paragraph that literally stated: “Si bien aquello que consideramos femenino o masculino se basa en una diferencia biológica sexual, estas son nociones que vamos construyendo día a día, en nuestras interacciones” [Although what we consider feminine or masculine is based on a biological sexual difference, these are notions that we build day by day in our interactions” (Resolución Ministerial 281-2016-MINEDU, 2016, p. 23). Opponents maintained that the

meaning of the phrase interprets the definition of genders not by biological causes but by social constructions, therefore, it encourages childhood promiscuity, homosexuality and confusion of identities (León and Leyton, 2017, p.2). The final result was that the group opposing the educational policy managed to extinguish it. It should be noted that the curriculum submitted at that time proposed interesting innovations such as development by competencies, capabilities, and the establishment of learning standards measured by performance. Likewise, it proposed educational training supported by principles and values such as equality, diversity, non-discrimination, peace and democracy, to form independent, free, analytical and responsible human beings. It can be concluded that for a paper whose wording was not clear and which, furthermore, was irrelevant to the substance of the matter pursued by the norm, it was vilified in all its parts. Many opponents recognized that the absence of these lines in the 2016 national basic education curriculum would have promoted the total support of the Congress of the Republic and perhaps would not have caused any social mobilization.

Since that moment, in Peru any action by the State that involves the issue of “gender equality” or “gender approach” generates resistance or opposition on the part of stakeholders that, in an organized manner, try to intervene to nullify its social application. It is understood that the promulgation of the National Gender Equality Policy was not unrelated to this process and social tensions currently continue regarding the implementation of this public policy.

Peru is a country that has resisted innovative social reforms, from its Independence process, since it was the last country to demand it, until the Agrarian Reform, whose execution took place when the rest of South America had already implemented it. Peru was the last country in the region that recognized women’s right to vote (1955), when this right was applied in Ecuador around 1929. Likewise, today it is seen that the rights of the Lesbian, Gay, Bisexual and Trans (LGTB) community are recognized in several countries in the region such as Chile and Argentina, while in Peru it is still a pending issue. Ignoring the fact that the Peruvian State

slowly accepts the processes of social change can make public policies that aim to carry out social reforms fail.

De Trazegnies (2000) explains this phenomenon through the concept of “traditionalist modernization”, which suggests that Peruvian society accepts elements of capitalist modernization but there is reluctance to social segmentation change; that is, it seeks modern ideas, but preserving traditional hierarchies.

A conflict is defined as the encounter of positions or interests that are generally exclusive and insoluble among themselves, whose resolution requires imposition or persuasion, which is consistent with what was stated with Folger and Baruch Bush, (1997). Although the conflict appears to be a paralyzing process, in reality it is quite the opposite. From the evolutionary point of view, conflict is the incentive for scientific advances and the development of humanity. The way to satisfy the objectives of two or more parties that collide with each other makes us look for new ways of doing things. As Alzate Sáez de Heredia (1998) mentions, the problem is not the conflict but its resolution, since there is a wide range of possible scenarios in which the conflict is dissolved, from negotiation to the imposition of conditions through violence.

This is how the tool called “Stakeholder Management” tries to resolve or manage conflicts within the range of persuasion and avoiding, as much as possible, reaching the level of imposition. It attempts to guide the different interests of actors according to their level of power, legitimacy or urgency, which cannot be mixed with each other, so that objectives are achieved efficiently. It is important to mention that stakeholder management must always be within a framework of legality, so that their actions are always compatible with the law.

Sometimes, the interests of the stakeholders are sealed so that they are not easily visible in the National Gender Equality Policy. Opposition actors do not clearly express the ideas that underlie their disagreement: therefore, it is necessary to cautiously investigate the ideas that motivate their antagonism and see how to ensure that their impact is as minor as possible on the objectives of public policy or

to evaluate, in any case, to what extent they can give in their position.

The National Gender Equality Policy emerged as an attempt by the State to reduce structural discrimination against women based on gender. Its purpose is not only legitimate but urgent. However, due to the social environment it faces, it was highly expected that opposing interests would express their resistance or antagonism.

National Gender Equality Policy

Since the implementation of the National Gender Equality Policy in 2019, the gender inequality index has been reduced by almost six hundredths. Although it is an important achievement, on the issue of inequality, Peru is still ranked 87th out of 162 countries (Centro Nacional de Planeamiento Estratégico [CEPLAN], 2022a). This means that it is still among the countries with the greatest inequality in the region, which is consistent with the study carried out by Del Carpio Castro and Avolio (2023) that places Peru among the last countries, with a score of 42.3 in the Index of Social Development of Women and Men.

