GENDER MAINSTREAMING IN PRACTICE

A Toolkit

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3rd Edition 2007.

2nd Edition, 2004.

1st edition published 2002.

This publication is available in English and Russian and can be downloaded on the Internet: www.undp.org/europeandcis

The Toolkit was commissioned by the Regional Programme of the United Nations Development Programme's Regional Bureau for Europe and the CIS (UNDP RBEC).

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ISBN: 978-92-9504-267-4

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The views expressed in this publication do not necessarily represent those of the member countries of UNDP's executive Board or the Institutions of the United Nations. The publication is an independent product comissiened by UNDP. It is the result of a collaborative effort by a team of consultants, advisors and authors coordinated by the UNDP Core Team.

Foreword

At the turn of the millennium, gender mainstreaming was a relatively new concept in Eastern and Southern Europe and the Commonwealth of Independent States (CIS). Activists, policy makers, and legislators who were concerned with securing greater equality between women and men had made many advances in terms of putting women's rights on the legislative agenda, but integrating a gender perspective into all areas of policy and decision-making was lagging far behind. This was the main impetus for creating the first edition of **Gender Mainstreaming in Practice: A Handbook.**

When this handbook was first tested with practitioners in the summer of 2001, the response was tremendous. Acknowledged as a unique collection of practical guidelines and theoretical background information that provided a necessary hand-hold for taking up the challenge of gender mainstreaming in day-to-day work, the Handbook was translated fully or partially into many languages of the region, including Albanian, Latvian, Russian, Ukrainian, Turkmen, Uzbek, Slovak and Romanian, to name just a few. A modestly updated second edition was published to meet demand.

Considerable progress has been made in the area of gender equality in the countries of Central and Eastern Europe and the CIS since *Gender Mainstreaming in Practice: A Handbook* was first published. Yet, this has been matched by new circumstances and emerging challenges. This shifting terrain has demanded that our strategies for enhancing gender equality be flexible, innovative, and persistent.

It has become clear that the potential of gender mainstreaming is great and that it could be explored in new ways to do an even better job of meeting the needs of users. In addition, the demand from practitioners in both UNDP offices and our government counterpart institutions for effective tools that can facilitate gender mainstreaming has remained high. Therefore, in the summer of 2005, an experts' group meeting was convened in Bratislava. Based on the results of a survey of Handbook users and the experts' own recommendations, a major overhaul to the Handbook was initiated. This meeting marked the beginning of a two-year review and revision process made possible by the financial support of the Bureau for Development Policy, Gender Thematic Trust Fund. It is with great pleasure – and with renewed dedication to improving the lives of women and men, girls and boys in the region – that we bring you the third edition of *Gender Mainstreaming in Practice*.

The handbook has been expanded to become a Toolkit to include a larger diversity of tools, as it was acknowledged that not all sections would be relevant in all situations. The Toolkit is divided into two parts: the first of these is comprised of the methodological sections. Part two including the **Gender Briefs** has been made available to you on CD.

In an effort to make the Toolkit regionally specific and practically oriented, approximately 25 actual **case studies of experiences in gender** mainstreaming and gender initiatives from throughout the region have been collected and integrated into the *Toolkit*. A revised and expanded **Introduction** has been included that places gender mainstreaming firmly in the context of gender equality challenges and opportunities in Europe and the CIS. The section on **10 Steps for Integrating Gender Mainstreaming in Your Work** has been significantly edited and expanded to include case studies and examples relevant to the region. A new section **Gender Equality: Basic Principles** has been added as a "primer" for users with less familiarity with the key concepts and theories that ground gender equality policy. **Gender Analysis: A Brief Guide** is no longer an annex but a section in its own right. It has been substantially reworked and revised, and includes new case studies and examples. The collection of **Gender Briefs** includes new briefs on HIV/AIDS, Private Sector Development, Energy and Environment and significantly revised versions of Labour, Poverty and Macroeconomics and Trade. The brief on the Military and Defence has been revised to include a wider crises prevention and recovery perspective. All of the Briefs have been updated and revised by experts.

Finally, we found that the work of collecting case studies and examples in the region was more challenging than expected. While we collected many useful examples of gender interventions, the rare examples of fully mainstreamed projects underscored the fact that we still have a long way to go in mainstreaming gender into the projects and programmes. There is a large need to scale up the work on gender both on the regional and global levels.

As you can see from the list of acknowledgements, the production of this toolkit has demanded the work and devotion of many people during its drafting, peer review, and editing phases. We are tremendously grateful to everyone who shared their perspectives and skills through comments, feedback and advice, to make the toolkit into the diverse and rich collection of knowledge that it is.

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Introduction: Gender Mainstreaming in Southern and Eastern Europe and the CIS

Why a gender Mainstreaming toolkit?

How is gender mainstreaming relevant to the work that I am doing? Is it relevant for this region? Why should I do it? And, even if I understand its relevance, *how* am I supposed to implement it? What, concretely, do I need to do? These are questions commonly raised by practitioners engaged in public policy and development work, and these are the questions this toolkit addresses.

By means of introduction to this toolkit, the following pages provide information and guidance in four key areas:

1. About this Toolkit: What are its goals? Whom is it for? How should I use it?
2. What is Gender Mainstreaming?
3. Gender Mainstreaming in the Context of Europe and the CIS: Regional Challenges
4. Moving Forward in Gender Mainstreaming

1. About this Toolkit

The goals of this toolkit are:

- to present a comprehensive understanding of what gender mainstreaming is; and
- to provide detailed guidance on how gender mainstreaming can be put into practice.

The toolkit achieves this through guidelines, case studies, examples, suggestions, and the presentation of relevant information pertaining to the region.

Whom is the Toolkit For?

This toolkit is primarily designed for public policy and development practitioners who are not experts in gender issues, but who nonetheless are charged with the day-to-day responsibility of gender mainstreaming. These professionals might work within UNDP and other UN organizations on specific policy or development projects, or within national governments and other policy-making bodies. This toolkit is meant to guide these professionals in their work. Because most users will not be gender specialists, the language, examples, and detail of the toolkit are geared accordingly.

At the same time, this toolkit will be interesting and useful to other groups concerned with gender mainstreaming:

- Non-governmental organizations and advocacy groups can use it to monitor and support the actions of government and international organizations.
- Supervisors of policy makers and project staff will gain a better understanding of the ways in which gender mainstreaming will affect the work-plans of their staff, and can subsequently in-

corporate gender mainstreaming into their performance appraisal systems, while also allocating adequate budget resources.
- Gender specialists and consultants will find this handbook useful as a quick and succinct reference in their own work or when training others.
- Students will gain an appreciation for how gender mainstreaming works in practice.

While this toolkit contains information, case studies, and examples that will be of interest to all users in the international development and policy-making community, it has been designed specifically for practitioners in Southern and Eastern Europe and the Commonwealth of Independent States (referred to in this toolkit as "Europe and the CIS.")

How Do I Use this Toolkit?

This toolkit is divided into two main parts:

- **Part I – Gender Mainstreaming Methodologies**

Part I of this toolkit provides practical guidance for gender mainstreaming in any policy area or sector. The sections included in Part I are:
- 10 Steps for Mainstreaming Gender into the Policy-making Process
- Gender Analysis
- Basic Principles of Gender Equality
- Glossary of Terms and Annex of Case Studies

10 Steps for Mainstreaming Gender into the Policy-making Process: This section describes the gender mainstreaming process, as divided into 10 stages that roughly correspond to the "life cycle" of a policy or a project. Each stage is described with the help of various tools, checklists, and examples. This section also presents one case study that runs through all 10 steps in order for users to gain a clearer appreciation for how gender mainstreaming might look in practice.

Although these 10 steps are presented as a cycle, it is recommended to begin with the step that is the most appropriate entry point for the task at hand. Although it is ideal to begin gender mainstreaming in the conceptualization stages of a policy or project, significant impact can still be made by integrating it later on. The various entry points are described in Part I.

Gender Analysis: A Guide: This section goes deeper into the most important aspect of gender mainstreaming—gender analysis. This guide provides a detailed understanding of what gender analysis is and practical guidelines for how to plan and implement gender analysis activities. Included here is also specific information on gender impact assessment (GIA), which is one common form of gender analysis, as well as related screening and assessment tools to aid the process of gender analysis in policy-making and programming. This guide contains various examples and case studies, and ends with a summary and conclusions.

Gender Analysis: A Guide is a key complement to both Part I and Part II of this toolkit, and should be used in conjunction with these first two parts as a more detailed perspective on this necessary and crucial part of gender mainstreaming.

Basic Principles of Gender Equality: The principle of gender mainstreaming begins with the acknowledgement that gender equality is a key and inalienable aspect of sustainable human development and the achievement of human rights. In order to successfully implement gender mainstreaming, a solid understanding of what gender equality means is therefore necessary.

The authors of this toolkit acknowledge that gender equality is a complex concept and that gender inequality has causes and effects that are equally complex. In order to better prepare practitioners who are not necessarily specialists in gender, or gender mainstreaming, this guide explores and explains these complexities in detail. To do so, this guide provides examples of how gender inequality manifests itself in many different dimensions of our lives. It also serves as a helpful refresher and reference for those with some experience in gender issues.

Glossary and Annex of Case Studies: The glossary is for your reference to the frequently used terms in the area of gender and gender mainstreaming. In the Annex of Case Studies you can find all the cases and examples used throughout the Toolkit for your easy reference as well as illustrations of what gender mainstreaming can mean in practice.

- **Part II – Gender Briefs: A Sectoral Approach to Mainstreaming (on CD)**

Part II, which is found on the CD portion of the toolkit, is divided into a series of "Gender Briefs," organized according to sector or programmatic area. These briefs highlight the main "gender issues" in each area, the main arguments for gender mainstreaming, as well as possible indicators of progress and entry points for action.

The step-by-step approach outlined in Part I of the toolkit can be used as a framework for working with the more substantive aspects outlined in Part II's Gender Briefs.

The information contained in the Gender Briefs cannot be exhaustive, as specific situations will undoubtedly vary according to country or region and over time. However, these briefs should serve as a useful starting point.

Part II begins with a more detailed introduction to the use of the Gender Briefs.

2. What is Gender Mainstreaming?

Gender mainstreaming is a comprehensive strategy aimed at achieving greater gender equality. This is attained by integrating a gender perspective into existing mainstream institutions and all programmatic areas or sectors (e.g., trade, health, education, environment, transportation, etc.).

In the United Nations system, gender mainstreaming was defined and adopted in 1997. The official UN definition of gender mainstreaming is:

"… the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated." [1]

UNDP has a two-pronged mandate for working towards gender equality: gender mainstreaming and women's empowerment. Women's empowerment measures may certainly figure as specific interventions within a gender mainstreaming approach. However, while capacity for gender mainstreaming is still being strengthened, it is important to pay specific and targeted attention to women's empowerment measures.

[1] The *Report of the Economic and Social Council for 1997*. United Nations, 1997.

Gender mainstreaming is not only a question of social justice but is necessary for ensuring equitable and sustainable human development. The long-term outcome of gender mainstreaming will be the achievement of greater and more sustainable human development for all.

Clearly, a gender mainstreaming approach does not make obsolete the need for specific policies, programmes, or projects on gender equality. The level of intervention (from basic "gender sensitivity" to comprehensive, targeted programmes for women or for men) will depend on the specific needs and priorities revealed by a gender-sensitive situation assessment (i.e., gender analysis).

Gender Mainstreaming within Organizational Structures and Environments

As a comprehensive strategy, gender mainstreaming must also address the environment (corporate, office, etc.) in which policies and programmes are developed and implemented. Thus a strategy to integrate gender concerns into programming must be accompanied by a strategy to ensure that the working environment is gender-sensitive, guaranteeing equal opportunities and treatment to both men and women. Sufficient technical capacity and human resources to successfully implement gender mainstreaming must also be ensured.

Why is "Gender Mainstreaming" New?

Gender mainstreaming makes a gender dimension explicit in all policy sectors. Gender equality is no longer viewed as a "separate question," but becomes a concern for all policies and programmes. Furthermore, a gender mainstreaming approach does not look at women in isolation, but looks at men and women—both as actors in the development process and as its beneficiaries. Unlike a "gender neutral" approach to development, a gender mainstreaming approach does not assume that policies and interventions will affect men and women, boys and girls, in the same way.

Significantly, gender mainstreaming differs from a "women in development" (WID) approach in that it takes as its starting point a thorough and rigorous analysis of the development situation, rather than *a priori* assumptions about women's roles and problems. Experience has shown that gender issues differ by country, region, and concrete situation. Moreover, this same experience shows that men and women and boys and girls often have different needs and priorities, and that opportunities provided by policies and projects, as well as their outcomes, often affect these groups unequally. Gender mainstreaming seeks to redress this inequality. For these reasons, **gender mainstreaming has a distinct advantage** compared to both a "gender neutral" and a WID approach:

- Gender mainstreaming uses available resources in a way that ensures the greatest benefit for all – men, women, boys and girls.
- Gender mainstreaming identifies and uses opportunities for improving gender equality in projects and policies that would not have otherwise been considered gender issues.
- Gender mainstreaming can include concrete initiatives for women in strategic areas such as legislation, choice, and participation in decision-making, but can also address the hidden biases that lead to inequitable situations for men and women in all sectors of policy making.
- In operational terms, gender mainstreaming allows policy makers and practitioners not only to focus on the outcomes of gender inequality but also to identify and address the processes that cause it.

3. Gender Mainstreaming in the Context of Europe, Central Asia, and the CIS: Regional Challenges

Why Gender Mainstreaming in Europe and the CIS?

Although the post-socialist transitions have brought opportunities and benefits for some, there has also been an increase in levels of poverty, unemployment, social exclusion,[2] and polarization. While both men and women have experienced hardships during the transition period, women by and large have suffered greater losses socially, politically, and economically than men. It is important not to conflate gender with women, but it is also essential to note that in spite of the progress made in achieving greater gender equality, women continue to be among the poorest and most marginalized segments of the population in Europe and the CIS as well as in other parts of the world. Of the multiple layers of identity—including age, ethnicity, religion, class, disability, sexual orientation, and education—gender is one of the most important factors that determines how an individual is perceived in society, the roles they are expected to play as well as the access they have to resources, opportunities, and power to influence decision-making.

More than 15 years after the collapse of state socialism, there is now great diversity among the countries in Europe and the CIS. While several countries, such as the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, and Slovakia, are members of the European Union and have relatively strong economies and stable democracies, the situation in the Balkans and farther east in the CIS is different. The fact that twelve of the fifteen former Soviet countries and a number of those in Central and Eastern Europe are listed in UNDP's 'Medium Human Development' category[3] means that they are facing some of the same challenges as those faced by other developing countries.

While these countries may not have wide gender gaps in literacy and educational attainment, nonetheless women in post-socialist countries encounter gender-based inequalities, some of which have emerged due to the policies of the transition period while others are due to the re-emergence of certain conservative ideologies and hidden biases that disadvantage women. For this reason it is important for policy makers and practitioners to embrace a gender mainstreaming approach in the design and implementation of policies in this region so as to better address the gender-based inequalities and forms of social exclusion.

Rapid Socio-Economic Transformations and Challenges

Some of the socio-economic and political policies promoted during the transition period failed to remove the disadvantages of women, such as their "double burden" whereby they are expected to earn household income in addition to caring for children and other family members; their lack of access to higher levels of government; and unequal pay and employment opportunities in the socialist systems. Instead, some of these liberalization and privatization policies, including the dismantling of social welfare systems and removal of subsidies for childcare, education, and health, actually intensified the gender asymmetry, social exclusion and inequalities. For instance, beginning in the 1990s women were forced out of the labour market in far greater numbers than men, and were pushed into lower paying jobs in the public sector or service industry.[4] The loss of subsidies meant that accessible childcare became scarce and that access to health care and education became far more difficult.

[2] Social exclusion refers to the structural obstacles and institutional arrangements that deny some individuals, families and groups access to resources associated with citizenship on the basis of gender, age, ethnicity, etc.
[3] UNDP (2005).
[4] UNIFEM (2006: 9).

In addition to the negative consequences of these policies, conservative ideologies have re-emerged in various post-socialist countries leading to a redefinition of gender roles and relations. For example, violence against women (VAW), a problem that exists in societies throughout the world, has been exacerbated by growing poverty, social dislocation, and exclusion in many countries in Central and Eastern Europe and the CIS. Due to a lack of viable employment and affordable housing, women who are victims of violence often feel unable to leave an abusive relationship. While shelter programmes and hotlines have provided relief to a small number of women in the region, these approaches have often been designed in isolation as "women-only" problems that fail to consider the larger structural and institutional issues involved.[5]

Conservative ideologies not only restrict women's opportunities, they also limit their access to resources. For instance, in Tajikistan many women, despite their formal rights to land, were excluded from land distribution as officials often turned down the applications of female-headed households. This has been especially problematic given the massive labour migration of men following independence, as a result of which a high percentage of rural women in Tajikistan have become responsible for a large share of farming.[6]

As a result of growing poverty, the post-socialist period has also seen a significant rise in temporary and permanent migration. Many women in Albania, Armenia, Azerbaijan, Georgia, Kyrgyzstan, and Tajikistan, among others, are left behind by husbands who travel abroad for work for months or years at a time. Not only are women-headed households disadvantaged, as discussed in the Tajikistan example above, but in some cases migrant men form second families and abandon their original families altogether, leaving them even more vulnerable to poverty and social exclusion.

In addition to legal migration, in recent years there has also been an increase in both the sexual trafficking of women and children and the trafficking of male and female labour migrants from the former socialist countries to Western Europe, the Gulf states, and sometimes even to the United States. Trafficking in all its forms is a relatively recent phenomenon in the post-socialist countries, which can be partly explained by the continued economic difficulties and increasing poverty in the 'sending' countries as well as the tougher immigration controls of the 'receiving' countries, thereby restricting legal migration and leading those who wish to migrate to seek out illegal channels. While men often become the victims of traffickers who charge exorbitant rates for illegal transport and work placements, those most at risk are the women and children who are trafficked for sexual purposes and who face sexual, physical, and psychological abuse in addition to economic exploitation.

Political Transformations and Participation

Although women had been crucial in the civil society movements of the late 1980s, immediately after the collapse of the socialist governments, women found themselves excluded from the new governments. The removal of the much maligned system of quotas in many of the post-socialist countries led to a drastic decline in the number of women in parliaments and ministries. In Armenia, for example, the removal of the quota system led to a significant decrease in political representation among women: In 1985, 121 of 219 members of parliament were women, while the number of female parliamentarians dropped to 8 following the 1991 National Assembly elections.[7] The small percentage of women in parliament (approximately 3 percent) has stayed largely the same following subsequent parliamentary elections in 1995, 1999, and 2003[8]. The elimination of the quota systems

[5] Ishkanian (2003).
[6] Babajanian (2007).
[7] ABA/CEELI (2002).
[8] Democracy Today (2002).

can only partially explain this decline in female representation. Other factors, including, the strain of the double burden, gender role socialization, and the commonly shared belief that politics is "men's work" and inherently corrupt and dirty have all contributed to the small number of women in public office and to the low levels of women's participation in political parties.[9]

Women's inadequate representation and small share in political power is a worldwide problem and not unique to the post-socialist states. What is striking about this region, however, is that while there has been a decline in women's representation at the formal (national and local) government levels and in political parties, there has been an unprecedented increase in women's participation in civil society in all of the countries in the region. This has created opportunities for women's participation in the public sphere; but, as discussed below, this activism and participation have had limited impact on the design and implementation of policies and legislation.

Health and Social Welfare: Worrying Trends

These rapid social and economic transformations have created difficulties and anxieties for many in the region, which have led to a rise in a number of health problems—including very high levels of depression and coronary heart disease. While the traditional risk factors of bad diet, smoking, excessive alcohol use, and other diseases all play a part, studies point to additional factors, including poverty, social dislocation, and exclusion.[10] Those most at risk are young and middle-aged men. In recent years, life expectancy for men has plummeted; and there is a growing gap between the life expectancy of men and women in many countries in this region. Russia is the most extreme case, where women are expected to outlive men on average by 13 years, whereas the average gap globally is around four to five years. Even in some of the new EU states, such as Estonia and Lithuania, rates of depression and coronary heart disease are quite high, and the life expectancy gap is still large as compared to other EU states.

In addition to these stress-related diseases, the former Soviet states have experienced the fastest growing rates of HIV/AIDS infection in the world. The spread of the disease is due to increased intravenous drug use (nearly 400 percent since 1989) as well as the growing number of young men and women who are involved in commercial sex work. Ukraine, Russia, Moldova, and Belarus have experienced alarming rates of growth, with some listing the figure of 1 million infected in Russia.[11] Due to labour migration, the disease is also spreading farther east to the states in Central Asia and the Caucasus.