Among the strategies of the National Gender Equality Policy of Peru is the involvement of almost all the country’s ministries through the Comisión de Alto Nivel para la Igualdad de Género (CONAIG), the strengthening of the capacities of the Ministerio de la Mujer y Poblaciones Vulnerables, among other actions such as the specialization of provincial prosecutors’ offices in cases of feminicides, the creation of Women’s Emergency Centers, the approval of the Plan Nacional de Capacitaciones de Jueces on justice with a gender perspective, and others. However, the results are not optimistic.

The purposes of the National Gender Equality Policy are to achieve the reduction of gender-based discrimination against women, in addition to the reduction of violence against them; guarantee the exercise of their rights to sexual and reproductive health, and the exercise of the economic and social rights of women; reduce institutional barriers that hinder equality in the public and private spheres and, finally, reduce the incidence of discriminatory sociocultural patterns in the population (Decreto

Supremo 008-2019-MIMP, 2019). These goals of the National Gender Equality Policy are not being achieved according to their own schedule, which is why this article aims to explain, in part, the reasons for the slow implementation of this public policy (CEPLAN, 2022a).

Stakeholder management

The stakeholder management tool aims to identify stakeholders with power, legitimacy and urgency who are affected or affect the objectives of public policy. We seek to know their aspirations regarding these objectives, whether cooperative or reluctant, and plan their positive involvement; that is, compatible with the objectives of public policy, to the extent possible after classifying them.

As seen in the contextual part of this paper, the 2016 National Basic Education Curriculum was rejected because it presented a paragraph that violated the belief system of a sector of the population, not because the document was inaccurate or presented substandard conditions regarding its strategy to raise the educational level. It was questioned for a phrase that did not make the definition of "gender" clear. That is, if the 2016 basic education curriculum had had another wording regarding that paragraph, it would not have been rejected but approved.

Knowing the interests of the stakeholders involved to be taken into account in a plan for their adequate management increases the chances of success of public policy, even if these interests avoid questioning their belief system. This does not mean that the State has to think about not affecting the susceptibilities of the population, since in any case, as Weber (2019) mentions, the State has a monopoly on violence and within its power is the legitimate use of force. The issue is not about the exercise of State power but about developing strategies that identify the stakeholders, classify them according to their level of power, urgency and legitimacy; establish actions so as to achieve the adhesion of the stakeholders to the objectives of the public policy or, in the worst case, mitigate to the extent possible the adverse reactions of the stakeholders opposing the objectives of the public policy.

METHODS

Valid and reliable questionnaires were applied to 57 representatives of institutions involved in the design and formulation of the National Gender Equality Policy in October 2022. The questionnaire used to obtain results on the National Gender Equality Policy variable had 16 items, and 16 items for the Stakeholder Management variable. Tables 1 and Table 2 show the number of dimensions and indicators for each of the respective study variables. The author of this paper developed the instruments; the content was validated through expert judgment, and the reliability analysis was carried out by calculating Cronbach's alpha coefficient, the results of which are shown in Table 3.

As the variables are not normally distributed with respect to their variance, due to the small sample, it was decided to use non-parametric tests.

RESULTS

Table 4 shows that the KS normality test (which is used to see if the variables have a normal distribution) demonstrates that the National Gender Equality Policy and Stakeholder Management variables are not normally distributed, showing a level significance of 0.00 (p -value < 0.05). In this way, given that both variables are not normally distributed, it was decided to use non-parametric hypothesis tests; in this case Spearman's Rho. Table 5 shows that both variables are related significantly and with high intensity (correlation coefficient of 0.80).

By having a significant association level of the variables, the National Gender Equality Policy should have considered with more emphasis the tools proposed by Stakeholder Management, especially since it is a type of public policy that generates high conflicts due to its characterization as client-based policy. This would explain the resistance of interest groups to the design and formulation of public policy.

Spearman's correlation coefficient measures a monotonic trend between the two variables because it is based on the ranges of values shown. That is, the variables tend to move in the same relative direction, but not necessarily at a constant rate. The objective of this

Table 1
Dimensions of the National Gender Equality Policy variable

Dimensiones	Indicators
Public policy design (PNIG)	Delimitation of the public problem.
	Enunciation and structuring of the public problem.
	Determination of the desired future situation.
	Selection of solution alternatives
Public policy formulation (PNIG)	Preparation of priority objectives.
	Preparation of guidelines.
	Identification of services and compliance standards.
	Identification of related policies

Note. Adapted from CEPLAN, 2018.

Table 2
Dimensions of the Stakeholder Management variable

Dimensions	Indicators
Identification of stakeholders	Registration of stakeholders.
	Classification of public policy stakeholders
Stakeholder involvement planning	Stakeholder involvement plan.
	Stakeholder involvement evaluation matrix.

Note. Adapted from Project Management Institute (PMI), 2017).

Table 3
Cronbach's Alpha Results for the questionnaires of the study variables

Coefficient	Questionnaire for the National Gender Equality Policy variable	Questionnaire for the Stakeholder Management variable
Cronbach's alpha	0.846	0.855

Nota. Elaboración propia, 2024.

Table 4
Normality tests of the National Gender Equality Policy variable and Stakeholder Management variable

	Normality tests					
	Kolmogorov-Smirnov ^a			Shapiro-Wilk		
	Statistical	Gl	Sig.	Statistical	gl	Sig.
National Gender Equality Policy Variable	.158	57	.001	.894	57	.000
Stakeholder Management Variable	.132	57	.015	.889	57	.000

a. Lilliefors significance correction

Note. Prepared by the authors, 2024.

Table 5
Relationship of the National Gender Equality Policy and Stakeholder Management variables

Correlaciones			
		National Gender Equality Policy Variable	Stakeholder Management Variable
Spearman's Rho	PNIG	Correlation coefficient	1.000
		Sig. (bilateral)	.
		N	57
Spearman's Rho	Stakeholder management	Correlation coefficient	.803**
		Sig. (bilateral)	.000
		N	57

** The correlation is significant at the 0.01 level (bilateral).

Note. Prepared by the authors, 2024.

research is to verify the degree of association between the variables of the national equality policy and the variable of stakeholder management, without taking into account assumptions about the distribution of the data. Likewise, the results show that the presence of stakeholder management in public policy has a significant relationship with the design and formulation of the National Gender Equality Policy. Therefore, its disregard within the preparation process of the aforementioned public policy explains the delay in achieving its objectives.

On the other hand, the results indicate that there is a significant relationship between the Public policy design and Stakeholder identification variables, with a relationship coefficient of 0.72. Likewise, the variables Formulation of the National Gender Equality Policy and Stakeholder Involvement Planning show a similar condition, showing a relationship coefficient of 0.78.

In the preparation of the National Gender Equality Policy, in its Design and Formulation phases, it is observed that the use of the logical framework and the disregard of the management tools of the stakeholders did not thoroughly analyze the interest groups, mainly opponents. Likewise, its power, influence, urgency and legitimacy were not estimated. In the design of the National Gender Equality Policy, statistics show a low frequency, represented by 87.72% in the use of the Stakeholder Identification tool. The same happens with the Formulation of the National Gender Equality Policy, where a low frequency is observed, represented by 85.96%, in the use of the Planning tool for the involvement of stakeholders.

The Ministerio de la Mujer y Poblaciones Vulnerables (MIMP), responsible for the conception of public policy, together with the High Level Commission for Gender Equality, did not establish a strategy of positive involvement in the design and formulation of public policy by interest groups, mainly opponents. The frequency with which Stakeholder Management tools were used, in general, is low, represented by 85.96%.

DISCUSSION

As described in the preceding paragraphs and taking into account the analysis of the conflict based on the costs and benefits relationship proposed by Wilson (1974) in public policies, a conflict of interests can be seen between the beneficiaries of public policy and those who assume the costs of it. In the case of the National Gender Equality Policy, women will obtain the benefit; however, there is a smaller beneficiary audience, the LGBT community. Likewise, the cost of public policy will be assumed by the entire society, although the cost is not only economic but rather traditional, since the acceptance of the rights of the LGBT community collides with the dogma of Christian tradition. As mentioned, Peru has the characteristic of very slowly implementing those social reforms that, in some way, question its traditions. If you ask any political, businessman, official stakeholder or anyone about their position on reducing structural discrimination against women, their answer will most likely be for cooperation. However, if the actions to achieve the objective of the National Gender Equality Policy involve questioning ideological traditions or belief systems, they will most likely be adverse.

The results of the information collection instrument of this paper show that there is a strong association between the variables designated as National Gender Equality Policy and Stakeholder Management.