These developments have serious implications for men and women alike. While men are clearly under stress and require assistance, women are also suffering from these ailments and related behaviours, such as the increased incidences of abandonment and domestic violence. Men's alcohol abuse combined with the unequal gender division of domestic labour (even in households where men are unemployed) qualitatively worsens the poverty of women as they increasingly face the double burden of meeting the family needs in the home while earning an income outside the home. The ability of households to make ends meet is further exacerbated by men's drinking, since spending on alcohol becomes a priority over spending on other family needs.[12]

If not properly addressed, the spread of HIV/AIDs and the large gap in life expectancy will also have serious consequences in the future. For instance, post-socialist pension reforms in countries ranging from Latvia to Kyrgyzstan, which punish early retirement and do not recognize informal work,

[9] Kuehnast and Nechemias 2004.
[10] Stone (2000).
[11] McAdams (2005).
[12] Tarkowska (2002).

combined with the life expectancy gap, significantly increase the risk that many women will be impoverished in their old age.

International, Regional, and National Legislation and Approaches: What Has Been Done?

In order to further incorporate gender mainstreaming into development and planning processes, it is important to consider legislation and programmes at the international, regional (e.g., EU), and national levels. Since 1991 various international agreements and programmes have been initiated to address gender equality and more gender-sensitive development. While all the states in the region have signed such documents as the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), progress is lagging due to the lack of enforcement of legislation. The situation is similar with the Millennium Development Goals (MDGs), which have likewise been accepted by all governments in the region. While Goal 3 of the MDGs specifically seeks to promote gender equality and to empower women, all eight goals have some gender dimension or anticipated impact on gender roles and relations.

At the regional level, accession to the EU has been an important factor for change. Given the importance of gender equality policies for the EU, before the agreements were signed all candidate countries had to meet the Copenhagen criteria from 1993, which required political reforms, economic transformation as well as legislative and social policy changes. The accession countries adjusted their legal and institutional frameworks to accelerate the transition to a market economy, strengthen human rights standards, and improve democratic, civic, and political policies and practices. While gender mainstreaming is part of EU policies, market reforms as well as neo-liberal policies (including cutbacks on social welfare spending) have meant that while certain progress has been made, there still remains much to be done.

As for the national level, there are various gender equality laws in place in the countries throughout the region. The problem is often not due to the absence of legislation, but rather to the proper enforcement and implementation of existing laws as well as the emergence of conservative ideologies that disadvantage women's access to resources (e.g., land) and opportunities. Often such ideologies and the practices they engender are tolerated, ignored, or dismissed by government officials. This allows for the perpetuation of hidden biases, which in turn hamper efforts to achieve gender equality.

Turning to national-level development programmes, the major tool for poverty reduction at present is the Poverty Reduction Strategy Papers (PRSP) process. The PRSPs, which were initiated by the World Bank and International Monetary Fund in 1999 as a new means of tackling poverty, have been implemented in over seventy countries, including the following 11 countries in the region: Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Kyrgyzstan, FYR Macedonia, Moldova, Serbia, Montenegro, Tajikistan, and Uzbekistan. Although in most societies women have fewer economic opportunities and less access to services than men, the poverty analysis in the majority of the PRSPs does not reflect the gendered dimensions of poverty and how poverty is differentially experienced by men and women. In some of the second-generation PRSPs, gender concerns are increasingly integrated, as is demonstrated in the Poverty section of this toolkit. However, much remains to be gained by mainstreaming gender fully into the PRSP process and goals. In particular, recognition needs to be given to how macroeconomic policies and national budgets can be gendered.

Turning to civil society efforts, as stated earlier, women continue to be very active in civil society organizations. Certain issues relating to gender equality and women's rights, including reproduc-

tive issues, sexual harassment, women's empowerment, leadership, and the trafficking of women, have been addressed by civil society organizations; but despite these efforts women have not been able to influence political developments and policy-making as much as would be expected given their levels of engagement. Without participation in political parties, representation in government, active involvement in the private sector, or access to financial resources, they have been unable to challenge the structural, political, and economic roots of these problems, or to address the hidden biases that perpetuate conservative ideologies, attitudes, and behaviours that are detrimental to gender equality.

What Remains to Be Done?

As stated, there must be better enforcement of gender equality legislation. This can occur through the combined efforts of civil society from below and international pressure from above, compelling national governments to improve their compliance and implementation of gender equality legislation. For instance, given the emphasis on PRSPs in a number of countries in the Europe and CIS region, it is important to mainstream gender in PRSP design, implementation, and monitoring. One example of how civil society was involved in the PRSP process in Serbia is presented in the section on Poverty. Gender budget analyses described in the section on Macroeconomics and Trade and gender-based monitoring and evaluation indicators can further assist in this process. Beyond the PRSP, it is important for policy makers and practitioners to mainstream gender into *all* development programmes, as such approaches will not only promote greater gender equality but they will also assist in poverty reduction and economic growth.

Another component to ensuring gender equality is better access for women to viable employment opportunities. Increased access to affordable childcare, wider availability of flexible work arrangements, transparent job evaluations, more equitable wages, along with better enforcement of employment and equal opportunity legislation are needed to promote greater gender equality in the economy[13]. All of these issues are addressed in the section on Labour.

While recognizing the important roles women play in civil society, it is essential to also increase women's participation in political parties and their representation in government, as brought up in the section on Democratic Governance. Quotas should not, however, be seen as a panacea to cure all ills; on the contrary, quota systems must be combined with greater application of gender analysis, women's leadership and empowerment training, and education and mentoring for young women in order to address the gender imbalances and inequalities in politics and government.

Greater international, regional, and local cooperation is needed on issues such as migration and trafficking. Prevention through information and education campaigns is important, but psychological counselling, skills training, and income-generation programmes are also needed to aid in the reintegration and rehabilitation of returnees. At the same time, the root causes of trafficking should not be forgotten. A gender mainstreaming approach in poverty reduction, local development, and human rights and justice—all areas addressed in this toolkit—are of great importance in building the foundation for people to develop their capabilities and to reduce their vulnerabilities. Given that many sexually transmitted diseases, such as HIV/AIDS, are spreading in the region due to increased intra-regional migration, poverty-driven commercial sex work, and intravenous drug users, the multi-sectoral approach to HIV/AIDS is highlighted in its own section as well. Finally, as shown in the Health section, whether discussing access to health care or better health education, prevention, and treatment, a gendered approach is important given the different ways that men and women experience illness and treatment.

[13] UNIFEM (2006).

Conclusion

At the beginning of this introduction, several questions were posed: How is gender mainstreaming relevant to the work that I am doing? Is it relevant for this region? Why should I do it? And, even if I understand its relevance, *how* am I supposed to implement it? What, concretely, do I need to do?

It should now be clear that gender mainstreaming is very relevant to every practitioner engaging in development and public policy work: Policies and projects are not gender neutral. If the ultimate goal of policies and projects is to improve the lives and environments of the people they intend to serve, no one can afford to ignore gender mainstreaming. Without careful attention to how such policies and projects can and do affect men and women and boys and girls differently, the best possible outcome cannot be achieved. Without gender mainstreaming, resources cannot be allocated where they are most needed. Most importantly, economic hardship, poor health, the effects of environmental degradation, and other problems will extend further and last longer than they need to. Gender mainstreaming is a key tool for addressing these problems *now*, by specifically examining *who* is effected and *how*. Moreover, unlike earlier approaches to addressing gender inequalities in development policy, gender mainstreaming:

- Allows policy makers and practitioners not only to focus on the outcomes of gender inequality but also to identify and address the processes and circumstances that cause it.
- Identifies and uses opportunities for improving gender equality in projects and policies that would not have been otherwise considered gender issues.
- Sustains concerns for gender equality throughout the entire project or policy cycle, thus ensuring that mutually enforcing systems are put into place and that they are appropriately monitored and evaluated. This means that attention to gender can move beyond being a "token" sentence in a project document, and can instead bring real and sustained benefits to men and women.

Despite certain progress, gender equality remains a critical concern in Europe and the CIS. The fast pace of change and some of the unexpected consequences of open borders and the free movement of goods, people, and information means that this is no time for complacency. Gender mainstreaming needs to be a key tool for addressing these challenges.

In terms of concrete implementation, this toolkit is offered as a "one-stop shop" to guide practitioners through both the theory and practice of gender mainstreaming. Regional examples and case studies highlight both challenges and solutions to gender mainstreaming in practice. The authors hope that these concrete illustrations will provide the basis for an on-going dialogue among practitioners in the region who will continue to share their successes and learn from the experiences of one another.

Most importantly, the authors realize that gender mainstreaming is not a "one size fits all" prescription that can be applied the same way, to the same degree, in all situations. Given the diversity of the Europe and CIS region, it will be important to take into account social and cultural specificities when designing policy and programmes relating to gender. Moreover, obstacles to gender mainstreaming vary in different circumstances, and thus creative ways to implement gender mainstreaming must continue to be developed. Again, by drawing on examples from a variety of countries in the region, this toolkit will equip users with concrete ideas and inspiration for developing solutions to their own specific challenges.

Yet, while this toolkit is a valuable tool for individual practitioners, successful implementation *demands* that gender mainstreaming be an integral part of a broader development and public policy strategy. Individual practitioners will have a significant impact on the success of gender mainstreaming, but they can only go so far without the support of politicians, donor organizations, and other key decision makers. Therefore, in order to deliver the results that the men and women in our communities deserve, it is crucial to push forward the following agenda:

- Strategies for achieving the Millennium Development Goals on gender must be implemented, and specific regional and national goals must also be articulated and achieved.
- A commitment to gender equality must be not only clearly articulated in the national development plans of all countries, but real political will for achieving gender equality must be created and nurtured.
- Concurrently, sufficient resources must be allocated for achieving these goals.
- Responsibility for gender mainstreaming cannot be assigned to rank-and-file civil servants; managers and key government decision makers must be made aware of the benefits of developing realistic gender mainstreaming strategies, and they must be held accountable for ensuring that these strategies are implemented.
- Similarly, bilateral and multilateral development partners must ensure that gender mainstreaming is not relegated to gender-specific projects only, but that it becomes an integral dimension of all forms of development assistance.
- Appropriate gender mainstreaming training must be offered not only once, but as a sustained part of training programmes for all development and public policy practitioners at both operational and higher decision-making levels. This toolkit provides an excellent basis for such training and learning processes.

Gender mainstreaming is not a fad or a fancy piece of development jargon. It is a concrete way to bring real change and benefit to the lives of men and women and boys and girls throughout the region. The rights, livelihoods, well-being, and very lives of people are at stake. So the real question is: How can we afford *not* to make gender mainstreaming a reality?

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Gender Mainstreaming: Ten Steps for Mainstreaming Gender into the Policy Making Process

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Introduction

Gender mainstreaming is the integration of a gender perspective and gender analysis into all stages of design, implementation, and evaluation of projects, policies, and programmes.

This part of the toolkit provides practical guidelines and advice for translating this theory of gender mainstreaming into practice. To do so, Part I examines 10 different but interdependent stages in the project or policy process. Gender mainstreaming is not an isolated exercise, but an integral part of the project or policy cycle.

Part I can be approached as a checklist. This checklist will help you identify what activities you have already implemented, while also providing you with guidance for expanding your approach to gender mainstreaming.

The Ten Steps for Gender Mainstreaming include:

1. A Mainstreaming Approach to Stakeholders: Who are the Decision-Makers?
2. Mainstreaming a Gender Agenda: What is the Issue?
3. Moving Towards Gender Equality: What is the Goal?
4. Mapping the Situation: What Information Do We Have?
5. Refining the Issue: Research and Analysis
6. Deciding on a Course of Action: Designing Policy Interventions and Budgets
7. Arguing Your Case: Gender Matters!
8. Monitoring: Keeping a (Gender-Sensitive) Eye on Things
9. Evaluation: How Did We Do?
10. En-Gendering Communication

Is gender mainstreaming really so complicated?

You should not feel overwhelmed by the task of gender mainstreaming. While it is true that in-depth gender analysis requires a sophisticated level of expertise, this, when required, can be outsourced to experts.

For the most part, practical gender mainstreaming is about running through a checklist of questions to ensure you have not overlooked anything. It is about asking the right questions so that you can use resources effectively. Gender mainstreaming is a necessary process for achieving both gender equality and other policy goals in the most effective and efficient manner.

Link: See Gender Analysis

CASE STUDY: Enhancing Local Governance

In order to illustrate how gender mainstreaming might work according to these 10 steps of the policy cycle, a case study has been developed and included in the following pages. References to this case study are found in shaded boxes.

The case study included here concerns a project for enhancing the effectiveness of policy making at the local government level. It is based upon the actual experience in Central and Eastern Europe, the Balkans, and Central Asia, but it does not describe the experience of any one country in particular. Statistics and facts used in this case study are based on the reality of the region, but they do not present actual data from any one country or group of countries.

Background Information

This case study takes place in the fictitious country "the Eurocian Republic." As part of a decentralization process, the Eurocian Republic has recently been rezoned into 82 municipalities, each with its own local government. These 82 municipalities are divided among 4 larger administrative regions: North Region, South Region, East Region, and West Region.

Now that the rezoning is completed and more responsibilities have been decentralized to the local level, it is important to ensure that the municipal governments will be able to effectively administer their local programmes and budgets. Therefore, a project to enhance the effectiveness of local governance was initiated. This project is a cooperative effort amongst the Ministry of Local Affairs of the national government, the Union of Local Governments, and two international partners. The Union of Local Governments is an organization that is funded by the Ministry of Local Affairs, but has its own independent decision-making structure. It represents the interests of local governments at the national level, and has the mandate of ensuring exchange of information between local and national government, and amongst the local municipalities themselves.

This case study is particularly instructive because it looks not only at the content of projects or policies, but also at the policy-making process itself, at the local level.

STEP 1
A Mainstreaming Approach to Stakeholders: Who Are the Decision Makers?

Step 1 concerns the people involved in the policy-making process. These individuals, along with their values and understanding of gender issues, will significantly affect the outcome of your policy or project.

During Step 1 you should seek answers to the following four key questions:

1. **Who are the stakeholders? Do they include individuals or groups with a "gender perspective"?**
   Gender mainstreaming means that "gender" stakeholders need to be identified and included throughout the policy or project cycle. Multiple stakeholders bring greater accountability and a wider variety of options to the policy-making process. This also introduces a series of "checks and balances" against competing viewpoints. Negotiating these multiple viewpoints will result in better policy-making.

2. **Is there gender balance in all institutions and bodies involved?**
   If strong gender imbalance exists among stakeholders or the core policy-making group (for example, less than 30 percent of one sex), you should take measures to involve more of the under-represented gender – be it men or women. Introduce quotas for participation, if necessary. Good representation of both genders is a sign of democratic, inclusive policy-making, where all viewpoints can be heard.

3. **Where is gender expertise available?**
   Stakeholders with gender expertise will help you identify entry points for gender mainstreaming and implement a mainstreaming approach throughout the entire project or policy-making cycle. These experts are important allies. Such expertise might be found with policy-making colleagues, academics, consultants, civil society organizations/community groups, or development partners. Bringing this expertise aboard is mainstreaming at its most basic level.

4. **What specific knowledge and skills can different stakeholders contribute?**
   When bringing "gender stakeholders" aboard, you should consider what sort of contributions they can make to your policy-making or project development process. For example, line ministers and other elected politicians can help build political will, while researchers, academics, and statistics offices can provide valuable quantitative data. NGOs and other community-based organizations, moreover, will be able to provide a direct link to men and women in the community and can help identify and articulate the needs and wishes of those individuals.

GENDER MAINSTREAMIG TOOL: Gender Sensitive Stakeholder Matrix

This matrix provides a checklist of potential gender-sensitive stakeholders, and suggests ways in which they may positively contribute to the gender mainstreaming process.

Stakeholder Group	S, PD	W/M	A	D,GA	PW	F, PS
Gender Focal Points in other ministries and governmental departments	•			•		•
Development partners with a gender equality mandate	•		•	•	•	•
Governmental or independent economists with gender expertise	•			•		
Male and female representatives of private sector interests		•	•	•	•	•
Women's or gender NGOs or community-based organizations	•	•	•	•		•
NGOs or community-based organizations (CBOs) that represent men's gender interests	•	•	•	•		•
Relevant sectoral or "special interest" organizations that have an interest in or experience with gender issues	•	•	•	•		•
Human rights groups or advocates	•	•	•	•		
Think-tanks or policy analysts with experience and expertise in gender issues	•			•		
Academics or researchers from university Gender Studies Departments or other relevant departments	•			•		
Politicians who support gender issues			•		•	•
Statisticians or other data collectors with experience in gender statistics				•		

Legend: S, PD = Policy strategization and concrete policy development, W/M = Connection to the real needs and experiences of men and women in the target policy group, A = Advocacy and building support among the broader public, D, GA = Data inputs and provision of gender analysis, PW = Support in strengthening political will, F, PS = Assistance in securing financial and other practical support

CASE STUDY: Who are the Decision Makers?

During the early stages of the Eurocian Republic's local government initiative, a task force was charged with developing the project. This task force included members from the Ministry of Local Affairs (2 representatives), the Union of Local Governments (3 representatives), and the international partners (2 representatives).

Initially, the gender balance on the task force was approximately equal (4 men and 3 women). However, nobody on the task force had any in-depth knowledge of how gender issues might be relevant in municipal good governance. Therefore, they invited one non-governmental representative from the Coalition of Gender Equality NGOs and one academic representative - a sociologist with expertise in gender and rural affairs - to become members of the task force. Additionally, one of the international partners invited his organization's Gender Focal Point to join him at task force meetings as an observer. These new members were able to assist the task force in all aspects of gender mainstreaming—from understanding the gender dimensions of the issues at hand, to identifying key partners who could strengthen the gender perspective during the implementation stage.

Moreover, the taskforce identified the following key points in the earliest stages of project development:

- Of the 82 municipalities, only 9 had a female mayor and only 17 had a female deputy mayor.
- Social, health, and education services in all municipalities were primarily provided by women.
- The Coalition of Gender Equality NGOs had partner organizations in 45 local municipalities.

The task force decided to keep these important facts regarding gender balance and participation of gender stakeholders in mind as they planned their course of action.

STEP 2
Mainstreaming a Gender Agenda: What Is the Issue?

During Step 2, you should first identify your main development problem or issue. This can be accomplished by answering a basic question:

What is the subject of your project or policy-making initiative?

For example, the subject of your policy-making initiative might be increasing the supply of potable water to rural communities. As you move through the gender mainstreaming process, this subject will need to be examined from a gender perspective in order to discern where, why, and how specific gender mainstreaming initiatives need to be applied. At this early stage, however, you are only approximating the extent to which gender is likely to be relevant to your issue (further analysis will happen later in the process). The following question will help you to provisionally establish the "gender issues" of your subject:

Does this issue affect men and women in different ways?

Experience has shown that in almost all cases, the issue does affect men and women in different ways. In these instances, this means that the specific ways in which men and women are differently affected need to be further investigated (see Steps 4 and 5). Gender analysis is a vital part of clarifying the precise gender dimension of the issue (see the Gender Analysis chapter). The Gender Briefs in Part II can also help you identify the "gender issues" of various development problems

In Step 2, you are beginning this process by identifying likely or potential "gender issues." In terms of the example given above, at this point you might identify the fact that the placement of potable water sources greatly influences the daily time allocations of various family members, as women are often most responsible for water collection. Thus, it is highly likely that the issue of potable water provision does indeed affect men and women in different ways.

While at this stage you will not yet be identifying specific gender issues that require policy solutions, Step 2 should introduce an appreciation of gender-related aspects of seemingly "gender-neutral" issues.

CASE STUDY: What is the Issue?

Thanks to the input from their gender experts, the local governance task force identified the following general ways in which their policy issue (i.e., enhancing effectiveness of local government) might affect men and women differently:

- **Low female participation and low representation of women's experience in governance:** The vast majority of mayors and deputy mayors (i.e., key decision makers) in the Eurocian Republic were men. It was therefore likely that the viewpoint of women and women's needs were not fully taken into consideration when making key policy decisions. Furthermore, this meant that women would be far less likely to directly benefit from any activities aimed at enhancing the capacity of mayors and deputy mayors.

- **Lack of awareness by policy makers of gender impact on social policy:** To the best of the task force's knowledge, local governments had received no training in gender equality issues.

According to a small NGO study (see Step 4) local government officials were largely unaware of how gender was an important factor in the provision of municipal services. There seemed to be little awareness of how poverty, access to education and health services, and energy and environmental issues might differently affect men and women in their municipalities.

- **Lack of systems and mechanisms to ensure equal distribution of resources**: The task force believed that local government expenditures should benefit the entire community and provide specific assistance to those with the greatest need. At the same time, limited research showed that certain groups of men and certain groups of women were more vulnerable to poverty and other hardships. This meant that methods needed to be developed to ensure that policy making was addressing the needs of these men and women in particular.

The taskforce decided to keep these potential gender issues in mind when planning their intervention, in order to ensure that men and women would benefit equally from it – both as direct beneficiaries from specific project activities, but also as indirect beneficiaries (i.e., the men and women of the local populations that the municipalities serve).

STEP 3
Moving Towards Gender Equality: What Is the Goal?

Once you have identified the "subject" of your project or policy-making initiative, you should discern what your goal is. You can do this by asking:

What do we want to achieve?

In Step 2, you will have identified any gender dimensions of the policy issue. It is also equally important to make this gender dimension explicit in your policy goal. To do so, you need to identify gender-related goals that are corrective (those goals that correct the gender-blindness of policies and projects) and transformative (those goals that integrate a broader commitment to enhancing gender equality through the policy or project). Note, as well, that some goals are both corrective and transformative.

Corrective Goals:

- **Does the goal address the needs and concerns of both women and men?**

  Many project or policy goals are "gender blind"—i.e., they do not account for the fact that men and women often have different needs and concerns. Corrective goals thus deliberately seek to address the needs and concerns of both genders. If men or women are disadvantaged in the given situation, then the policy goal should seek to redress this imbalance.

  For example, if women are being infected by HIV at a faster rate than men, any project or policy on HIV prevention that does not seek to address the needs and concerns of women as different from the needs and concerns of men would be ineffective.

These goals are thus **"**corrective" in that they correct gender-blindness by drawing specific attention to the needs and concerns of female target beneficiaries and of male target beneficiaries.

Transformative Goals:

- **Does the goal include a broader commitment to changing the institutions, attitudes, or other factors that hamper gender equality?**

  The policy or project goal should also be examined in the light of gender equality more broadly. Perhaps elements of the institutions, structures, or underlying principles that contextualize the issue fundamentally hinder de facto equality between men and women. Again, if, for example, women are not being adequately reached by HIV-prevention policies, it could be that existing cultural norms or institutional structures are in fact preventing women from being able to act on prevention strategies. If so, the goal should be broadened to address these elements as well. In other words, in this example, the goal would be not only to target women more directly, but also to change the context in which men and women can care for their own sexual health.

  These goals are thus "transformative" in that they are about transforming the institutions and structures (social, political, economic, cultural, etc.) of the policy context, so that full gender equality can be more readily achieved.

These broad goals will be translated into specific targets and objectives (see Step 6) once you have refined the question (see Step 5 and Gender Analysis booklet) and are ready to develop concrete policy interventions.

CASE STUDY: What is the Goal?

Before considering the gender dimensions of the project, the local governance task force had decided that the overall broad goal of their initiative would be:

- to enhance local governance to ensure targeted, more effective and efficient policy making that responds to the concrete needs and situations of men, women, boys, and girls in local communities.

in order to ensure this overall goal was gender-sensitive, it was reworded in the following way:

- to enhance local governance to ensure targeted, more effective and efficient policy-making that responds to the concrete needs and situations of local populations.

Given the gender dimensions identified in Step 2, the task force further identified the following as potential gender-related goals for any local governance initiatives they might develop:

Corrective Goals:
- To increase the knowledge of municipal policy-makers on the ways in which socio-economic issues differently affect men and women, and boys and girls, in their communities.
- To establish systematic means for determining the gender impact of municipal policies and resource allocation.
- To ensure equal participation of men and women in all aspects of project planning, implementation and monitoring.

Transformative Goals:
- To increase the representation of women at the highest levels of local government.

The taskforce noted, however, that although the "corrective goals" were meant to ensure that men and women benefited equally from the initiative, they felt that all of these goals were indeed transformative since they dealt with the structural and institutional aspects of the public policy system. In other words, fulfilling the corrective goals would have far-reaching implications for the systemic nature of the gender-based power structure in their communities as well.

Moreover, the task force also noted that the transformative goal of increasing the representation of women at high levels of local governance might likely fall outside the direct scope of their current initiative, although an increase in such female representation might be an indirect effect of the project.

STEP 4
Mapping the Situation: What Information Do We Have?

In Step 2 you have discerned what your policy issue is and identified potential gender dimensions of this issue. In Step 3 you have identified the overall intended goals of your policy or project interventions, ensured these are gender sensitive, and considered other potential gender-specific goals your policy or project might adopt.

In Step 4, "Mapping the Situation", you must start thinking about refining your potential policy interventions. In order to do this, it is important to have an inventory of information that will affect your proposed policy or project. This information specifically asks about the gender-related dimensions in this project or policy issue:

- What information do you have about how this issue affects men and women differently?
- What information do you not have?
- What projects or policy interventions related to this issue have already happened?
- What projects or policies are currently in place that relate to this issue?
- What other interventions related to this issue are planned?

Answering the above questions will help you focus on "filling in the gaps" by commissioning or undertaking necessary research and planning complementary initiatives. It will also help to avoid duplication.

Three tools and exercises are suggested that will help you answer the above questions:

1. Mapping Exercise
2. Policy Review from a Gender Perspective
3. Legislative Review from a Gender Perspective

GENDER MAINSTREAMING TOOL: A Mapping Exercise

One useful tool involves undertaking a "mapping exercise" in relation to the sector or policy issue you are addressing, in order to systematically do an inventory of what information you have or do not have, as well as prior on-going and planned interventions. You do not require any additional financial resources to perform this exercise.

Time required: The time required to fill in the chart (below) is minimal. However, because you may have to wait for inputs from counterparts and colleagues, you can expect the exercise to require one to several weeks.

Helpful Sources of Information:
- Database of government legislation
- Database of government documents
- Database of government-commissioned research
- Database of donor-funded technical assistance
- Database of CSO activities

Methodology: Based on information you have and are able to access from colleagues and other stakeholders, fill in the table below, row by row:

First row (Sectoral or Policy Issues): Identify the main policy issues of concern (i.e., these may be sub-sectors or sub-issues). Use as many columns as you need.

Second row (Gender Questions): Ask questions about potential gender dimensions of the sub-issues (these questions can be identified during Gender Mainstreaming - Step 2 in answer to the question: *Does this issue affect men and women in the same way*?)

Link: Gender Analysis, in the section 'Asking Gender Questions'

Additional rows: From there, simply fill in what you know about this issue according to the categories in the left-hand column (the information in *italics* is meant to guide you in filling in the table). Make note of any questions where information is missing.

Using Your Results: Once you have filled in the table as far as possible, the gaps should highlight where additional research, policies, etc. might be necessary. Updating your table can serve as a monitoring tool for your progress in gender mainstreaming.

Gender Mapping Excersise[1]			
Sectoral or Policy Issues →	**Issue 1**	**Issue 2**	**Issue 3, etc.**
Gender Questions →	What are the questions you should ask to help you identify any "gender dimensions" of the issue? What do you want to find out, in terms of gender equality?	What are the "gender questions" of Issue 2? etc.	What are the "gender questions" of Issue 3? etc.
What Do You Know? ↓			
Indicators (quantitative and qualitative)	Are there any indicators that are regularly monitored that answer the gender question? What are they? Who keeps track of them?		
Research Reports available	Do you have any research reports that answer the gender question? Do any of your colleagues?		
Govt. Legislation	Is there any government legislation that addresses Issue 1? Is the gender dimension explicitly addressed here?		
Govt. Policies and Programmes	What policies and programmes address issue 1? Do they also take the gender dimension into account?		
CSO Projects	Do you know of any CSO projects that deal with issue 1? Do they include the gender dimension?		
Donors' Activities	What donor activities address issue 1? Are the gender issues addressed?		

NOTE: This Mapping Exercise is not an analytical framework. It will not suggest potential policy solutions or interventions. Rather, it will help you understand what "tools," in the way of existing policies, programmes, or data, you have to work with in order to ensure gender mainstreaming.

[1] Adapted from S. Tadjbakhsh, Presentation to UNDP Latvia, April 2000.

CASE STUDY: Mapping the Situation for Enhancing Local Governance

After taking note of the gender dimensions and gender equality potential of their project, the Enhancing Local Governance task force had to collect information that could systematically describe the current situation in respect to these gender and local government-related issues.

The following page, therefore, shows a map of the information collected by the task force. This information was used in order to understand where a future initiative would make the most impact, while also complementing current efforts by CSOs and other groups in this area.

NOTE: The information in some boxes has been summarized for the purposes of this brief illustration. When undertaking this exercise, please use as much space as needed to fully list all known data and information.

Local Government Capacity in the Eurocian Republic			
Sectoral or Policy Issues ➔	Participation and representation in the highest levels of local governance	**Knowledge of differential impact of key social policy issues (poverty, health, education, energy, and environment) at the community level**	Effective local public policy systems and mechanisms
Gender Questions ➔	Do men and women equally participate? If not, what are the barriers to equal participation?	How do key social policy issues affect men and women differently at the community level? What is the level of awareness of local government about differential gender impact?	Are the different realities of men and women systematically addressed by current local government policy systems and mechanisms?
What Do You Know? ➔			
Indicators (quantitative and qualitative)	11% of mayors are female 21% of deputy mayors are female No known data on reasons for this discrepancy.	**A selection of key indicators:** Women more at risk for poverty. Men's life expectancy significantly lower than women's. Rise in number of girls not attending school in East and South regions. No gender data on energy and environment available. However, CSO report (see below) shows that only 15% of local politicians think gender equality is an important issue.	No data on how effectively public policy systems can address needs of men and women. Research done by an anti-corruption group showed that 67% of respondents did not believe that elected officials used resources effectively to address the greatest and most pressing needs in the community (but gender issues not addressed here).

Local Government Capacity in the Eurocian Republic			
Research Reports available	See National Report on Status of Women (limited data).	See National Human Development Report, National Report on the Status of Women (although weak in terms of local-level data). See Poverty Assessment (compares situation in four administrative regions) CSO "Women Fighting Poverty" conducted a survey of elected politicians in 10 municipalities on their attitudes towards gender equality.	See Consultant's report on Needs Assessment for Decentralization (it points to some areas where local government capacity needs to be built, but does not address gender dimension). Anti-corruption group report on public's perception of efficiency and effectiveness in government resource allocation (but gender issues not addressed here). Five municipalities have conducted different types of surveys of their own capacities and awareness, but gender issues not addressed.
Govt. Programme	No current programmes.	Various health and economic programmes at the municipal level that specifically target men or women.	No current programmes.
Govt. Policy/ Legislation/	Constitution and various international legal commitments (e.g., Convention on the Elimination of All Forms of Discrimination Against Women) confirm obligations to guarantee equal opportunities for men and women.	National Development Plan, National Poverty Alleviation Strategy deal with certain vulnerable groups but gender receives very little attention. New draft policy on "Education for All" notes need to combat shrinking enrolment of girls.	Transparency Act stipulates certain checks and balances to ensure that public funds are used appropriately – applies to local government as well.
CSO Projects	CSO "Women's Rights are Human Rights" has projects in all four regions to help women enter local politics.	Total of 38 CSO projects identified that provide specific assistance to vulnerable women or vulnerable men at the municipal level. These are primarily in the areas of health, social services, and economic empowerment. Majority of projects are in West and North regions. Seven gender equality CSOs identified whose activities include seminars for local government officials.	Seven gender equality CSOs identified whose activities include seminars for local government officials.
Donors' Activities	Donor projects to strengthen participation of women in politics at the national level, but nothing at the local level.	Nine bilateral initiatives identified (in cooperation with CSOs) to provide assistance to vulnerable women in various municipalities.	Recent donor financing for a gender-aware budgeting project at the national level in certain line ministries, but nothing at the local level.

GENDER MAINSTREAMING TOOL: Policy Audit from a Gender Perspective

A more in-depth policy review from a gender perspective can assist you in evaluating the extent to which gender concerns are currently reflected in public policy and programmes (you may wish to engage a gender expert to assist you in this task).

This process consists of examining the following elements of policy:

Gender Equality as a Policy Priority

- Is there a mandate and statement of political will for enhancing gender equality at the national (regional or local) level?

A policy document (e.g., a National, Regional, or Local Plan for Gender Equality) that expressly states the government's commitment to gender equality as an issue is significant, as it provides a mandate for the development of sectoral policies from a gender perspective (i.e., mainstreaming).

Your policy audit should therefore begin by finding out if such an overarching gender equality policy or policies exist.

Secondly, you should review whether any such policy expressly outlines *how* and *by whom* gender mainstreaming is to be undertaken, as this should delineate lines of accountability and responsibility. Any credible policy should also outline concrete goals, objectives, and indicators of success.

Sectoral Policies on Gender Mainstreaming

- Do ministries or departments have specific policies for gender mainstreaming?

Again, a mandate for gender mainstreaming should be contained in a policy document (a Ministerial or Sectoral Plan for Gender Equality). Again, such policies should explicitly outline how and by whom gender mainstreaming is to be undertaken as well as concrete goals, objectives, and indicators of success.

A Gender-Sensitive Approach to Sectoral Policy and Programmes

- Do policies in each sector or policy area reflect a gender perspective?

A review of all policies and programmes in a specific sector or policy area should be conducted to more thoroughly examine the extent to which a gender perspective has been taken into consideration. This review should ask and seek answers to the following questions:

- Was gender expertise part of the information and consultation inputs into programmes and policy formulation?
- Does the policy explicitly address gender issues in defining the problem?
- Do policy actions and solutions consider the potentially differential impact on men and women? Are target groups identified accordingly?

A gender audit of policy should also point to any gaps where new policies on specific gender issues might be necessary (e.g., policy on gender-based violence or anti-discrimination in the work-force).

GENDER MAINSTREAMING TOOL: Legislation Audit from a Gender Perspective

Similarly, a review of existing legislation can be undertaken to analyze the extent to which a gender perspective has been mainstreamed into current legislation. This should be undertaken by someone with both legal and gender expertise.

A legislative review from a gender perspective should ask and seek answers to the following questions:

- Is there adequate basic legislation that prohibits discrimination on the basis of sex (constitutional law, anti-discrimination act)?
- Does any legislation explicitly discriminate against men or women?
- Is there evidence that implementation of legislation may result in indirect discrimination against men or women?
- Were gender experts consulted in framing the legislation?

NOTE: What if I have Insufficient Information to Successfully Complete These Exercises?

It may be the case that filling in the inventory table in the mapping exercise tool is very difficult, as you do not have access to the information needed. Similarly, a policy or legislative review, for the tools for policy and legislation audit may prove difficult because of a lack of systematized databases or interdepartmental information sharing.

If this is the case, instead of concluding that your attempts were unsuccessful, you should treat this as a learning and advocacy opportunity: What sort of information-sharing systems would be necessary to be able to answer these questions? How could such systems be implemented or advocated? In other words, a "failed" inventory can actually be the impetus for an important aspect of the gender mainstreaming process: establishing information-gathering and sharing mechanisms to track activities related to gender issues.

In terms of your current project or policy, lack of systematized information does not mean you cannot move ahead. It just means that you may have to accommodate revisions to your proposals further down the line, as new information comes to light. This is a normal part of the policy or project process.

Link: See also brief on Human Rights and Justice: Legislation.

Link: See also Drafting Gender-Aware Legislation in the publications section of the UNDP Regional Centre for Europe and CIS web site at: http://europeandcis.undp.org

STEP 5
Refining the Issue: Research and Analysis

"Mapping the Situation" (Step 4) will have underlined where a gender-mainstreaming perspective is specifically required. Existing policies may need to be amended in order to include a gender perspective, or new policies may need to be developed. Step 4 should also have made clear where gaps in your current information base exist.

During Step 5, you will need to conduct or commission research that will fill in these gaps. This is absolutely crucial in order to guarantee the credibility, efficiency, and effectiveness of any projects or policies you develop. This means you need to undertake gender analysis – i.e., either you will need to conduct general research in your policy area that integrates a gender perspective, or you will need to conduct specific research on one or various gender dimensions linked to your policy area.

This phase involves:

- Specifying the research question(s)
- Designing and undertaking the research OR
- Calling for research proposals and outsourcing the research
- Evaluating and drawing conclusions from the research

Gender analysis is a key part of gender mainstreaming. Learn more about the various levels of analysis, methodologies, and how to undertake such analysis in the Gender Analysis chapter that is part of this Gender Mainstreaming Toolkit.

Link: See also Science, Research, and Information & Communication Technologies: Part II.

CASE STUDY: Results of the Mapping Exercise

Building on the results of the mapping exercise (Step 4) undertaken by the Enhancing Local Governance task force, the following research needs were identified:

1. Research undertaken during the preparatory phase (i.e., before the project design was finalized):

- **Situation of men and women at the local level:** A consultant was hired to go through all existing data on social policy issues in order to create one unified report that could describe the different situation of men and women in respect to these issues at the local level.

In support of this objective, the consultant was also asked to come up with a set of standard indicators that could be used by all municipalities to paint a picture of the differences between the situation of men and women in areas of health, sustainable livelihoods and poverty, education, and energy and environment. Special indicators were also to be developed to show the comparative situation of boys and girls.

- **Survey of attitudes and knowledge:** The NGO "Women Fighting Poverty," which had already conducted a survey of elected politicians in 10 municipalities on their attitudes towards gender equality (see Step 4), was contracted to extend this survey into an additional 30 municipalities. In addition to asking the officials about their attitudes on gender equality, the survey was redesigned in order to determine their actual level of knowledge about how key issues affected men and women in their municipalities differently.

(The results of this survey were also used as a benchmark for evaluating how attitudes and knowledge changed thanks to the project – see Step 9: Evaluation.)

2. Research to be undertaken as part of project implementation:

- **Local governance policy-making audit:** The task force decided that they would need to perform a systems and processes audit of policy making at the municipal level in order to determine:

- How policy priorities were determined
- How budgets were allocated (by whom and according to what criteria and priorities)
- What opportunities existed for consultations with local populations and specific stakeholder groups?
- What means were used to evaluate the effectiveness of policies and the allocation of resources?

However, because this research had implications not only for gender equality specifically but in fact spoke to the main goal of the project, the task force decided to undertake this research as Phase I of the actual project. Specific questions and concerns related to gender were integrated into the research component of Phase I. These included:

- Are systems and processes in place that enable an evaluation of women's and girls' needs as distinct from men's and boys' needs?
- Are systems in place that invite or require consultations with local gender experts, women's groups, and/or gender equality advocates when determining policy and budget priorities?
- Are systems in place that allow policy makers to evaluate expenditures in terms of their impact on women and girls, and men and boys, separately?

3. Research that would not be undertaken as part of this project:

- **Barriers to women's access to political participation:** While the mapping exercise (see Step 4) revealed there was a critical lack of information about why women were not better represented in the highest levels of municipal government, the task force decided this question was beyond the scope of the project at hand.

However, the need for more research and action on this issue was noted and communicated widely, so that it could be addressed through different projects or initiatives.

Link: See also Gender Analysis, Part I.

STEP 6
Deciding on a Course of Action: Designing Policy Interventions and Budgets

By this stage, you are likely already considering some general ideas for interventions that will help you attain the broad goals you articulated in Step 3. Now you will have to decide on the most appropriate course of action.

Crucial Considerations for Policy Options
Choosing the "correct" course for policy or project intervention is rarely straightforward. It involves balancing a number of crucial considerations, including:

efficiency – How can I balance desired outcomes with limited resources?
effectiveness – How much of the situation will I be able to influence through policy intervention, and to what degree?
gender equality – How and to what extent can I address social and historical disparities between men and women?
other cross-cutting goals - How and to what extent can I integrate a human rights perspective, advance environmental protection priorities, and redress other social inequalities (relating to minorities, rural and urban groups, groups living in extreme poverty, etc.)?

All types of impact of each option need to be assessed. After weighing these considerations carefully, you will be ready to formulate your intervention.

Note that the process of defining and refining a final policy intervention often involves some moving back and forth between Steps 5 and 6 – i.e., research and situation assessment and deciding on a final course of action. Moreover, external factors may restrict your options or highlight additional challenges that need to be addressed. For example, there may be political considerations, budgetary restrictions, or other conditions placed on resource allocations by donors or international financial institutions. While many of these considerations may be beyond your control or scope of influence, your objective is to propose the best and most gender-equitable policy or project you can. Even if you are unable to control the ways in which it may be amended, restricted, or expanded, you can propose a gender equality benchmark in your policy or project draft that can be used and referred to during the advocacy and approval process.

Gender Impact Assessment

Ideally, a "gender impact assessment" should also be conducted for each option. This should consider the following key questions[2]:

- ✓ What benefit (financial, human) will the option bring to both men and women?
- ✓ What cost (financial, human) will the option inflict on both men and women?
- ✓ How do both male and female stakeholders perceive the option in terms of its costs, benefits, acceptability, and practicality?