Traditional Peru has a robust belief system supported by the Catholic faith, according to the paper by Torres (2018), where he explains that the conservative sectors represented by the church have resisted modernizing movements. As an example, less than a hundred years ago, the church opposed civil marriage, as it stigmatized it as "immoral." Currently, despite the fact that religious movements are losing followers, almost 94% of the Peruvian population retains its religious belief. The majority belief system in the Peruvian population, consistent with the line of the country's religions, is adverse to the recognition of the rights of the LGTB community and any State initiative that involves the gender approach will be, at

best, questioned or, at worst, rejected. The National Gender Equality Policy did not take into account the Peruvian traditionalist reality that is always adverse to progressive reforms. All this leads to a delay in achieving the objectives of public policy.

The survey data shows that the representatives of the entities responsible for the design of the National Gender Equality Policy, for the most part, perceive that the delimitation of the public problem does not consider an identification of stakeholders. On the other hand, in the enunciation and structuring of the public problem, they perceive that the classification of stakeholders according to their level of power, urgency and legitimacy was never or almost never done. Furthermore, in determining the desired future situation and selecting alternative solutions to the public problem of the National Gender Equality Policy, the perception of the representatives never or almost never considered leaders who opposed the objectives of public policy.

In the same way, it is observed that the representatives of the entities responsible for the formulation of the National Gender Equality Policy, for the most part, perceive that the preparation of the priority objectives and guidelines did not consider a stakeholder involvement plan, mainly opponents, to involve them positively. On the other hand, in the identification of services, compliance standards and identification of related policies, it is perceived that the evaluation of stakeholder involvement was never or almost never done. This action contradicts the recommendations of Gómez Arias, (2012) , who emphasizes the advance analysis of aspirations, typifying them according to their position.

The data presented in the research document show that not knowing the interests of those who are reluctant to the objectives of public policy resulted in not positively involving them so as to make their interests compatible with the objectives of public policy or, at least, mitigate the interests of these discordant groups so that they do not significantly affect the objectives of public policy.

Stakeholders identified by their statements were not taken into account, such as the

groups “Don’t mess with my children” and “No to gender ideology”, as well as leaders of Christian churches and leaders of the Catholic faith, which triggered resistance, not only to the design and formulation of public policy but also to its implementation. Likewise, it is observed that there are people linked to the groups mentioned within the same representatives of the entities in charge of designing and formulating the National Gender Equality Policy.

Stakeholder management proposes a strategy for addressing different interests based on a matrix of stakeholder preponderance based on their level of power, urgency and legitimacy (Falção Martins and Fontes Filho, 1999). Once the stakeholders are prioritized, a strategy is proposed to serve each identified stakeholder who can be classified as ultimate, dominant, dependent and discretionary.

The Ultimate stakeholder is one who can exert influence through their power, has the ability to demand immediate responses and visualize results that satisfy their requirements. Collaboration is the strategic action that must be taken with them. The strategic communication channels are face-to-face meetings, personalized calls (cell phones), emails and official letters.

The Dominant stakeholder is characterized by exerting influence through its power and has the ability to ensure that its requirements are in the correct attention channel. The strategy that should be applied with them is to satisfy their requirements as much as possible. The appropriate communication channels are personalized calls (cell phones), emails and official letters.

The Dependent stakeholder is one who can participate in the process, can influence, but not decide and has the ability to receive appropriate responses and visualize satisfactory results. The strategy used with them is to keep them informed. Valid communication channels are face-to-face meetings, emails, official letters and websites.

The Discretionary stakeholder is one who can participate in the process without being able to influence or arrange changes. The best strategy for them is to observe them and pay

attention to them sporadically. Communication is through electronic channels such as emails, websites and social networks.

It is worth mentioning that the position of these stakeholders is completely dynamic. That is, due to the situation, a stakeholder can go from being discretionary to being dominant or vice versa, depending on the power, urgency and legitimacy factors that they are capitalizing or losing.

Borrero Gómez and Díaz Restrepo (2021) adapted the Gardner *et al.* matrix (1986) with that of Mitchell *et al.* (1997), taking into account the ultimate, dominant, dependent and discretionary stakeholders, and leaving behind those called dangerous, latent and claimant, in addition to rejecting a treatment strategy for their positive involvement in the objectives of public policy. Thus, the assessment made by the preponderance matrix is intended to use the Power/Interest matrix of Gardner *et al.* (1986), who proposes a way of serving stakeholders according to their location on the Cartesian plane with power and interest variables. Once the level and treatment of the different stakeholders has been established, we proceed to positively involve them in the objectives of public policy.