[2] Questions adapted from "Gender-Based Analysis: A Guide for Policy-Making" prepared by Status of Women Canada (1998).

The results of this assessment should be considered when weighing policy options. Additionally, you should consider:

What might the wider consequences be of failing to adopt a gender-sensitive option?

If you are unable to conduct a full-scale Gender Impact Assessment for each policy option, at the minimum a Gender Impact Assessment should be conducted for the course of action you finally settle on. This is crucial in order to anticipate any unexpected ways in which the policy or project might fail to address current gender inequalities –or how it might even make these inequalities worse.

Link: See also Gender Analysis: Gender Impact Assessment for more details

Once all analyses and assessments are completed, you will be ready to finalize your plan of action. This will entail preparing the actual policy or project document and the required budget.

GENDER MAINSTREAMING TOOL: Gender Mainstreaming Checklist for Project or Policy Documents

- ✓ **Background and Justification:** Is the gender dimension highlighted in background information to the intervention? Is all data in the situation analysis disaggregated by sex? Does the justification include convincing arguments for gender mainstreaming and gender equality? (See Step 7)

- ✓ **Goals:** Does the goal of the proposed intervention reflect the needs of both men and women? Does the goal seek to correct gender imbalances through addressing practical needs of men and women? Does the goal seek to transform the institutions (social and other) that perpetuate gender inequality? (See Step 3)

- ✓ **Target Beneficiaries:** Except where interventions specifically target men or women as a corrective measure to enhance gender equality, is there gender balance within the target beneficiary group?

- ✓ **Objectives:** Do the intervention objectives address needs of both men and women?

- ✓ **Activities:** Do planned activities involve both men and women? Are any additional activities needed to ensure that a gender perspective is made explicit (e.g., training in gender issues, additional research, etc.)?

- ✓ **Indicators:** Have indicators been developed to measure progress towards the fulfilment of each objective? Do these indicators measure the gender aspects of each objective? Are indicators gender disaggregated? Are targets set to guarantee a sufficient level of gender balance in activities (e.g., quotas for male and female participation)? (See Steps 1 and 8)

- ✓ **Implementation:** Who will implement the planned intervention? Have these partners received gender mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will men and women participate equally in the implementation? (See Step 1)

- ✓ **Monitoring and Evaluation**: Does the monitoring and evaluation strategy include a gender perspective? Will it examine both substantive (content) and administrative (process) aspects of the intervention? (See Steps 8 and 9)

- ✓ **Risks**: Has the greater context of gender roles and relations within society been considered as a potential risk (i.e., stereotypes or structural barriers that may prevent full participation of one or

the other gender)? Has the potential negative impact of the intervention been considered (e.g., potential increased burden on women or social isolation of men?)

- ✓ **Budget:** Have financial inputs been assessed to ensure that both men and women will benefit from the planned intervention? Has the need to provide gender sensitivity training or to engage short-term gender experts been factored in to the budget?

- ✓ **Annexes:** Are any relevant research papers (or excerpts) included as annexes (particularly those that provide sound justification for your attention to gender)?

- ✓ **Communication Strategy:** Has a communication strategy been developed for informing various publics about the existence, progress, and results of the project from a gender perspective? (See Step 10)

CASE STUDY: Policy Interventions and Budget

During Steps 4 and 5, the task force gained a great deal of very valuable information that allowed them to refine the focus of their proposed intervention, and decide on the specific ways in which gender equality considerations would be showcased.

The main objectives (not specifically related to gender) of the project were decided upon as follows:

1. **Systemic changes**: To identify opportunities and implement strategies for making changes in policy-making processes, to ensure that policies are effective and targeted, and that policy makers are accountable.
2. **Capacity building**: To enhance the capacity of local policy makers through various forms of training and learning in three areas: Situational Analysis; Budgeting; and Impact Assessment of Policies.

Thanks to the gender mainstreaming process, the design of the project was supplemented in the following ways:

Objectives:
- The project document made explicit the fact that enhancing gender equality and reducing inequalities in the situation between men and women were key aspects of effective local governance.

Activities and Budget

Amendments to Systems changes activities:
- Design and institution of mandatory public consultations and gender impact consultations during the design phase of major local policy initiatives.
- Establishment of Gender Focal Points within municipal government and allocation of resources for special training of the Focal Points.
- Allocation of budget for review of information and statistics systems to include tracking of key gender equality related indicators.

Amendments to Capacity building activities:
- Securing additional funds for a comprehensive training module on gender mainstreaming in municipal public policy-making (training + preparation of a gender mainstreaming handbook).

- Securing additional funds for including a component on gender-responsive budgeting within the budgeting training module.

General Project Implementation Processes:

- Allocating funds for a gender expert to participate in the local governance systems audit.
- Allocating funds for project personnel to receive training in gender mainstreaming.
- Inclusion of a gender expert as a voting member of the Project Steering Committee.
- All Terms of Reference for personnel to be hired with project funds to include "knowledge of gender issues" as either a mandatory or desirable qualification (depending on the nature of the job).
- Creation of a mandate to ensure that all data collected in association with the project is sex-disaggregated.
- Creation of a mandate to ensure that participants in training and learning activities be made up of no less than 30 percent women or 30 percent men.

The official project document included summaries of the gender-related research undertaken in Step 5 as important annexes for justifying the critical need for attention to gender within the project.

Link: See also the Gender brief Macro Economics and Trade and Gender Responsive Budgeting in the publications section at: http://europeandcis.undp.org

STEP 7
Advocacy Strategies: Gender Matters!

One crucial aspect of gender mainstreaming involves developing advocacy strategies that will help you gain support for your gender mainstreaming initiatives. Because experience has shown that decision-makers are sometimes reluctant to devote scarce resources to gender equality activities, decision-makers (especially those who control budgets) need to be convinced that their investment in gender equality will pay off.

Decision-makers need to be presented with information that highlights, concretely and precisely, why gender matters. In other words, you must illustrate what development problems gender equality contributes to solving, and what specific benefits a gender-aware perspective will bring to the government, individuals (men and women), and the nation as a whole. Well-defined justifications and arguments will increase your chances of receiving financial and political support for any planned interventions.

The "Added Value" of Gender Mainstreaming

Advocacy strategies for adapting a gendered approach and for promoting gender equality in all projects and policies generally fall into one of the following six categories:

- Justice and Equality
- Credibility and Accountability
- Efficiency and Sustainability (the "macro" dimension)
- Quality of Life (the "micro" dimension)
- Alliances
- Chain Reaction

Justice and Equality: These strategies stress the value of democratic principles and basic human rights, which demand gender equality. Justice strategies can be used to argue for equal representation and participation of both genders in various contexts, premised on the basic notion of their shared human rights.

Most states are party to a variety of normative documents (for example, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and global conference documents from Beijing, Copenhagen, and Cairo), all of which establish gender equality as a fundamental principle. States are obliged to fulfil these commitments, especially as many basic democratic principles articulated here reflect most states' own constitutional laws.

While experience has unfortunately shown that the justice approach alone is often insufficient to convince governments to mobilize adequate resources, these justifications are nonetheless useful for providing reference to specific mandates for gender equality and international commitments. They remind governments that they are part of an international (or regional) community that has proclaimed gender equality to be one of their shared values.

Credibility and Accountability: Credibility strategies remind decision-makers that men and women each make up half the population. Therefore, any data, policy, or recommendation that does not recognize and address both sexes equally is not credible. If a policy does not account for the entire population, it can ever only be a partial solution. These strategies are useful for justifying gender im-

pact assessments (studies that examine how men and women are, will be, or have been differently affected by actions or situational factors), or calling for more gender balance in decision-making processes.

Accountability strategies remind governments of their responsibility to ensure sustainable human development. As such, they must be accountable to the population and further the interests of all its members – both men and women. A failure to address gender equality issues is also a failure of governments to be accountable to all citizens.

Furthermore, gender-sensitive interventions hold governments accountable for their use of public funds and for the fulfilment of their political promises. Gender mainstreaming can offer concrete mechanisms for introducing a greater degree of accountability into governance.

Efficiency and Sustainability[3]: These strategies make clear an irrefutable fact: Equal inclusion of men and women in all aspects of development and society pays off for the country as a whole. Nations cannot afford to ignore the contributions and economic and social capacities of both men and women in all spheres. The development of any country that does so will ultimately suffer in the medium and long-term. This is an approach that addresses the macro aspects of development – i.e., the welfare and prosperity of a nation as a whole.

These justifications are particularly effective because they address the bottom line: money. We often tend to put fiscal considerations before many others. Thus, it is important to prove that an investment in gender equality is a wise economic investment in the country as a whole. Global studies have proven the overall efficiency arguments,[4] and these can assist you to make your case, as will any national research you might have as well.

Closely linked to efficiency strategies are sustainability strategies. Because gender mainstreaming adopts a "human development" perspective, which has the long-term objective of creating a sustainable society, gender mainstreaming is inextricably about ensuring sustainability as well. Furthermore, because gender mainstreaming demands a holistic approach to policy-making where coordination and cooperation (both vertical and horizontal) are key, interventions are more likely to be sustainable.

Quality of Life: Increased attention to gender equality issues will improve the lives of individual men and women. In a democratic society based on principles of social inclusion and human security, each individual member has the right to the best quality of life possible. Gender mainstreaming initiatives seek to further this objective.

Moreover, while it is commonly recognized that women stand to benefit from increased attention to gender equality, quality of life arguments also point out the benefits to be gained by men, families and societies as well. They stress the importance of social relationships and interdependence of social actors, claiming, for example, that if women are empowered, those closest to them stand to gain as well. On the flip-side, hardship for one sex will negatively affect other social actors as well. For example, the negative effects of depression in men or poor employment opportunities for women affect all members of a family, including children and partners.

[3] Care should be taken, however, when using efficiency strategies to avoid stressing that women are an "under-utilized resource." As Diane Elson has noted, the problem for many women is that they are in fact "over-utilized" (quoted in OECD:1998). The focus should be placed on recognizing and appropriately valuing the contributions of both genders. The goal is not to burden women further, but to strive for a renegotiation of women's and men's roles in society, which will ultimately result in increased levels of development and prosperity.

[4] See specifically the World Bank Policy Research Report Working Paper Series on Gender and Development.

These justifications address micro aspects of development and gender, i.e., the ways in which individuals within a development context are affected. However, this approach has a natural link to efficiency strategies: If individuals are happier and healthier, they will also be more productive, thus contributing to a more efficient and prosperous society.

Alliance: Alliance strategies highlight gender equality as a prerequisite for forging formal alliances or partnerships with other nations. In the context of Eastern and Central Europe, accession to the European Union is a very salient example: EU countries are mandated to implement various instruments for the promotion of gender equality, including the adoption of gender mainstreaming practices.

However, while this approach is currently very effective for calling governments to task, it is ultimately unsustainable unless coupled with concrete substantive reasons (such as efficiency and quality of life) as to why issues of gender equality need to be addressed. Without these solid substantive arguments, alliance arguments can backfire.

Chain Reaction: Lastly, all of the above approaches are strengthened when the links between them are highlighted. Gender equality can in fact produce a "chain reaction" of benefits. The chain reaction strategy shows how investment in gender equality will bring not only short-term, localized benefits, but medium and long-term benefits that will ripple through society strengthening the nation as a whole. (Similarly, these strategies highlight how inequalities spread from individuals to infect the well-being of their families and communities as well.)

At the same time, mainstreaming should also remain aware of chain reactions that might produce negative gender equality effects. For example, the hasty adoption of affirmative action in hiring practices might bring backlash and even greater exposure of women to harassment in their place of work. These risks highlight the crucial need to create complex strategies for gender mainstreaming, whereby a number of initiatives are mutually reinforcing. Thus, a negative chain reaction approach can be used to convince decision makers that mainstreaming must proceed in a strategic and holistic manner.

CASE STUDY: Argue your Case

Many key justifications for including a gender dimension in the Enhancing Local Governance project existed. These included:

Justice & Equality: The Eurocian Republic is a party to CEDAW and a signatory of the Beijing Platform For Action. Given the great discrepancies that exist between men and women in the Eurocian Republic in terms of health, poverty, education, and other key policy areas, the failure to include attention to gender equality in this project would in effect be a violation of these international commitments. It is crucial to keep reminding our governments, local and national, that until men and women have equal opportunities and are in equal situations, to maintain the status quo is the same thing as promoting inequality! It is the obligation of governments to find and make use of opportunities, such as this one, to address inequalities between men and women.

Credibility & Accountability: Earlier research done by an anti-corruption group showed that 67 percent of respondents did not believe that elected officials used resources effectively to address the greatest and most pressing needs in the community. While the project as a whole aimed at creating more accountability for resources, including the gender components and commitments greatly enhance that accountability. Moreover, given that great disparities between men and women in relation to poverty, health, and education had been documented (see Step 4), this project would have no credibility unless it specifically addressed these inequalities.

Efficiency & Sustainability: Greater efficiency is a key justification for the inclusion of specific gender components into this project. The whole project turns on the need for better, more efficient policy-making – through enhancing the ability of local policy makers to make informed decisions on how to use resources in an efficient, targeted, and most effective manner. Because there are great discrepancies in the way men and women are affected by policies at the local level, targeted and efficient policy-making is not possible without taking these differences into account.

While some opponents of the project argued that the gender-specific activities in the project required greater resources and thus reduced the efficiency of the project, this claim was not substantiated. In fact, the inclusion of the gender-specific activities and objectives required a budget increase of only an additional 6 percent, which was relatively easy to secure and justify. This is in comparison to an approximate additional 30 percent that would have been required to implement the gender-focused training modules in a smaller, stand-alone project. By integrating the gender mainstreaming and gender-responsive budgeting training into this larger project, limited resources were maximized and the overall outcomes were greatly enhanced, as the gender-based training reached a far greater audience than it would have in a stand-alone project.

Quality of Life: Because this project is a human and institutional capacity-building project, the "quality of life arguments" are not as obvious in terms of the project's direct impact. However, research in the Eurocian Republic has clearly demonstrated that policy outcomes at the local level are *not* gender neutral: for example, women are at higher risk of poverty, girls' enrolment in schools is declining in the East and South regions, and men's life expectancy is critically low. Building the capacity of local governments to respond to these and other challenges through better targeted policy interventions will undoubtedly have the spin-off effect of improving the quality of life for individuals currently suffering from these and other hardships or undesirable situations.

Alliance: Undoubtedly, as noted in the "credibility and accountability" arguments, this project will greatly enhance the accountability of local governments for their administration of public resources. The gender dimensions of the project – in particular the attention to gender impact assessment and gender-responsive budgeting – add an additional layer to this accountability, thus further enhancing these accountability mechanisms. This will be an extremely attractive selling point for bilateral donors wishing to cost-share projects at the municipal level. Similarly, these accountability mechanisms will be a key strength for municipalities to highlight when applying for loans and structural funds from major donors such as the United Nations and European Union bodies, who place great emphasis on attention to gender mainstreaming in their review of projects and funding applications.

How do I Challenge Resistance to Gender Mainstreaming?

You should be aware that you may encounter resistance to your gender mainstreaming activities. Reasons for resistance vary, from misinformation or lack of information about gender issues, to restricted resources, to cultural or traditional perceptions about gender roles.

Therefore, it is useful to be equipped with potential strategies for addressing this resistance. Tips for dealing with resistance include:

- When seeking programme or policy approval, approach decision makers with concrete proposals, preferably in writing. In cases where you have a programme and budget proposal, it may be useful to present the programme first, and once general approval is attained, a budget can be

presented. Use concrete data and research (preferably from your country or region) to back up your arguments.

- It is particularly difficult to respond to questions such as, "Why should gender equality be a priority in a time of economic hardship?" The focus of argumentation here should remind decision-makers that gender mainstreaming and gender equality enhance efficiency (see above).

- Stress that gender mainstreaming is not only about women; it is about men and society in general. This is also a way of allowing men to feel more comfortable as part of the gender mainstreaming process, and of reminding them that they too have a responsibility and a role to play in and much to gain from ensuring gender equality.

- When presenting your case, you should tap into political momentum. Timing is key, and opportunities should be sought where public opinion has already been built up as a "springboard" for your request or proposal.

- Remind decision makers of how your request/proposal will benefit them directly, in terms of improving their image and credibility (i.e., enhancing their political capital). Similarly, it is important to be positive rather than confrontational, understanding and taking into account restrictions and obstacles that decision makers face. You should try always to offer "win-win" situations.

- Try to offer a number of options, allowing decision makers to choose for themselves the most appropriate one. Being flexible and open to compromise will work in your favour. "Pilot programmes" are good, cost-effective ways of demonstrating added value that can be replicated in the future.

- Unfortunately, sexual harassment and unprofessional attitudes towards people, especially women involved in gender work, are serious barriers that may not be easily surmountable through good argumentation strategies. This is one reason why gender sensitivity and efforts to change attitudes within organizational structures are vital elements in the gender mainstreaming process.

STEP 8
Monitoring: Keeping a (Gender-Sensitive) Eye on Things

Monitoring is an indivisible aspect of gender mainstreaming. The three aspects of monitoring are:

1. Levels of Monitoring
2. Gender-Sensitive Monitoring Plans
3. Gender-Sensitive Targets and Indicators

Levels of Monitoring

Monitoring should take place at two different levels:

- Monitoring progress towards fulfilling substantive goals and objectives
- Monitoring the implementation process

Both require setting targets (goals) and developing indicators to measure progress towards meeting those targets.

When monitoring progress towards substantive goals and objectives, indicators must be developed that track the delivery of specified outputs (activities) and outcomes (impact).

When monitoring the implementation process, targets and indicators must be developed that track the extent to which the process itself is gender-sensitive. Monitoring the process will:

- Allow you to identify hindrances and gaps in the process that can be immediately redressed.
- Allow you to improve the design of future initiatives.
- Document obstacles to mainstreaming that can be later addressed in a wider institutional context.

Questions to consider in monitoring the process might include:

- Are men and women equally participating in project decision-making?
- Are men and women treated with equal respect as decision makers, implementers, and participants?
- Are those involved in project implementation continually motivated to maintain a gender perspective (e.g., through opportunities to update their gender knowledge and skills, and discuss gender issues in a non-judgemental environment)?

Gender-Sensitive Monitoring Plans

Plans for monitoring both substantive progress and the implementation process should be developed and included in the official document outlining your intervention. These plans should specify:

- who is responsible for monitoring tasks
- how other stakeholders (e.g., gender experts) will participate in the monitoring process
- when monitoring will take place

- what tools will be used to record observations
- what mechanisms exist to review progress (periodic appraisal or review sessions)

Gender-Sensitive Targets and Indicators

Targets

We set targets so that we can keep our goals in sight. Targets make our goals concrete, and therefore increase the possibility that they will be attained. Concrete targets also increase the possibility that concrete resources (human, financial) will be diverted in order to achieve those targets.

Effective targets are:
- progressive but realistic
- time-bound
- measurable

NOTE: Integrating a gender perspective means that effective targets are also gender sensitive: They consider the situation and needs of both men and women**.**

Indicators

Progress towards achieving targets should be mapped with the help of specific indicators.

Effective indicators are:
- comparable longitudinally (over time) – indicators that are measured only once cannot show signs of progress or decline
- comparable with other countries, regions, or target audiences
- measurable – you need to be able to quantify or categorize your results
- precise – choose indicators whereby effects of external and environmental factors, other than those you hope to measure, are minimized
- selective and representative – too many indicators are difficult to track

NOTE: In programmes and policies that have been "gender mainstreamed", all indicators should be disaggregated by sex wherever possible. This helps identify the gender differentiated impact of our interventions.

Types of Indicators: There are many different ways to classify indicators. This table can help you choose which indicators will be most useful in providing an answer to the "monitoring questions" you have formulated.

Type	Description	Benefits	Drawbacks	Examples
Checklist indicators	Ask whether something *is* or *is not* in place. The measure is a question of "yes" or "no."	Good for monitoring processes, statements of political will, commitments. Simple and cheap data collection.	Lack qualitative aspect. Sometimes a question of interpretation.	✓ Is a gender mainstreaming policy in place? ✓ Was a gender expert consulted in production of the report?
Statistics-based indicators	"Traditional" indicators that measure changes using available statistical data.	Information is readily available.	Rarely provide a qualitative perspective. Often need to be complemented with the other two types.	✓ Male: Female ratio of incidence of HIV ✓ Male: Female unemployment levels
Indicators requiring specific forms of data collection	Require specific forms of data collection (sociological surveys, focus groups, interviews, etc). Require specific, replicable methodology so that data can be compared over time.	Data is often extremely useful and specific. Good means of collecting qualitative data.	Often resource-intensive (time, money, human resources).	✓ % of population that feels women should be primarily responsible for childcare ✓ % of job advertisements in newspapers that show gender bias

Qualitative and Quantitative Indicators: Being aware of the different uses and sources of qualitative and quantitative indicators can help you design indicators and collect data.

Qualitative Indicators	Quantitative Indicators
Qualitative indicators can be defined as people's judgements and perceptions about a subject. They are useful for understanding processes, but frequently do not show how typical or widespread are the views expressed.	**Quantitative indicators** can be defined as measures of quantity (total numbers, percentages, etc.). They are useful for showing what the average outcome is, or the degree to which a goal or objective has been attained.
Common Sources:	**Common Sources:**
• public hearings • focus groups • attitude surveys and interviews • participatory appraisals • participant observation • sociological and anthropological fieldwork	• censuses • labour-force surveys • administrative records • target population-based sociological surveys[5]

[5] Adapted from: *Progress of the World's Women*, (UNIFEM 2000), which adapted it from the Canadian International Development Agency, 1996.

CASE STUDY: Monitoring

The process of monitoring the project Enhancing Local Governance from a gender perspective was made much easier because gender issues were already taken into consideration during the project design stage. This monitoring process had three main components:

1. Project Monitoring Relating to Gender-Specific Objectives and Activities: Again, because gender was taken seriously during project design, monitoring the achievement of gender-related objectives was very straightforward. Primarily, this was a question of fulfilling the plans set out in the project document, according to the timeframe set out in the work plan. These targets were as follows:

Systems Changes to Local Governance:
- Design and implementation of systems to ensure gender impact consultations
- Establishment and training of Gender Focal Points for all municipalities involved in the project
- Establishment of a set of key gender-related social policy indicators and systems to track them

Capacity-Building:
- Development and implementation of a gender mainstreaming training module
- Inclusion of gender-responsive budgeting section in the budgeting training module

It was the responsibility of the Project Manager (and a part of his Terms of Reference) to report specifically on the progress towards attaining these gender-related objectives in his regular reports to the Project Steering Committee.

2. Monitoring Gender Mainstreaming in Project Implementation Processes: Monitoring project implementation according to gender mainstreaming principles was also for the most part straightforward, since certain quantitative targets were already set out in the project document. These included the following:

- Equal participation of men and women in project training activities (no less than 30 percent men or 30 percent women)
- Ensuring adequate gender expertise for all project personnel (specified in their Terms of Reference)

Ensuring that all human data collected during the course of the project was disaggregated by sex

Again, the Project Manager, according to his Terms of Reference, was responsible for ensuring the fulfilment of these targets and reporting on them to the Project Steering Committee.

3. Gender Mainstreaming Monitoring Officer: However, it was recognized that these matrices would only allow the Project Steering Committee to verify "checklist type" indicators (i.e., whether or not activities had been implemented) and would not allow them to keep a gender-sensitive eye on the qualitative aspects of their implementation. For this reason, a Gender Mainstreaming Monitoring Officer was designated (in fact, in this particular case this was the Gender Expert who was part of the Project Steering Committee).

This Officer's job was to hold informal interviews and/or administer informal surveys with all levels of project participants (project staff as well as primary project beneficiaries) in order to determine if the project was being conducted in a way that was gender-equitable, respected the views of men and women equally, and sought to provide equal opportunities for men and women.

This Officer reported back to the Project Steering Committee every other month. If she noted any problems related to gender equality in project implementation, the Project Steering Committee strategized about how to address these. For example, the trainers for the gender-responsive budgeting section of the Budgeting Module indicated that the time allotted for gender-responsive budgeting had been reduced by the Budgeting Module Team Leader from one whole day of training to only three hours. They felt this indicated a lack of commitment to the gender objective. In order to address this problem, the Project Steering Committee spoke with the Budgeting Module Team Leader and, as a result, the time allotment for the gender-responsive budgeting section was increased.

The Gender Mainstreaming Monitoring Officer was also responsible for providing a summary report on gender mainstreaming for the final project evaluation, and she served as a trainer and resource person on gender issues for all staff involved in the project.

STEP 9
Evaluation: How Did We Do?

The culmination of the monitoring process occurs during Step 9: Evaluation. This stage is vital for establishing good practices and lessons learned from your initiative, for the ultimate purpose of improving initiatives in the future. Evaluation is also a question of accountability for resources used.

Three levels of evaluation include

1. Evaluation of **outputs** (Have objectives been met?)
2. Evaluation of **outcomes** (To what extent has the development goal been achieved?)
3. Evaluation of **process** (How were outputs and outcomes delivered?)

In order to mainstream a gender perspective, key questions to consider at all levels of evaluation include:

Evaluation criteria
- Who determines the evaluation criteria?
- What level of importance or priority is afforded to gender equality considerations?

Evaluation Actors
- Do evaluators' Terms of Reference specify the need for gender expertise?
- Are all stakeholders involved in the evaluation process?
- Who will provide inputs for evaluation data?
- Will the opinions of both men and women be considered?
- Who will be responsible for consolidating inputs and determining the validity and priority of differing opinions or observations?

Evaluation Process
- Will participatory methods be used?
- How and to whom will results of the evaluation be disseminated?
- Will both men and women stakeholders be given the opportunity to formally comment on or state their reservations about the evaluation results?

Feeding Back into a "Gendered Agenda"

Too often, once important gender-sensitive initiatives are completed, the gender issues disappear from the policy agenda. As long as these considerations remain marginalized from mainstream policy agenda-setting, a transformation of gender roles and relations – leading to greater gender equality and positive outcomes for the nation as a whole – will always remain beyond our grasp.

To ensure the sustainability of mainstreaming efforts, consider the following:

- How does your initiative fit into the **"big picture,"** i.e., more comprehensive government programmes and policy frameworks? What entry points for follow-up and complementary activities does this framework offer?

- Does your evaluation include concrete **recommendations** for follow-up initiatives? What other entry points can be accessed to ensure this follow-up?
- Does your evaluation point to **implications** for other ministries or stakeholders more broadly? How will you communicate these implications? Can you propose any concrete entry points?
- Are you documenting the process and results of your initiatives in a way that will guarantee **institutional memory**?
- In general, how and to whom are you **communicating** the results of your initiatives? (see Step 10)

CASE STUDY: Evaluating the Project "Enhancing Local Governance"

In terms of evaluating the achievement of gender-related project objectives and gender mainstreaming objectives, the monitoring checklists created in Step 8 were effective for these purposes. However, while these checklists were able to provide a quantitative report of gender-related achievements, they did *not* illustrate the qualitative impact of the project in relation to gender equality.

In order to gain a better picture of the project's qualitative impact, a comparative study was done using some of the data collected before the project began, and comparing it with data collected after project completion. This became known as the "Entry and Exit Surveys on Attitudes and Knowledge."

Description of the Comparative Study "Entry and Exit Surveys on Attitudes and Knowledge": Prior to beginning this project, the NGO "Women Fighting Poverty" was contracted to survey elected officials in 30 municipalities about their attitudes to gender equality and their actual level of knowledge on how key issues affected men and women in their municipalities differently (see Step 5). Those interviewed during this "Entry Survey" represented three different levels of involvement in the project: direct (participated directly in capacity-building or systems-changing activities); indirect (their municipality participated in project activities, but they were not personally involved in training activities); or no involvement (their municipality did not participate in the project). At the close of the project, this NGO was asked to contact the people they had interviewed for the "Entry Survey" and perform a follow-up assessment. The goal was to determine to what extent their attitudes or knowledge had changed (if at all), and what differences, if any, existed between the three types of interviewee.

The results of this comparative study showed:

- Attitudes towards gender equality had changed positively in all groups, but most significantly among those directly involved.
- Substantive knowledge about how men and women are affected differently by social policy issues had increased very marginally in the "direct involvement group," and had not increased at all in the other two groups.

Thus the most important conclusion drawn from these findings were:

- Although the project had made a positive impact in terms of raising awareness about gender equality and gender mainstreaming in general, it had not succeeded in equipping participants with the necessary substantive knowledge to be able to make key policy decisions in a gender-

informed way. Furthermore, since attitudes improved in all groups, not just those involved in the project, it was likely that society in general was becoming more aware of gender issues through media and other gender-related initiatives, which was considered positive.

As a result, the key recommendation for future and follow-up action was to provide follow-up thematic training for municipal policy makers in the following areas, identified by the evaluation as key areas for future action:

- Poverty survival strategies for men and women
- Employment options for men and women
- Time-use surveys: how men and women use their time differently
- Men, women and local energy needs
- Men, women and waste and water management
- Health promotion for men and women
- Boys, girls and barriers to education
- Reducing risky behaviour for boys and girls

Moreover, because policy makers experience turnover, it was necessary to institutionalize this knowledge in some way. Therefore, it was strongly recommended that information packets on each of these subjects be produced and made available to all municipal policy makers and employees.

At the same time, because the project's "systemic changes" objectives had created systematic opportunities for consultations with gender experts and NGOs during policy-making processes, it was concluded that the knowledge of local policy makers about gender issues would continue to improve through exposure to these consultations.

STEP 10
En-Gendering Communication

While "communication" figures as the last step in this gender mainstreaming guide, communication considerations themselves need to be"mainstreamed" or integrated at all phases of the project or policy cycle. Communication with other stakeholders - from civil society to your superiors – is necessary at all stages and all levels. In every case, the way in which you communicate (both pro-actively and reactively) will influence the success of your project or policy.

It is very important to note that communication is not simply the neutral transfer of information. Communication also includes such strategic goals as awareness-raising, advocacy, promoting transparency, and sharing good practices. Good communication strategies and practices that take into account the different needs and situations of men and women (as providers, audiences, and subjects of communication) is a crucial aspect of gender mainstreaming.

One of the barriers to effective gender mainstreaming is a lack of information on various levels, including:

- about the situation, from a gender perspective
- about government or organizational mandates for gender equality
- about policies and programmes targeting gender equality
- about stakeholders and efforts of other actors in promoting gender equality

Part of your role must be to design and implement effective communication strategies to help bridge this information gap for a diverse set of publics. These publics include:

- Top-level policy makers and decision-makers
- Other policy makers
- Different groups within civil society (men, women, activists, academics, etc.)
- Donors and development partners

Considering a "Gendered Public"

Using a gender perspective when designing communication strategies should highlight the different ways in which men and women respond to different messages. Key questions you might ask during a gender analysis of communication strategies include[6]:

- Do men and women read different publications?
- Do men and women watch or listen to different electronic media?
- Are media consumption patterns (frequency, time) different for men and women?
- Do men and women have different credibility criteria (regarding "authorities," arguments used, etc.)?
- Do men and women have different values that cause them to respond to certain messages in different ways?

[6] Questions adapted from "Gender-Based Analysis: A Guide for Policy-Making," prepared by Status of Women Canada (1998).

Possible Interventions for Communicating Progress in Gender Mainstreaming:

- **Preparation of an Annual Report on Gender:** The preparation of such a report by the government can be an important source of statistical information and a tool for tracking progress and disseminating information to a wide audience. Such a report can either be prepared "in-house" by the national gender machinery, or can be sub-contracted to a research organization or NGO.

- **Use of Electronic Media:** The use of the internet and e-mail (e-mail discussion networks, web page resources, and "virtual discussions") can be an efficient and effective way of bridging the communication gap.

- **Establishment of a Gender Policy Resource Centre:** Creating a central "clearing house" for reports, bulletins, books, and other information on gender policy can make gender mainstreaming more efficient and can contribute to strengthening the profile of gender issues within governance at the national level.

CASE STUDY: Engendering Communications

After the close of the Enhancing Local Governance project, the following on-going communication initiatives were initiated in order to maintain the momentum built by the various gender-related aspects of the project:

- The experience in gender mainstreaming for this project was collected in a comprehensive report by the Project Manager. This was made available to everyone involved in the project, and was also used as a case study at several international seminars and conferences on local governance.

- An electronic list-serve was established for all of the Gender Focal Points in municipal government. This was a way for them to share information, best practices, and questions with one another using the internet.

- Many municipal governments asked their various municipal departments to include a section that highlighted progress towards gender equality in all future annual reports.

- One municipal government began a project that would give an annual prize to the best piece of local journalism (radio, television, and print) that addressed questions of inequality between men and women.

- The Union of Local Governments established a small resource library that collected both national and international reports, case studies, and other resource material on gender equality at the municipal level. Many of these reports were made available electronically on the ULG's website, so that interested people would not have to travel all the way to the capital city in order to make use of these resources.

References

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Gender Equality: Basic Principles

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Introduction

Gender inequality remains a regrettably common feature of all of our societies, yet the way in which individuals experience gender discrimination varies greatly. This is because inequality is caused by many factors other than gender alone – notably economic status, race or ethnicity, religious affiliation, age, physical or mental disability, and sexuality. Situational factors such as systemic poverty, environmental degradation, or rural neglect can also lead to serious hardship and inequality.

While this means that the experience of gender inequality is different for everyone, we can still talk about certain common features and basic principles of gender equality. In order to address any situation or experience of gender equality, it is crucial to have a solid understanding of these basic and common principles.

This section is designed to explain the basic principles of gender equality in order to build a common ground of understanding before moving into more specific issues such as policy-making, thematic linkages to gender, and the details of gender analysis.

What is Gender Equality?

Gender equality is defined in many different ways. One way to approach this concept is by breaking it down into five main components:

- rights
- opportunities
- value
- situation and outcome
- agency

Rights

Gender equality means that both men and women should have the same rights, and be equal before the law. (This is known as "de jure," or formal gender equality). These rights are articulated in international conventions, such as the Convention to Eliminate All Forms of Discrimination Against Women (CEDAW); in national constitutions; and in legislation and other normative documents. Granting both men and women the same legal rights is the cornerstone of building a society in which men and women enjoy equality.

BOX: The Right To Protection From Domestic Violence

Legislation in Europe and Central Asia has made many significant steps towards ensuring greater equality between men and women, but some important gaps still exist. For example, in Tajikistan in 2005, domestic violence was still not considered a crime under the law. At the same time, recent studies indicate that at least two thirds of Tajikistani women suffer from domestic violence. As a result, women in Tajikistan are denied the right to be free from violence. Ensuring that both men and women have equal protection under the law is a crucial first step towards ensuring greater equality between men and women.

Opportunities

While the provision of equal rights can establish "de jure" (legal) equality between men and women, true gender equality requires more than legal guarantees. In order to ensure "de facto" (practical) equality between men and women, these laws need to be put into practice. In reality, many social, cultural, economic, and other barriers exist that prevent women, and men as well, from being able to fully enjoy their legal rights to equality.

For this reason, gender equality must also be about equality of opportunity. In other words, neither men nor women should face any barriers to learning, working, or participating in politics, the community or family simply because of their sex. Both sexes should have the same opportunities to access employment, resources, knowledge and information, and services, and to live healthy and happy lives. Men and women should likewise be in a position to be able to make genuine choices about their own work and welfare, and should have equal opportunities to make and influence decisions about themselves, their families, and their communities.

BOX: Time = Opportunity

Time is an important resource, and although both men and women have 24 hours in a day, time-use surveys in countries throughout the region reveal a similar pattern: *Women have less free time than men*. This is primarily because unpaid care work falls almost entirely to women, which is very time-consuming, and in many cases it is coupled with women's wage-earning responsibilities as well.

For example, a time-use survey conducted in Estonia in 2000 revealed that while women spent slightly fewer hours than men at paid work, their overall hours of work significantly exceeded those of men once unpaid work was considered as well.

Lack of time can serve as a significant barrier in terms of accessing all sorts of opportunities – from participating in politics or starting a business, to accessing health services or educational opportunities. Being "time-poor" signals an inequality of opportunity.

See more examples on the UNECE gender statistics web site: http://www.unece.org/stats/gender/

Even in cases where equal opportunities are formally ensured through law and policies, men and women may still encounter barriers to enjoying truly equal opportunities. The practical operation of institutions (ranging from the household to the state), attitudes and stereotypes about gender roles and relations as well as traditional and cultural practices all greatly influence the existence of these opportunities.

Knowledge = Opportunity

Despite the fact that men and women have the same legal right to participate in politics in the Southern Caucasus does not mean they have the same opportunities for political participation. For example, in Armenia drastically low numbers of women in local government led to the development of a training project for women. By equipping women with information and other skills required to run for political office, this initiative resulted in increasing the number of women running for positions on community councils from 277 in 2002 to 451 in 2005 – a massive increase. While

the number of women elected still remains very low, their numbers nonetheless almost doubled as a result of the training. Creating opportunities and enhancing capabilities through information and knowledge is a key step in enhancing "de facto" equality between men and women.

Value

Thirdly, gender equality also means that men's and women's contributions to the family, society, and community should be valued equally, even though those contributions may be different. These contributions include men's and women's work (paid and unpaid) and their contributions of non-monetized or immaterial resources such as time, care, skills, and knowledge. Attributing equal value to men's and women's resources can sometimes be achieved through law and policy, but it also requires that we shift our attitudes and actions.

Undervaluing 'women's work' has negative consequences for women and men
Most societies do not explicitly value the work that (primarily) women do in the home. This can have significant public policy impact. For example, if pensions are calculated according to income, women are disadvantaged for they do not receive an income for the work they do.

Similarly, if a woman seeks to enter the labour market after staying at home for many years to raise her children, the skills she has acquired from running a household are usually not valued by employers, even though they are often directly relevant to the job market, e.g., financial management and budgeting, time management, interpersonal skills, and multi-tasking. She is considered to have "no job experience" and therefore has great difficulty finding paid employment. To compound this, even if she has a relevant education or previous job experience, she has probably been out of the job market for a considerable time, and therefore these former skills and achievements are un- or under-valued as well. (Moreover, we should note that even when her skills are not relevant to the job at hand, the time that a woman puts into raising her family should be recognized as a subsidy she is giving to society and not only as a professional skill.)

Undervaluing "women's work" also has negative consequences for men. Men are deterred from taking on "women's work" – either in the domestic sphere or in professions such as nursing, kindergarten teaching, or as secretaries – because of the stigma and stereotypes attached to this type of work. As a result, men not only suffer because they are denied the emotionally enriching and psychologically rewarding experience of looking after their children – these stereotypes also limit the kind of work they can do. In times of economic crisis and transition, which many countries in the region are still experiencing, this inflexibility of gender roles can drastically limit economic opportunities and innovative strategies for coping with unemployment.

Increasing the value of "women's work" will primarily require a shift in attitude.

Equally valuing men's and women's knowledge has material consequences
When communities are consulted about changes in the heating and electricity systems in their dwellings, women are not always encouraged to contribute. However, women have specific knowledge and experience about how energy gets used in the home (at what time of day and for which purposes, and at what cost to women who must ensure the energy supply), so their opinions should be a key factor when considering new energy options.

For example, an international project in rural Karakalpakstan introduced sustainable energy systems intended to supply households with clean energy for lighting, radios, and television. However, wom-

en were not consulted. The failure to talk to women meant that the real energy needs of households were not prioritized. For example, the provision of extra trucks to carry firewood would have greatly reduced the drudgery of women who were primarily responsible for its collection. This choice would have been particularly important for the poorest women in the village who had to carry the firewood on their backs because they had neither a donkey nor could afford to hire a truck.

This example highlights how important it is that women's knowledge is given the same *value* as men's.

Situation and Outcome

Some critics of gender equality initiatives have pointed out that striving for equality of situation or outcome means that we are limiting men's and women's choices. Their argument states that even if men and women have the same rights and opportunities, they may not make the same choices, and therefore it is wrong to expect that the end result for men and women should be the same.

This criticism raises an important point: Part of gender equality should be to increase the choices of men and women, and certainly not to constrain these choices in any way. And, yes, it is true that men and women can and do make different choices. However, what this criticism does not attend to is the way in which individual choices are overwhelmingly determined by the context in which these choices are made. In most cases, men and women cannot make the same choices because of the deeply engrained social, economic, cultural, and legal contexts in which they live and work. For example, in societies where violence against women is implicitly or explicitly tolerated (which is unfortunately still too often the case all around the globe), women are not able to make real choices. The threat of violence will always constrain them.

Currently, freedom to make real choices is limited to a privileged few, and is certainly not the norm. Moreover, because some individuals can make these choices, this does not address the systemic nature of gender disparities that limit choices overall. Until real choices are available to the majority of the population, differences in outcome and situation between men and women need to be interpreted as a signal of unequal opportunities, rights, and value.

Inequality in the situation of men and women is often a "red flag" that inequality of opportunities exist. That is why inequalities in outcome or situation should *always* be investigated further in order to see if any hidden barriers exist that make *real* choices impossible for either men or women.