If Wilson's (1974) diagram is used to identify the beneficiaries of the National Gender Equality Policy and those who will assume its costs, it would be seen that the cost is "diffuse". That is, the population assumes the cost of public policy, while the benefits of public policy would be concentrated in the women of society, who in 2017 represented 49.51% of the Peruvian population (Instituto Nacional de Estadística e Informática [INEI], 2018a), regardless of their sexual orientation, and men of legal age, belonging to the LGTB community who represented 3.82% of the total population that same year (Instituto Nacional de Estadística e Informática [INEI], 2018b). However, it is precisely this 3.82% that collides with the traditional Christian interests of the population, remembering that 94% of the Peruvian population is of the Christian religion.

Following Wilson (1974), the National Gender Equality Policy is perceived as "client-based", as it has a concentrated beneficiary group

and, at the same time, demands a large group of people who assume the costs of the policy (diffuse group). In this case, the cost is not so much economic, but one that involves the collision of doctrines or belief systems (traditions). This type of public policies always generates tensions between both sides (Subirats, 2014).

CONCLUSIONS

The avoidance of stakeholder management tools such as the identification and planning of stakeholder involvement in the design and formulation of the National Gender Equality Policy is found inconvenient. The use of the method proposed by the logical framework and used by the Ministerio de la Mujer y Poblaciones Vulnerables (MIMP), proposed by the Centro Nacional de Planeamiento Estratégico (CEPLAN), was not sufficient for the successful implementation of the public policy. In quantitative terms, the variables shown maintain a direct and significant relationship with a correlation coefficient of 0.80, which explains the slowness in achieving the objectives of the National Gender Equality Policy with respect to its program goals.

Another factor that undermines the objectives of the National Gender Equality Policy is that, when designing and formulating public policy, those responsible disregarded the power groups affected in their interests based on traditional behaviors rooted in society. The interests of power groups reluctant to the National Gender Equality Policy would be compatible with the objectives of public policy, if they were managed appropriately.

The National Gender Equality Policy, which aims to eliminate structural discrimination based on gender, mainly focused on women, encounters an obstacle when, among its actions in the design and formulation phases, it does not assimilate the less exposed interests of the traditional groups, such as those that are in opposition to the rights of currently marginalized groups such as the LGBT community. Certainly, within the benefits of the National Gender Equality Policy, the LGTB community finds an opportunity to demand their rights. It is precisely that opportunity that collides with the interests of the opposition groups.

It is pertinent to mention that more than 90% of Peruvians profess a Christian faith and less than 4% of the population is part of the LGBT community, of legal age, of male sex, who would be indirectly benefiting from public policy. In the words of Wilson (1980), it would be a client-based public policy, since a diffuse and broad population would bear the cost of the public policy and, at the same time, a concentrated population would be the beneficiary of it. Although the cost, in this case, is not of economic origin, but a traditional one, since the interest of traditionalist groups is to maintain the inertia of their customs in the face of groups that demand the recognition of their rights.

Due to the strong association of the study variables, the use of stakeholder management strategies increases the chances of success of a public policy if they are implemented from the delimitation of the public problem to the public policy implementation process. As seen in this paper, each public policy will always have an agent who will assume the costs of the public policy and in the same way there will be someone who will benefit from the objectives of the public policy, which is why conflict is inevitable. When there is a conflict, or rather, a conflict of interests, the best way to manage these interests to make them compatible with the objectives of the public policy to be implemented, is to use the stakeholder management tool.

Stakeholder management proposes identifying cooperating and reticent agents from the point of delimitation of the public problem, and knowing their expectations and hopes regarding the objectives of public policy. As Bardach (1981) mentioned, if the public problem is delimited, the solution that public policy will propose is almost defined. Once the agents and their interests have been identified, the type of conflict that would cause the implementation of the public policy can be anticipated, and it can also be classified according to its level of power, urgency and legitimacy, or according to its level of interest and power. After this, positive involvement strategies would be established, trying to make different interests compatible with the objectives of public policy. Carrying out this process minimizes the risks of non-compliance with public policy objectives.

The introduction of stakeholder management tools in the future methodological guides for the development of public policies of CEPLAN would ensure compliance with the objectives set in the design and formulation stage of public policies since, as demonstrated in this research work, the use of the logical framework as a method of design and formulation of public policies is not efficient, since Peru's public policies and stakeholder management tools are closely linked.

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Conflict of interest

The author has no conflicts of interest to declare.

Author contributions

Manuel Antonio Límaco Basurto (lead author): conceptualization, data curation, funding acquisition, research, methodology, project administration, resources, software, writing (original draft, review and editing).