Barriers to equality of situation are complex and often hidden
Even though both men and women have the same right to get a job in the construction and building industry, men usually outnumber women in this profession. In some cases this difference in situation has arisen because women have chosen not to enter this profession. But is this always a real choice? What barriers exist for those women who wish to get a job in this often well-paid and stable profession? Does the education system encourage women to get training in this area? What attitudes and stereotypes might prevent women from applying for such jobs? This difference in situation in fact points to an inequality of opportunity.

At the same time, it is important to highlight that achieving equality of situation does not mean that women and men are the same, nor that the goal is to make them "identical." (See below for more on this issue.)

Agency

The final but equally important component of gender equality is agency. While the first four components for the most part consider the social, economic, cultural, legal and other contexts in which men and women live, they might leave the impression that gender equality is something that is simply "given" to us by the state or society. Although rights, opportunities, and value might be conferred through institutions and decision makers, we also need to stress that gender equality is something that men and women can claim through their actions and voice.

In summary: "Gender equality" is not a one-dimensional phenomenon. It is rather a complex constellation of rights, opportunities, value, situation, and agency. Each of these aspects is intimately connected to the others.

Does Gender Equality Mean "Same-ness"?

The term "gender equality" is sometimes misleading, because we might think it means that women and men should be "identical." Of course, men and women are not identical and they never will be (for no two people, not even "identical twins", are truly identical!). Just as differences in age, culture, religion, race, and experience contribute to the diversity of our societies and communities, differences between men and women are a vital contribution to this diversity. Moreover, just as men differ from women in some ways, there is great diversity among women, and great diversity among men.

Some of these differences between men and women are biological, such as the ability to bear children, but most of these differences concern the social and cultural positions and values we assign to each gender in our society. Some of these differences may be embraced and enjoyed by men and women. However, many of these differences are *not* desirable – neither from the point of view of individuals, nor from a human development perspective. We need to analyze the causes and effects of these differences to see whether they are related to any inequalities in rights, opportunities, value, or outcome.

Equality vs. protectionist approach: women, men, and childbearing
Because men and women have some biological differences, it is sometimes difficult to determine when "special treatment" is a valid public policy measure, and when it only makes inequality worse. For example, because women can become pregnant and bear children, public policy should take this difference into account. Women must be ensured safe and appropriate conditions for pregnancy, childbirth, and infant care, but not at the expense of denying them opportunities to be fully active in the labour force and community, if they so choose.

Inappropriate policy measures

- **Women are banned by legislation from working in certain professions (e.g., heavy industry).** This is often done because legislators want to "protect" women who might be or become pregnant. This attitude ignores the fact that not all women want to bear children, and suggests that a woman's only destiny is to be a mother. This attitude might also assume that women are always weaker and less capable than men in certain respects, which is not the case. Such generalizations do not offer all men and women the same opportunities. Moreover, this lack of opportunity often leads to other gender inequalities, as these jobs are often very well paid compared to other work requiring the same level of education. Everyone should be given the opportunity to pursue employment for which they are qualified.

- **Women are banned by legislation from working in certain environments (e.g., where exposure to chemicals is likely, or other high-risk situations exist) or at certain times (e.g., at night).** Again, legislators may want to "protect" potential mothers from exposure to harm. This limits women's opportunities and can increase economic inequalities between men and women. Moreover, if a job presents risks to women, it probably presents risks to all employees. All jobs should be safe for all employees – male or female.

- **Parental leave is given solely to women.** Sometimes we incorrectly assume that during the first months or years of a child's life, the father does not have an important role to play. For this reason paternity leave might not be offered as an option, or it might be actively discouraged by employers and colleagues. This limits the opportunities and resources available to men to participate in caring for their young children and creates obstacles to come to terms with the gender division of labour, which has long-term consequences for equality in the labour market.

Appropriate policy measures

- **Labour and education policies should ensure that both men and women have equal opportunity to pursue the career of their choice.**
  All employment should be open to both men and women. Both men and women should have equal opportunity to pursue careers of their choice, and be equally encouraged to do so through education, training, and incentives programmes. While it is not necessary that all professions be equally made up of men and women, research has shown that restricting jobs to only women or men can have negative effects on the overall economy.

- **Dangerous work situations are properly regulated to ensure the health and safety of all employees.**
  If a job is too dangerous for women who may become pregnant, then it is likely too dangerous for everyone. No one should be unnecessarily exposed to dangerous chemicals or asked to work in a situation that may jeopardize their health and safety. Moreover, men's reproductive ability can also be negatively affected by occupational hazards.

- **Policies are put in place to allow pregnant women to temporarily modify the demands of her profession, if her health or the health of her baby is at risk.**
  Because pregnancy can be particularly stressful on some women's bodies, there should be the possibility to reduce the amount of physical stress normally demanded by her job, such as long hours spent standing or heavy lifting. If deemed necessary by a doctor, paid leave should be granted during her pregnancy. Such provisions should not negatively influence her job status, benefits, or seniority in any way.

- **Both men and women have the option to take parental leave to care for children.**
  Men should be given the opportunity to bond with their young children, and couples should be given the option to decide for themselves which parent will stay at home to be a primary caregiver to the child. Adequate leave provisions should also be made for those who are self-employed or work only part-time.

- **Employers accommodate the needs of both men and women with young children to balance their work and family life.**
  Employers should allow new parents the option of part-time work or "job-sharing," work-from-home options or other flexibility measures to allow them time to raise their families as well. Places of employment should provide an appropriate space for mothers to nurse young children. The provision of on-site crèche facilities can greatly relieve the stress of new parents returning to work, and thus also enhances employee productivity and reduces turnover.

In summary: Women and men are not the same, and the improvement of gender equality does not strive to make men and women into identical beings. Diversity plays a vital role in our societies, and this includes the diversity of men and women. At the same time, while some differences should be celebrated, inequality (of rights, opportunities, value, and outcome) must be addressed and overcome.

Is Gender Equality Only a Women's Issue?

Obviously, gender equality is a women's issue because it affects women, and women most often suffer disproportionately from gender inequality. However, gender equality is not *only* a women's issue. If only women are involved in discussing and addressing gender inequality, the solutions will not work. This is both because women represent only a partial perspective of society, and because most often women are not in the decision-making positions necessary to implement the solutions. Men and women have to be equal stakeholders and equally committed to solutions in order for them to be accepted, both formally and in practice.

BOX: Work/life balance is a women's issue

The need to balance work and family life is an issue that relates to gender equality. Because women in many societies are expected to look after the children, this balancing act is particularly difficult for them—especially when, as is often the case, they are also expected to contribute to the household income. This is why gender equality is definitely a women's issue.

Moreover, while some problems and challenges are more pressing for women than others (e.g., receiving equal pay for equal work, or domestic violence), men also face specific problems and challenges that require special attention (e.g., high rates of unnatural causes of death such as suicide, occupational accidents, traffic fatalities).

BOX: Work/life balance is a men's issue too!

Work/family life balance is also very relevant for men, who are expected to earn a living for their family in most societies. As increasing numbers of men recognize the benefits of participating in childrearing and family life, this balancing act becomes an important issue for them as well.

Inequalities in education: Unequal for whom?

Central and Eastern European countries have often been used as examples of high gender equality in education. In fact, in many countries in this region women are better educated than men. For example, recent data from Latvia show that the number of women attending university is 1.7 times greater than the number of men. In these cases, we need to investigate why fewer men are achieving a post-secondary education and what the consequences will be for men and society more broadly.

However, this is not the case all over the region. In a striking example of women's inequality, recent data from Tajikistan show that the percentage of girls in secondary education has dropped to 39 percent, whereas at the beginning of the transition period girls outnumbered boys 104 to 100. In 1998, only 26.6 percent of students enrolled in universities and other post-secondary institutes were women. This data is extremely worrisome.

The differences between these two countries clearly demonstrate that inequalities can apply to both men and women, and that these differences need to be addressed in both cases. But it is also important to note that the root causes and the end consequences of these disparities in education are likely to be very different. For example, while the higher level of education of men in Tajikistan translates into better economic opportunities for men in that country, in countries where women outnumber men in university, men are still enjoying an advantage over women when it comes to

income. In fact, in Latvia, despite their high level of education, the situation of women in the job market is now showing signs of worsening when compared to that of men.

Gender inequality affects both men and women directly; and, in turn, families, communities, and entire nations are adversely affected by these inequalities.

In summary: Gender equality is relevant for both men and women. Both suffer directly and indirectly from inequalities.

Haven't we Already Achieved Gender Equality? Aren't there Other Issues More Important Now?

It is true that over the past decades many important gains have been made in the name of global gender equality. These include formal gains (such as amendments to many national constitutions to prohibit discrimination on the basis of gender, and the adoption of equal opportunity policies and legislation in countries across the globe) as well as real changes in the lives of men and women (for example, women around the world today make up a much larger percentage of the labour force than they did several decades ago). Despite this progress, however, gender inequality remains a common denominator across all nations on the globe.

NOTE: No nation in the world enjoys equality between men and women in all spheres of life.

More importantly, many of the advances in global gender equality are not reflected by the reality in Central and Eastern Europe, the Caucasus, the Balkans, and Central Asia. In the context of the social, economic, and cultural upheaval that began with the transition to market economies and continues in the era of globalization, many countries in this region are seeing the rise of extremely worrisome trends in relation to gender equality.

BOX: A cause for concern

Despite some key advancement in gender equality in Central and Eastern Europe, there is a great cause for concern:

- In some Central European countries, national governmental institutions for the promotion of gender equality have been dismantled or have had their funding drastically reduced.
- The education of girls in Tajikistan is falling at a startling rate at all levels of education.
- Trade liberalization in Georgia has resulted in a disproportionately high number of women losing their source of livelihood.
- Some 70 percent of recent complaints received by the Labour Inspection Department in Moldova are from women, citing gender discrimination in job hiring practices.
- In only 5 out of 29 countries in the region do women make up more than 20 percent of parliamentarians. In 9 of these countries women account for less than 10 percent of parliamentarians. While some countries saw an increase in political participation in the 1990s, this increase has now stagnated, or in some cases even reversed.
- Between 2003 and 2005 there was a nearly 30 percent increase in the number of women living with HIV in the region, although the total number of new HIV infections in men, women, and children combined remained the same.
- The incidences of gender-based violence and of trafficking in women have reached alarming rates.

We need to build on our accomplishments, but this is no time for complacency towards gender equality. These negative trends will have devastating consequences for all of society.

As mentioned earlier, individuals experience discrimination and inequality due to many factors besides gender. These include low economic status, race or ethnicity, religious affiliation, age, physical or mental disability, and sexuality. Situational factors such as systemic poverty, environmental degradation, or rural neglect can also lead to serious hardship and inequality.

At the same time, it must be highlighted that **gender inequality is often an additional dimension of discrimination within disadvantaged groups**. So, for example, while an ethnic minority or a low socio-economic class may face a particular hardship in some situations, the women within these groups are often even more disadvantaged.

BOX: Nowhere in the world are men and women fully equal

Sweden is commonly cited as a country that enjoys a high level of gender equality and, indeed, it has made great progress in this field. For example, directly elected political assemblies enjoy an approximately equal representation of men and women. In 2004 the Swedish parliament was made up of 55 percent men and 45 percent women.

However, upon closer inspection we discover that the situation is not nearly as equal as it first appears. In March 2004 the Swedish daily paper *Svenska Dagbladet* conducted a survey exploring gender equality in the Swedish parliament (Riksdag), asking 155 out of the 158 members of the Riksdag how they experienced gender equality at their workplace. The result was striking: 6 out of 10 female parliamentarians indicated that they had been subject to sexual discrimination during their work at the Riksdag. The female parliamentarians had experienced everything from derogatory or chauvinistic remarks about their appearance from male colleagues to being disregarded in political debates. Still others reported being excluded from important decision-making due to the fact that these were made by male colleagues outside the workplace.

Despite great progress, we still have a way to go before men and women enjoy true equality – even in the world's most equal countries.

Some women are more "equal" than others

Every country in the region can point to some very successful women who have been able to take advantage of the changes offered by the social and economic transformations in their countries. In most cases these are highly qualified, ambitious young women who work in high positions in multinational companies, do white-collar work in foreign countries, and have managed to procure a securely high standard of living in a capitalist, transnational environment. In other cases, women have attained extremely powerful positions in public office. It must be remembered, however, that these women represent an extremely small percentage of women in the region.

At the same time, other groups of women have obviously suffered from the consequences of social and economic restructuring. One such example is the Roma minority in a number of east-central and southeast European countries. The position of minority women has not been extensively explored by experts in the region, even though their social situation is often appallingly difficult, and their rates of poverty and unemployment significantly higher than that of the majority.

In summary: Full gender equality has not yet been achieved in any country in the world. In some areas within this region, gender equality is even getting worse. Moreover, other forms of discrimination and inequality often overlap with gender inequality to create an even greater disadvantage.

What Causes Gender Inequality?

There is no one cause of gender inequality that can be isolated. Rather, gender inequality works like a spiral whereby inequality in one place gives momentum to inequalities in other places. These instances of inequality overlap and reinforce each other, creating a tangled web that is difficult to unravel. Existing inequalities, if unchecked, lead to further inequalities. This is why addressing gender inequality is very challenging, and why it requires a multi-pronged approach. Moreover, because inequalities have existed for a very long time, the weight of history makes change even more difficult.

It is clear, however, that our norms, values, and attitudes play a key role in perpetuating gender inequalities. Long-standing cultural values influence us all and affect our actions – sometimes without us even noticing. Unfortunately, in many cases these values include the belief that women are inferior or weaker than men, that women are poor decision makers, that men have no role or skills for raising children, and so on. Practical experience has proven all of these assumptions to be false. Still, we often uncritically follow the conventions that stem from these assumptions, because "this is how things have always been done" (even though history shows us that gender roles and conventions have indeed changed a great deal through the ages). As a result we sometimes end up perpetuating discrimination or gender stereotypes, even if we consider ourselves to be fair and just people.

BOX: Checking Our Assumptions

When the Minister of Trade arrived at the international meeting with her assistant, she was frustrated by the fact that many people kept addressing her assistant as though he were the Minister, and assuming that she was his assistant! Why do we make these assumptions? Are they based on the actual abilities of men and women? Or are they based on stereotypes and historical gender roles? How do these assumptions serve as barriers to those men and women who try to move beyond traditional gender roles?

Norms and values about gender roles are very deeply rooted and we cannot expect to change these overnight. At the same time, not all of our values are negative! We must begin by taking note of the norms and assumptions that lay the groundwork for our gender roles, and then critically assess them to determine which values foster a positive culture of diversity, and which ones are actually barriers to achieving gender equality.

Values and Assumptions that Promote Inequality	Values and Assumptions that Promote Diversity
Women and men are naturally different and we shouldn't tamper with nature.	Women and men have differences, but most of these arise from their different life experiences.
Men are good at "men's work"; women are good at "women's work".	Not all women or men are good at everything, but each woman and man should have the opportunity to discover and pursue his or her own talents and ambitions.
Only women should (or can) care for young children.	Children should benefit from close interaction with and care from both women and men from a very young age.
Women are poor decision makers.	Because men and women often have different life experiences, they may make different decisions and use different decision-making processes. This plurality of voices can enrich any decision-making body.

Law and public policy might also support gender inequality. These formal structures are a mirror for society's values; if gender inequality is part of a society's deep-rooted value system, then laws and policies will reflect this. Rather than protecting and promoting justice and welfare for all, these systems can actually cause and increase inequality between men and women.

For example, until recently women in Tajikistan did not share the same legal right to land ownership and use as men. Amendments to the law on land ownership were introduced in 2004. Now women can receive a Land Use Certificate (previously limited only to men), and women on maternity leave are no longer legally discriminated against in the land distribution process. These examples show that we need to be critical about our existing laws: Just because it is "the law" does not mean it is right. Laws reflect our values, and we need to update our laws to reflect our improved understanding of gender equality. It is, however, important to keep in mind the difference between de jure and de facto equality as explained at the beginning of this chapter.

Similarly, institutional practices, such as education, political culture, business culture, and community leadership, also mirror norms and values of the societies in which they operate. So, again, instead of providing structures that all members of society can equally participate in and benefit from, these practices might in fact present very different opportunities and benefits to men and women.

BOX: Consulting Women Needs To Become Standard Practice

In a recent project intended to increase access to clean water in a rural community of Kazakhstan, women were not consulted about the project and were not involved in its implementation. As a result, women did not benefit from any personal opportunities that could have arisen through project involvement (skills building, employment opportunities). Moreover, if women had been consulted, a range of alternative strategies with better results could have been considered. The fact that women would be more affected by access to clean water (related to the incidence of anaemia in women and their increased nutritional needs during pregnancy) only serves to underline the priority that their involvement should have received.

The exclusion of women from this project is just one example of the entrenched gender biases of many institutional practices. Even though the project's aim was to improve the lives of "all villagers," its failure to involve and consult women resulted in a project that was less effective overall.

Ultimately, norms, values, and attitudes combine with laws, policies, and practices to produce a **gender-based power structure** in virtually all societies. This power structure generally permeates public and private institutions and the home, and has four main characteristics:

- The separation of people into two categories: male and female
- General privileging of the male side of this separation
- A view of the male side of this separation as the "norm"
- The gendered division of resources (money, time, skills, other)

Again, it is important to note that the differences between men and women are not in themselves problematic. Problems arise when the two sides of this separation come to be valued hierarchically, and the male side comes to be seen as representative of "humans" or "the population" in general.

BOX: Which Gender is the "Norm"?

When we make generalizations about "people," "populations," and "humans," whom are we including and whom are we excluding? Most often, men are seen as the "norm" and the "standard bearers" for the population in general, and the way in which women may be different or may fall outside of the scope of these generalizations is often unaccounted for.

For example, when clinical trials of new medicines are conducted using only male participants, medical researchers can not consider the benefits and harms of these drugs to women. Men should not be assumed to be the "standard patient" because men and women display important physiological differences. This is an example of an institutional practice that results in unequal benefits for men and women (and can in fact be life-threatening to women).

We can also look at the example of international human rights law. Despite the fact that international covenants on civil, political, economic, and social rights were adopted in 1966, 13 years later the international community still saw the necessity of adopting The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Obviously, the guarantee of rights for the "general population" as stipulated in the earlier covenants did not, in practice, include the full guarantee of rights for women. This example again shows how men often serve as the "norm" in our societies, and how women, if they are considered at all, need to be specifically addressed as an exception.

We need to move towards the inclusion of all people (of both sexes and all classes, ethnicities, and ages) when we make generalizations about "people" and "populations." But until this becomes the normal practice, we need to continue ensuring that all people's situations are accounted for through specific measures such as CEDAW.

Additional problems arise when resources are unequally divided between men and women. As we see in virtually all societies, this leads to such results as the division of the labour market into "jobs for men" and "jobs for women," a significant gap between what men earn on average and what women earn, a general disregard of women's experiences and opinions in many areas that concern society as a whole, and violence against women, to name but a few.

It is important to note that this gender-based power structure describes structural differences in society – in other words, general trends that shape attitudes, institutions, and social, cultural, and economic practices. Even if we oppose gender inequality on an individual level, this age-old power structure probably still seeps into our interactions with other men and women at an unconscious level. Changing this structure will take changes not only in attitudes and individual behaviour, but targeted changes to the systems and institutions that shape our societies.

In summary: Norms, values and attitudes, laws and policies, and our institutional practices all reinforce one another in a manner that creates and sustains gender inequality. Because this results in a gender-based power structure, gender inequality continues to flourish even if we, as individuals, oppose it in theory.

What are the Costs of Gender Inequality?

Gender inequality is not only disadvantageous to those directly affected by discrimination. It affects individuals, families, and the human development of the nation as a whole. Moreover, as noted above, inequality breeds inequality: That is, gender discrimination has a domino-like effect which creates ripples of inequalities and problems throughout society.

Gender inequality can have devastating consequences for individuals directly affected by it. Both men and women can be barred from earning a living because of it, or suffer the material and psychological effects of harassment, discrimination, and exclusion. In its most severe instances, gender discrimination can kill: Domestic violence is a common example of this. In countries across the world, the most common cause of unnatural death for women is murder at the hands of her partner. Gender discrimination also kills in indirect ways. For example, pressures associated with traditional gender roles have led to shocking suicide rates among young males in many countries.

These individual costs obviously result in a variety of costs for society as well. Still, if our societies are truly committed to human rights and democracy, the violation of even one person's rights and the unjust treatment of any individual should be cause for our concern.

BOX: Stereotypes hurt Men, Too

Ivan, 47, lost his job as a bookkeeper when the company he worked for went bankrupt. The province in which he lived was experiencing serious economic decline, and businesses that did not go bankrupt were moving elsewhere. However, he noticed that the District Councillor had advertised a job for a secretary, so Ivan applied. Although Ivan had all of the qualifications, he was told that he was not an appropriate candidate for the job. The job was given to a 22-year-old woman with very little experience. Because of pervasive norms and stereotypes, the District Councillor thought that a man in the job of secretary was "unnatural," even though Ivan was far better qualified.

Equally important, gender inequality limits potential and innovation in a way that disadvantages the development of the entire nation. If we become stuck in traditional gender roles and tied to outdated notions about men's and women's position and value, we close ourselves off to possible solutions to challenges our societies might face. We fail to utilize our maximum creative and productive energies, and this has both economic and social consequences to our societies.

Higher equality = More opportunities for growth
Recent research from countries across the globe has shown that the gender bias in education and employment appears to have a significant impact on economic growth.

The costs of gender equality relating to different thematic areas are examined in more detail in the CD of this Toolkit.

In summary: Gender equality has social, psychological, and economic consequences for individuals, institutions, and society as a whole. While direct costs are more obvious, the indirect costs to families and communities are far-reaching as well. How many more ideas and opportunities would be generated in a more equal society, and how many resources, livelihoods, and lives would be saved?

Does the absence of Direct Discrimination Against Women Mean that Equality Has Been Achieved?

Some of us think that if law and policy do not directly discriminate against women or men, we have done everything necessary to encourage gender equality. For example, some countries have reviewed all of their legislation and found that no laws specifically limit the opportunities for men or women and therefore assume that gender equality does not have to be considered any further.

The problem with this approach is that it does not take into account the many ways that policies or laws might indirectly limit the opportunities of men or women. Often, policies that maintain the status quo in regards to gender relations are indirectly responsible for encouraging gender inequality. Programmes and policies need to consider gender roles and relations in the larger context of the intervention.

BOX: Hidden obstacles to Participation in Economic Life

A small business loans program may not directly refuse loans to women. However, what if women are too busy with domestic responsibilities to participate, or cannot go to the loans office during the hours it is open? What if loans require a certain amount of personal co-financing that women do not have access to? What if the loans officer doesn't personally think that women should be running businesses? If women are shut out from receiving loans for these or other reasons, then such a programme might actually increase socio-economic inequalities between men and women.

Similarly, even if there is no direct discrimination against men or women in law or policy, this does not address the fact that there is also a need for specific laws and policies that pro-actively strive to make the opportunities for men and women in society more equal. "Gender neutral" policies often ignore the specific needs of both men and women.

Examples of laws and policies that can pro-actively enhance gender equality

- anti-discrimination laws
- reproductive and sexual health policies and laws
- policies and laws combating domestic violence and trafficking
- electoral reform laws and policies that enhance gender balance in the political arena
- parental leave provisions for both men and women
- gender-sensitive approaches in education and school curricula
- gender-sensitive taxation policies

Again, differences in the situation of men and women should alert us to the fact that law and policy are not adequately addressing gender inequalities. These laws and policies need to be strengthened and complemented by other strategies. In other words, as long as significant differences persist between men and women in terms of income, education levels, health and welfare indicators, and participation in top decision-making positions, we have to assume that full gender equality has not been achieved. The fact is that no country in the world has achieved gender equal outcomes in all of these areas. Therefore, gender issues need to stay on the agenda.

In summary: In our societies, the vast majority of gender inequality is hidden and indirect. Too often, laws and policies simply maintain the "status quo" of gender relations. True gender equality will only be achieved when indirect discrimination against men and women is fully acknowledged and actively addressed.

What About Affirmative Action?

Affirmative action is a measure taken when either men or women (or any other underrepresented group) are granted specific assistance in order to try to correct massive inequalities. Such measures might include reserving a number of spaces for women in certain school programmes, decision-making bodies, or other institutions, or giving preference to women in hiring practices, as long as the female candidates possess all other specified qualifications.

This may seem to be inconsistent with the principles of gender equality, as such direct action involves enhancing opportunities for one specific group, but not for others. It must be remembered, though, that affirmative action measures are only taken in order to correct inequalities that already exist. Often, gender imbalance in institutions or certain jobs is the result of prejudices, stereotypes, and accepted practices that have been around for generations. These attitudes may be so entrenched that they are almost invisible, and it is difficult to remove them. Affirmative action measures can help us break bad habits and get out of the rut of discriminatory attitudes. Once a general balance is achieved, such measures would no longer be needed.

BOX: "Women (or Men) Are Encouraged To Apply"

Some job advertisements specify that female candidates are particularly encouraged to apply. This is to try to achieve more gender balance in workplaces where men are currently in disproportionate numbers. Such advertisements also help break down stereotypes and signal to potential employees that women are welcome in traditionally male-dominated spheres.

While it is less common, similar measures should be taken to encourage men to apply for work in traditionally female-dominated spheres.

In summary: Affirmative action is sometimes needed to correct inequalities that are very deeply entrenched in a system. It does not punish the majority group, but rather gives all groups an equal chance.

How Can Gender Equality Be Achieved?

Because the causes of gender equality are deep-rooted and complex, we should not assume that achieving full equality between men and women is a short-term or even medium-term goal. This is a long-term process that should be judged according to the progress it continues to make. Progress will require addressing all of the factors that contribute to inequalities.

Rebuilding our norms, values, and attitudes: Increased awareness and education about the costs of gender equality and the hidden ways that it adversely affects everyone in society will gradually lead to a shift in norms and values. Even if we believe in human rights, justice, and equality, we still need to confront the indirect ways that inequalities are perpetuated if we wish to create a truly equal situation for men and women.

Reviewing and amending laws and policies: Formal guarantees are a crucial part of creating a context in which equality can flourish. While laws and policies themselves can not force people or institutions to change their practices or attitudes, they can create incentives for positive change (and consequences for those who do not comply with the law). They also send a message about the values of the government and nation as a whole. In this way they set standards and positive examples.

Transforming our institutions and institutional practices: Because the gender-based power structure creates a system that guides and shapes our behaviour and choices (sometimes without us realizing it), we cannot rely on our individual best intentions alone to change this power structure for the benefit of both men and women. We need to make formal changes to our institutions and systems. This includes everything from hiring practices and educational curricula to decision-making processes at the community level. It includes moving away from using men as a "norm" and officially making room in our systems for the different contributions and experiences of both men and women. If we change the structures and the systems, it will be easier for us to get rid of hidden discrimination and barriers.

Breaking down the gendered/sexual division of labour: One of the key factors to creating a more equal society entails moving away from our current attitudes and practices that delimit "women's work" and "men's work". This key change will necessarily involve all of the above changes: We will need to change our attitudes about what is appropriate for men and for women to do, we will need to increase the value that our societies place on so-called women's work, we will need to make legislative and policy changes that encourage the breakdown of this division, and we will have to change our institutional practices accordingly as well.

The results of dismantling this division will be far-reaching: Both men and women will experience economic, social, and personal benefit from an enhanced (real) choice about what sort of work they do and how they spend their time. Only once the gender division of labour becomes less rigid will we be able to see substantial and sustainable progress towards gender equality.

In addition, achieving gender equality can be assisted by **establishing ways to track and measure progress** towards these goals. While these indicators and goals in themselves do not improve opportunities for men and women, they are a good way to encourage progress: They show us what we have achieved and what we still have to achieve.

BOX: The Convention on the Elimination of All Forms of Discrimination Against Women (1979)

This United Nations convention, also known as CEDAW, is an important guide for enhancing equality between men and women, laying out the various areas in which governments are obliged to take action. Importantly, these obligations are not limited to achieving "de jure" equality between men and women. In fact, by joining CEDAW governments agree to take action:

- to eliminate gender prejudices
- to eliminate any (public or private) behaviour that is based on the inferiority of women and superiority of men
- to eliminate practices that are based on stereotyped roles for men and women
- to ensure that both men's and women's roles in bringing up children are recognized (CEDAW, Article 5)

In short, by joining CEDAW our governments have made a commitment to go to the very heart of the gender-based power structure and eliminate the root causes that make gender inequalities seem "normal" in our society.

In summary: Improving gender equality requires a multi-pronged approach. Without changes on both the institutional and individual levels, it can not be achieved.

Conclusion

Gender inequality is a complex phenomenon. The implications and consequences of gender inequality touch every sphere of our lives, whether we are men or women, children or adults. Many of us are so accustomed to it that we have come to accept it as "normal." This is why it will take more than changes to our laws and policies to achieve true gender equality – although legislative change is important, too. Understanding the complex and indirect ways that gender inequality manifests itself and recognizing its wide-reaching consequences are the first steps to moving towards a more equal society.

How many more ideas and opportunities would be generated in a more equal society? How many resources, livelihoods, and lives would be saved?

Gender Analysis: a Guide

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Introduction

Without a doubt, the most important factor for successful gender mainstreaming is reliable information and analysis. This information and analysis has many forms; some is readily available (if we know how to ask the right questions) and some requires various levels of research. Together, this spectrum of information and analysis is known as gender analysis. Without it, gender mainstreaming is not possible.

This booklet is meant to facilitate the process of gathering and using gender analysis as part of the gender mainstreaming process. It is organized into four sections:

I. What is Gender Analysis?

The purpose of this section is to clarify what gender analysis is, and to elaborate its aims and objectives. It provides a detailed explanation of the necessary components of any level of gender analysis, and outlines the theoretical necessity for conducting gender analysis.

II. Planning for Gender Analysis

This section is intended to help you plan for undertaking gender analysis and research. If you do not have the necessary skills or resources to conduct gender analysis yourself, this section serves as a practical guide for ensuring that any research you commission gives you the results you want and need.

III. Gender Impact Assessment

Gender impact assessment (GIA) is one specific form of gender analysis. This section introduces you to the methodology of this analytical tool, and also provides a number of case studies to show how this tool can be applied in a variety of circumstances.

IV. Summary and Conclusions

As the title suggests, this final section highlights the main conclusions to be drawn from the information contained in the three primary sections.

Together, these four sections will help you ensure that gender analysis is effectively used as an integral part of your gender mainstreaming activities.

What is Gender Analysis?

Objectives and goals

Gender analysis is the starting point for addressing the gender dimensions of any given issue or intervention to mainstream gender.

Gender analysis is defined in different ways in different contexts. At its most basic level, it interprets data and information about a given or potential situation from a gender perspective.

Gender analysis therefore pays specific attention to differences in the gender roles, activities, needs, and available opportunities of men and women.

The **objective** of gender analysis is to clearly identify these often overlooked differences.

Analysis occurs at many different levels. It can be a review that you perform at your desk when planning a project, or it can be an in-depth research project that you contract out to experts.

Yet at every level, gender analysis has a common **goal**: *to provide quantitative and qualitative information and data that can enable informed decision-making for the benefit of both men and women.*

Gender analysis is sometimes also referred to as:

- **Gender-sensitive analysis**: This term reminds us that we need to be *sensitive* to gender-related differences that are not always obvious. We need to look for specific information in order to make these real and potential differences visible to policy makers.
- **Gender-based analysis:** This term stresses that we are specifically looking for differences that are *based on gender*.
- **Gender-aware analysis:** This term reminds us that although gender differences often exist, traditional research and analysis does not always make us *aware* of these differences. We require a specific gender perspective in order to create this awareness.

Each of these terms emphasizes a different aspect or objective of gender analysis, but they are often used interchangeably. Remember, the name is not the most important thing - our focus should be on the general principle that all of these concepts refer to.

NOTE: No matter what we call it, gender analysis always interprets information from a gender perspective in order to highlight similarities and differences between men and women. It subsequently uses this analysis to make better decisions about policies and projects. It thus provides the information base necessary for successful gender mainstreaming.

Basic components of Gender Analysis

Any type of gender analysis consists of three necessary components, described in more detail below:

(1) SEX-DISAGGREGATED DATA
+

(2) ANALYSIS
+

(3) A GENDER PERSPECTIVE
=

GENDER ANALYSIS

1. Sex-Disaggregated Data

This refers to data (statistics, interview results, and other basic information) that clearly distinguishes between data applicable to women and data applicable to men. Consider the following difference between data that are not disaggregated by sex and data that are:

Data that are not disaggregated by sex	Sex-disaggregated data
156 residents of an apartment block complex attended a meeting on new waste and water management systems for their community. A total of 750 adults live in this complex.	156 residents of an apartment block complex attended a meeting on new waste and water management systems for their community. 133 were men and 23 were women. A total of 750 adults live in this complex, with an approximately even split between men and women.

2. Analysis

Analysis refers to interpretation of that data by asking, "What does this information mean?" For example, the following provides a basic interpretation of the above data:

Analysis
Approximately one in five residents attended the meeting, which is viewed as reasonably good participation. Nearly six times as many men attended as did women.

3. Gender Perspective

While the above analysis notes the difference between men and women, it does not analyze the causes or consequences of this difference. Adding **a gender perspective** means that the interpretation of the data will occur according to established sociological (or other) theories about relations between men and women. Providing this perspective is crucial so that the analysis can be used for better policy formulation and decision-making. Consider the difference between the following two possible interpretations of the above data:

Analysis of gender differences that does not consider established theories about gender relations	Analysis that includes a gender perspective, based on established gender theories
Women were in low attendance at the meeting because: • Women are not interested in waste and water management. • Women have no knowledge about waste and water management. • Men are better decision makers and leaders than women on issues of waste and water management. Women's low participation in the meeting will not have any negative consequences, since they will benefit from the new solutions anyways.	Because women are primarily responsible for tasks involving waste and water management, their low attendance must be due to other factors: • Was the meeting at a time when women could attend? • Were women informed about the meeting? • Are women systemically shut out of community decision-making processes? Because women are the primary managers of waste and water in the home, their low participation at the meeting is likely to result in less effective and sustainable solutions.

NOTE: Gender analysis requires these three components (sex-disaggregated data, analysis, and a gender perspective) in order to provide a reliable information base for gender mainstreaming.

Basic Gender Theories

As mentioned above, the third component of any type of gender analysis is the inclusion of a gender perspective in the interpretation of data. This means that analysis must be specifically informed by accepted theories about gender roles, relations, and equality. In other words, the analysis should draw on demonstrated sociological research findings about the roots of inequalities between men and women and how these might be overcome.

While there are many different theories that help explain existing and potential inequalities between men and women, some basic theories that inform gender analysis include the following:

- Our societies are shaped by a **gender-based power structure**, which divides the population into men and women, and values their contributions unequally. This power structure is so long-standing and pervasive that many of us have come to see it as "normal" and "natural" – although it is not.
- The **gender-based power structure is systemic** – which means that this power structure shapes the institutions and systems in which we participate, even if as individuals we support gender equality.
- Because gender is largely a **cultural and social construct**, gender roles and relations can and do change over time.
- The **gendered division of labour** (i.e., the fact that most paid and unpaid work is generally divided between "men's work" and "women's work") is the starting point for many gender imbalances and inequalities in society. Because men and women frequently occupy/work in different spaces, their needs, priorities, experiences, and perspectives are influenced by the lived realities that more often than not limit women's choices and opportunities.
- **Access to** resources is distinct from **control over** resources, and control over resources in virtually all societies is unevenly distributed between men and women.

- **Resources** include not only material resources but also time, knowledge, and information. Because of their multiple roles in the home and community, women are often "time-poor" – but for the same reasons they are rich with knowledge and experience that is not always valued.
- **De jure** (legal) gender equality does not always translate into **de facto** (practical) gender equality.
- **Culture, attitudes, and stereotypes** profoundly influence access to and control over resources, and thus the realization of de facto gender equality.

How familiar do I need to be with gender theories?

All project/policy planners should understand these basic gender theories. A general understanding of these theories will allow you to:

- Understand how and why policies and projects might affect men and women differently
- Formulate key research questions about (potential or real) gender impact
- Competently evaluate research proposals and research results

Gender analysis takes baseline theories such as these as its starting point.

Asking 'Gender Questions'

One way to approach the analysis of data and information from a gender perspective is by asking "gender questions." This means using your understanding of basic gender theories to ask about the differences between men and women revealed by your data. Basic gender theory can suggest possible explanations for these differences. By formulating these suggestions into relevant questions, you can provide a framework for the direction in which your gender analysis needs to move. The next step in gender analysis is to follow up on these questions by testing them using sound research methodology.

Traditional analysis often overlooks gender inequalities and gender-based impact because these phenomena are often not obvious at first glance (or we are so used to them that we no longer notice them). A gender question, therefore, must look below the surface of our assumptions and "standard" perceptions. Gender questions ask, for example:

- What are the potential gender inequalities that are hidden below the surface?
- What might be the complex reasons for gender disparities?
- What might be the complex effects of gender disparities?

In other words, gender questions are questions that use basic gender theories to reach reasonable hypotheses about the nature, causes, and consequences of gender disparities. These questions can then be made much more specific, depending on the given situation. Consider the following two examples:

Existing Information	Relevant Gender Theory	Specific "Gender Questions"
Example 1: Men and women have equal access to free internet resources in the community. However, these services are used mostly by males.	**Resources** include material resources, but also time, knowledge, and information. Because of their multiple roles in the home and community, women are often "time-poor" – but for the same reasons they are rich in knowledge and experience that are not always valued. **Culture, attitudes, and stereotypes** profoundly influence access to and control over resources.	What does "equal access" mean? For instance: • Do women and men have the same internet skills, or the same opportunities to gain these skills? • Are internet resources available at times convenient for women? • Has information about these services been made equally available to men and women? • What cultural norms and attitudes exist that might act as a barrier to women who otherwise might use these services?
Example 2: 80% of men and women report that they believe in gender equality.	The **gender-based power structure** is ***systemic*** – which means that it shapes the institutions and systems in which we participate, even if as individuals we support gender equality.	• Does the actual behaviour of men and women correspond to their commitment to gender equality? • What actions do individuals take to oppose the entrenched inequalities in their systems and institutions?

NOTE: In both examples, well-formulated gender questions, based on relevant gender theory, can help dig below the surface of data and information to reveal the hidden or overlooked aspects of gender inequalities. These questions then point the way in which research should move, and thus begin to determine the nature of the policies to be formulated.

Drawing Conclusions

While asking effective gender questions helps point gender analysis in the right direction, good gender analysis should also seek to provide answers to these questions. One common problem with gender research is that it often describes the situation and notes differences between men and women, but fails to address the root causes that perpetuate gender inequality and discrimination. It should also be asking: Why does this difference between men and women exist? What is significant about this difference? The following two principles should be used as guidelines to ensure that gender analysis also *draws relevant conclusions* that can inform further action.

1. The "What-Why?" principle of gender analysis

Analysts should point out **what** the difference between women and men is, but more importantly **why** the difference exists. Good gender analysis should *go beyond* simply describing the situation with statistical data.

EXAMPLE: Simply noting that women represent only 38% of the economically active population does not highlight the important reasons why this disparity exists. Is it due to: cultural prohibitions? direct discrimination within the labour force? limited opportunities caused by low levels of education, poverty, poor health, unpaid work responsibilities? Cross-check with other data in order to support your claims. Policies need to be based on facts, not assumptions!

If causes are unknown, further research needs to be undertaken. However, if you take basic gender theories into account, your conclusions might suggest a hypothesis. You might conclude, for example: "Although no research has been done on the causes of these disparities, low female participation is likely due to both direct discrimination within the labour force structure as well as pervasive cultural norms that do not encourage women in the remunerated workforce. Further research needs to be undertaken to identify the precise causes of this phenomenon." By doing this, you can educate policy makers about the likely "chain-reaction" effects of gender discrimination and inequality.

2. The "So What?" principle of gender analysis

Describing or noting gender disparities should be accompanied by an analysis of their impact on human development. Otherwise, policy makers might say: "Yes, there is a difference, but so what?" Unfortunately some policy makers (mistakenly) believe that such inequalities are only a reflection of "natural" gender differences, and that the effects of these inequalities are benign or even positive. Gender analysis needs to underline the impact of these inequalities on overall human development, so that appropriate policy interventions can be formulated.

EXAMPLE: If your research reveals that women have not been included in discussions about a local water basin clean-up project, what impact will this have not only on women who have been excluded, but on the overall development situation? Not only are women's rights to participation limited here, but this exclusion will negatively affect the outcome of the project. Because women's roles in the household and community give them unique insights, knowledge, and skills about water use and environmental protection, failure to include this perspective will result in less effective and less sustainable solutions. Good gender analysis should specify and, where possible, quantify these costs.

NOTE: Describing the situation of men and women needs to be accompanied by substantiated conclusions. Only then will gender analysis be of maximum benefit to both the male and female target beneficiaries of policies and projects.

Summary

- Gender analysis provides the necessary information base for gender mainstreaming.
- In order to effectively serve the gender mainstreaming process, gender analysis requires sex-disaggregated data or information, and competent analysis of this information from a gender perspective.
- Analysis from a gender perspective needs to be based on relevant established theories about gender relations. Formulating good gender questions will point the analysis in the most productive direction.
- Finally, the analysis should include relevant conclusions about the causes and effects of any gender disparities it uncovers. Describing the situation is important, but analyzing the implications of this description is key to successful gender analysis.

NOTE: Understanding gender analysis in this comprehensive manner will ensure that it meets its goal: providing the information and analytical basis for more effective, efficient, and targeted policy formulation and decision-making.

Planning for Gender Analysis

Gender analysis consists of applying analysis from a gender perspective to various types of information and data. Since this specific use of information is the most important aspect of gender mainstreaming, it is crucial to be able to access the gender analysis you need and to use it appropriately for policy planning and decision-making.

Because gender analysis can be used in many different ways, it is equally important that you are able to identify what type of gender analysis you will require for every situation. If the information and analysis are not readily available, you will need to be able to know how to generate these.

To assist you, this section of the booklet includes information on the following questions, which roughly represent the various stages you need to consider when planning for gender analysis:

- When do I need to use gender analysis?
- What are my research questions?
- Who should perform gender analysis?
- What methodology of gender analysis should I use?
- What sort of results or outputs do I want to get from the gender analysis? How can I get those results?
- How should I commission gender analysis research?
- How can gender analysis be integrated into other research activities?

By considering your role and options in all of the above steps, you can ensure that you will gather the information you need to effectively address the gender dimensions of your policy or project.

When do I need to Apply Gender Analysis?

Gender analysis, in its various forms, can be used throughout the project or policy cycle. For our purposes here, this cycle can be approximately broken down into three stages (for a more detailed description of gender mainstreaming in the policy cycle, see Part 1 of this Toolkit, "Ten Steps"):

1. Project or policy design and development
Here, gender analysis is primarily a planning tool. It helps you to look at the existing situation and use this information to make decisions about the design of your intervention (i.e., your intended objectives, goals, and target audience and your planned actions).

Some questions that gender analysis seeks to answer during this stage are:

- What is the current situation of men and women in the sector of your planned intervention?
- Will the proposed project/policy contribute to existing inequalities in the situation of men and women?

- Does the proposed project/policy break down or challenge existing inequalities in the situation of men and women?
- Will the proposed project or policy change the perceptions or stereotypes about men and women, and their roles, in any way?
- What options should be considered to strengthen a gender perspective?

2. Monitoring a project or policy
Gender analysis can be used to help monitor progress from a gender perspective during the implementation of a project or policy as well.

Some questions to ask during the implementation of a project or policy include:

- Are both men and women equally involved in the process of implementation?
- Is progress towards any specific objectives related to men or women on track?
- Have any gender issues arisen that were not identified at the project/policy design stage? How can they be addressed?

3. Evaluating a project/policy
If gender analysis was part of the planning phase, then using gender analysis in the evaluation phase will allow you to see the extent to which your targets and goals were met. If gender analysis was not considered during the planning phase, introducing it here can still serve as an important learning tool to see how well a project or policy addressed the needs of both men and women. This information can then inform the development of future projects and policies.

Some questions to consider at this stage include:

- Did the project or policy change the situation of men or women? If so, for better or worse?
- Has the perception of men and women (norms, stereotypes, values) been at all altered during the course of this project or policy?
- If gender equality objectives were articulated during the planning phase, to what extent have these objectives been met?
- Have there been any unexpected or unintentional gendered effects of the project/policy?

NOTE: In each of these stages, gender analysis (information + analysis + gender perspective) can help you find the answers to these questions.

What Are My Research Questions?

Establishing your research questions is the next crucial step in performing gender analysis. These questions outline what it is you want your analysis to uncover or prove. These questions will be related to the various gender dimensions of the issue at hand.

You can use the information in this booklet to help you establish these questions. Specifically, see previous section "Analysis from a Gender Perspective: Asking 'Gender Questions'" . This can help you apply basic gender theories to your policy or project in order to uncover your research questions. Also, "When do I apply gender analysis?" can help you determine what kinds of research questions you can use for different stages in the project or policy cycle.

EXAMPLE: Research Questions for Gender Analysis on Community-Police Partnership

A local government has allocated resources for a new initiative that aims to build stronger cooperation between the local police force and the community it serves. Currently there is low trust in the police force, and the community does not feel that their needs are being met. The goals of this initiative are to a) make the police force more responsive to the needs of the community and b) to improve the image of the police force in the eyes of the community.

These are some potential gender analysis research questions you might identify at the various stages of the project cycle:

Planning

- Does the police force have a declared policy and strategy on gender equality?
- In terms of those who use police services, do men and women have the same needs?
- Do men and women have different attitudes towards the police force?
- Do the police treat female and male community members in the same way?
- What specific training or other interventions might be necessary to make police more responsive to both men's and women's specific needs?

Implementation and Monitoring

- What is the quantity and quality of participation of men and women in all aspects of project implementation? (Note that target groups include both the community and the police force. The participation of men and women in both of these groups needs to be considered).

Evaluation

- How effectively has the initiative met the needs of men and women – in both the community and on the police force?
- How much has women's perception of the police force changed? And men's perception?

Once you have established the research questions, they will guide the other decisions you make regarding researchers, methodology, and outputs.

Who is Responsible for Performing Gender Analysis?

Depending on the situation, various individuals or groups might be responsible for performing gender analysis. This includes:

In-house
- You, as the staff member managing a given portfolio or a project manager or individual responsible for the policy/programme
- A gender expert with whom you work

Out-sourced
- An individual researcher or gender expert
- A think tank, commercial research firm, academic centre or other independent group

Alternatively, you may **combine these options** or engage a **team of researchers.**

Consider the following **check-list** before deciding who should perform the analysis:

- ✓ Do I have **access to the necessary information** for performing gender analysis – i.e., information and data disaggregated by sex?
- ✓ Do I have a sufficient **understanding of basic gender theories**?
- ✓ Do I understand these gender theories in relation to the policy or project in question – in other words, **how gender might be an important (yet often hidden) aspect of this issue**?
- ✓ Do I have the **time (or other necessary resources)** to perform the gender analysis adequately?
- ✓ Will my gender analysis be **credible** in the eyes of all stakeholders? (Sometimes an independent assessment is desirable, particularly if your position within government or a funding institution might compromise your neutrality.)

Performing the analysis yourself as part of your project duties may seem like the most cost effective option. However, this option might not always be desirable or possible. Whoever performs the research will require the following capacities:

- **substantive expertise** concerning the sectoral or policy issue (e.g., macroeconomics, environmental issues, education issues, etc.)
- **gender expertise** (i.e., professional and/or academic training in gender theory as pertains to public policy)
- specific **technical expertise** as demanded by the research question (i.e., survey design, interviewing, economic modelling, cost-benefit analysis, etc.)
- **credibility** in the eyes of all stakeholders

NOTE: The appropriate balance of these elements is crucial in order to produce useful and viable policy options. Whether the gender analysis is performed by you or someone else, this may mean that you should engage a team of contributors to maximize the experience, expertise, and perspectives that will shape the analysis.

Methodologies for Gender Analysis

Different approaches to gender analysis can be used for different purposes. Gender analysis can be a quick and cheap exercise, or it can require a lot of time and resources. As a policy or project planner, you have to decide what level and degree of analysis is appropriate in the given situation – in other words, you need to choose an appropriate methodology. This will depend on economies of scale – that is, balancing required resources against the need for in-depth results.

Consider these examples of three different gender analysis methodologies and the objectives they can fulfil:

WHAT?	WHO?	HOW?	WHY?
A. Desk Study	Project/policy planner + baseline knowledge	Application of "gender questions" to existing data/knowledge	This is generally the least intensive level of gender analysis. If information is readily available and you have a good understanding of how basic gender theories relate to the situation, you may be able to do sufficient gender analysis on your own.
B. Focus Group Exercise	A variety of stakeholders (male and female), including those with gender expertise	Coming up with "gender questions" as a group and providing answers to them, based on existing knowledge of the group	This is more involved than a desk review, but it is still cost-effective and can provide greater in-depth analysis and results. By including project or policy stakeholders, the actual needs of men and women will be articulated, even if it is just a "sample." Including a gender expert in the group will help you identify and apply the necessary gender theory and analysis to the situation.
C. In-depth Research Project or Sociological Survey	Qualified researcher with gender (and other relevant) expertise	(1) Analysis of existing statistical and other data; or (2) Collection of new data to provide detailed analysis of "gender questions" established in Terms of Reference	Such a project requires more time and resources than option A or B. It requires a sophisticated level of analysis and expertise. The pay-off, however, is detailed analysis that can provide great insight into the situation from a gender perspective. Instead of merely providing reasonable guesses or hypotheses about gender impact, in-depth research can substantiate these claims with sound scientific methodology.

Case study: Choice of Methodology

Creating Recreational Opportunities for Young People

This case weighs the benefits and drawbacks of using each of the analytical methodologies described above in reference to a municipal government plan to build a recreational complex for young people. It first establishes relevant research questions for gender analysis, and then considers which methodology would be most appropriate given the status of available information and the expertise of the project planner.

Background: Creating recreational opportunities for young people age 8 to 16 is a priority for the municipal government. Two factors contributed to this decision:

1. increasing levels of adolescent health problems due to low levels of physical activity, and

2. a problem of adolescent drug and alcohol use, which the government hopes to counter by offering alternative recreational activities for young people.

The government has decided to allocate substantial funds towards building an indoor recreational park, where facilities can be used free of charge. It will house facilities for ice hockey, basketball, swimming, and water sports as well as a small young people's library with internet facilities and an arts and crafts room. The complex will be built just outside the city – about 12 kilometres from the city centre.

The person responsible for this project has very little gender expertise, but the gender focal point in her department assisted her in coming up with the following preliminary "gender questions":

Will the facilities address the needs of both boys and girls?

- Do boys and girls enjoy the same activities? Will equal resources be given to those activities that boys enjoy and those activities that girls enjoy?
- Are low levels of adolescent athletic activity a problem for both boys and girls? Will there be equal athletic and non-athletic opportunities for both boys and girls?
- Do boys and girls equally use drugs and alcohol? Will the proposed project address the actual needs of this particular target group?
- What obstacles might exist for boys or for girls in terms of accessing the facility (transportation, hours of operation, conflict with other responsibilities in the home or community)?

Will the project break down gender stereotypes or norms and values associated with male and female roles?

- How will girls be encouraged to take part in activities that are traditionally dominated by boys (e.g., ice hockey, basketball, computers)?
- How will boys be encouraged to participate in activities traditionally dominated by girls (e.g., arts and crafts, reading)?

Given that women are the primary care-givers for young people, how does this affect the proposed project?

- Do mothers have access to personal transportation to bring their children to the remote location? If not, is public transportation convenient?
- Although the facilities are free of charge, what about the cost of equipment needed for ice hockey or other activities? Will mothers be responsible for paying for this?

Methodology Options for Analysis:

	Advantages	Drawbacks
A. Routine Desk Study: Policy planner uses existing information about the situation of boys and girls to try to answer the above questions.	• Cost effective. • Does not require large time investment.	• There is little existing sex-disaggregated information about young people's recreational habits. • The responsible policy planner has little gender expertise. This exercise cannot counter any stereotypical ideas or values about appropriate activities for boys and girls that s/he may have, and her/his understanding of gender theories may not be sufficient to comprehensively tackle the research questions. • All conclusions about potential impact are at best "reasonable guesses" and therefore not entirely reliable.
B. Focus Group Exercise: A sample group of boys and girls and parents will be convened to discuss how the project will meet their needs.	• Both boys and girls directly participate as stakeholders. • Cost effective.	• The sample is not representative of the general population of boys and girls (and may not effectively include the perspective of young alcohol and drug users). • Information gathered from boys and girls may not reveal their own gender biases.
C. In-depth Research Project: Experts are contracted to interview a large sample of young people and their parents to discover how the project will meet the needs of boys and girls respectively.	• A representative sample of boys and girls is used to generate data. • Data is objective and can eliminate bias of the policy planner. • Generates a wealth of valuable information that can be used for other projects as well. • Creates a baseline of data that can be used for project evaluation.	• Requires a large investment of time and money.

After analyzing the options, it seems that a focus group (B) or an in-depth research project (C) would be most appropriate in this case. The final decision would depend on the resources available for gender analysis. (If sufficient resources for option C did not exist, option B would be a reasonable alternative).

Although in some cases a desk study is an adequate methodology for gender analysis, in this situation it would not be advisable. This is primarily because information about young people—their needs, their preferences, and their attitudes towards gender equality—is not collected as a matter of course. Without access to such baseline information, it would be difficult to perform a desk study that would yield adequate results.

Outputs: What Results do I Want?

Gender analysis can give you answers to questions at a variety of levels. It is important to know precisely what you want the analysis to give you so that you can plan the analysis exercise accordingly (which includes choosing an appropriate methodology and creating an appropriate terms of reference, if you are asking a researcher to do the analysis for you).

Consider the following spectrum of outputs:

What Can GENDER ANALYSIS Give Me?		
Description of Current Situation	Gender analysis always begins with a description: • it can *quantitatively* describe the existing situation of individuals, disaggregated by sex • it can also *qualitatively* describe the activities of men and women and the resources that they have access to and control over • it can describe the context (macro situation) in which men and women operate. This can include cultural, historical, geographical, legal, and policy contexts as they relate to gender equality (e.g., norms and values, traditions, policy environment, etc).	**Example:** The National Human Rights Office receives complaints about human rights violations from the general public. Of these, 35 percent are from men; 65 percent are from women. Only 5% of complaints directly name gender discrimination as a problem. At the same time, the dominant cultural attitudes in this society very strictly enforce what is acceptable for men and women. For example, women generally do not work outside the home if they are married and have children. Men do not have the option to take paternity leave when they have children.
Analysis of Current Situation	Gender analysis should always include analysis of the description: • What are the causes of differences between men and women? • What is the impact of these differences? • What are the links between the individual situation and the macro context?	**Example:** Women register fewer complaints for several reasons: • Patriarchal attitudes and practices dissuade women from registering complaints. • Women are less informed about the Office's complaints mechanism. • The Office is located in the capital city and does not have branch offices in other locations, thus already limiting access. Moreover, women are unaware of the *indirect* ways in which gender discrimination manifests itself.
Suggestions of Options	Gender analysis can suggest measures (general or specific) for changing the situation based on the research findings.	**Example:** The Human Rights Office should therefore: 1) Provide more information specifically to women; 2) Educate the public about gender discrimination and indirect discrimination in particular; 3) Ensure that all members of society have access to the complaints mechanisms (including in rural areas).
Evaluation of Options	Gender analysis can appraise the suggested options in terms of their costs and benefits to gender equality. It can also appraise benefits or risks associated with the proposed measures that do not directly relate to gender equality.	**Example:** Because the Human Rights Office has a large budget for education and awareness activities, solutions (1) and (2) noted above should be implemented as soon as possible. No additional resources are required. Solution (3) should be examined as a more long-term strategy, as additional resources will be required. A more detailed cost-benefit analysis of this option needs to be performed. It should be noted, however, that solution (3) will have great benefits not only in terms of gender impact, but also on greater accessibility of services in general.

Knowing in advance what type of results you need will help you ensure that appropriate gender analysis is undertaken.

Commissioning Research

When hiring an expert to undertake gender analysis, generally you should follow the following process:

- Prepare a Terms of Reference (TOR) for the research (*see Checklist below*)
- Invite researchers to submit their research proposals
- Evaluate research proposals (see Checklist below)
- Monitor the progress of the research and evaluate the research results.

While the researcher is responsible for the quality of the research, the project/policy planner is accountable. You must be clear about what you want and need, and be available to discuss and reach consensus with the researcher on any unforeseen obstacles that might arise in fulfilling the terms of reference.

Checklist for Preparing a Terms of Reference

A Terms of Reference should specify the following information:

- ✓ Background of the assignment
- ✓ Objective(s) of the research
- ✓ Specific research questions to be answered
- ✓ Necessary qualifications of the researcher
- ✓ Timeframe
- ✓ Remuneration and reimbursement of expenses
- ✓ Methodology
- ✓ Presentation of results
- ✓ Copyright of/access to databases and analysis

Checklist for Evaluating Gender Analysis Research Proposals

Gender analysis proposals should contain the following information, and as the commissioner of this research, you should question your researcher/analyst about anything that is unclear:

- ✓ **Qualifications and background of researcher/analyst:** What is the educational background of the researcher? Have they done similar research before? Can copies of previous research reports be provided for your review? How rigorous is their understanding of gender analysis frameworks and basic gender theories?

- ✓ **Research question:** What will the basic data collection uncover? What will an analysis of the data highlight? Will the data be used to suggest concrete options for action and analysis of these options?

- ✓ **Theoretical framework:** How do basic gender theories inform the design of the research project? What assumptions does the researcher hold about gender relations and gender equality? It is important to ask this, because a researcher's own biases and assumptions about the dif-

ferences between men and women and their roles in society can potentially influence (and distort) their research findings.

✓ **Methodology:** How will the data be collected and analysed? Questions you might ask include:

- Will the methodology include desk review, focus groups, in-depth surveys, other methods, or a mixture of the above?
- Will data be qualitative, quantitative, or both?
- How will the research sample be selected?
- What computer or statistical programmes will be used to analyse data?
- If there are to be interviews, who will conduct them? How will they be structured?
- If there is a survey, will it be piloted first? Can you review the questionnaire?

✓ **Data to be gathered:** What type of data will be generated by the research? Will all data be disaggregated by sex and other important factors (e.g., age, urban/rural, ethnicity, economic status)? Will you have access to (copyright over) the databases themselves?

✓ **Proposed presentation of results:** What sort of research report can you expect? Questions you might ask include:

- What sort of narrative will accompany the data tables?
- How will the data tables be disaggregated (e.g., by gender, age, rural/urban, ethnicity, etc.)?
- If policy options are sought, how will relative costs/benefits of different options be presented?
- If the research report is very long, will there be an executive summary (policy brief) that highlights the main findings and recommendations?

NOTE: Asking questions such as these will ensure that you get the results necessary for ensuring that projects and policies address the real needs of both men and women. Knowing what you want and need before undertaking the analysis is a key aspect of getting useful results.

How to Integrate Gender Analysis into all Policy Research

Finally, gender analysis does not have to be a "stand alone" exercise. Ways of integrating (mainstreaming) a gender perspective into *all* policy research that is commissioned by a government, NGO, or international organization should be systematically developed. This is not only cost-effective but will greatly enhance all research findings. As a result, any projects or policies developed on the basis of this research will be more effective.

Checklist for research proposal evaluation to help you ensure that a gender perspective is included:

✓ **Researchers:** Who will be involved in the gathering and analysis of data? Is gender balance and a gender perspective (expertise) ensured?

✓ **Subjects:** Will the situation of both men and women be researched? Will data be disaggregated by sex?

- ✓ **Methodology:** What methodology will be used? Is it sensitive to both men's and women's particular needs (e.g., confidentiality, sensitivity to some issues)? Will the methodology be able to uncover differences in the situation or opinion of men and women?

- ✓ **Theoretical Framework:** Does the research include gender as an important variable in determining social processes? Are other important axes for analysis considered (ethnicity, socio-economic status, geographical location, etc.)? What are the assumptions about gender roles and relations (sexual division of labour, reproductive work, etc) that will inform the analysis? Does the research proposal demonstrate a good understanding of basic gender theories?

- ✓ **Proposed Outputs:** What level of outputs is proposed? Will any proposed recommendations include attention to any gender disparities that are revealed by the research?

- ✓ **Credibility:** Have steps been taken to ensure that the research will be valid and credible in the eyes of all stakeholders – of both genders? (This might include consultations and opportunities for providing inputs and comments.)

- ✓ **Presentation of Results:** Will any research report that is generated also highlight the gender dimension of the findings? (Even if no significant gender differences were uncovered, it is important to note this in the findings).

NOTE: being clear about your needs from the very outset will help you guarantee results you can use. Integrating gender analysis into all research is a very cost-effective way of increasing the information base you require to successfully practice gender mainstreaming in your work.

Gender Impact Assessment

Introduction

Gender impact assessment (GIA) is one type of gender analysis that is used specifically in analyzing public policy.

Gender impact assessment largely considers the effects of policies on the individual, rather than the household or community. These assessments seek to reveal how men as a group and women as a group may differ from each other in terms of their capacity to participate in and benefit from a given policy.

Gender impact assessment should have the final goal of promoting positive change in respect to gender inequality. In other words, these assessments should not merely ask whether a policy maintained or will maintain the "status quo" between men and women. Rather, a gender impact assessment has a positive role to play in determining policy opportunities to actively increase and enhance equality between men and women.

This section introduces you to the methodology and uses of gender impact assessment. This includes:

- When to use gender impact assessments (ex-ante and ex-post assessments)
- What gender impact assessment seeks to measure
- Pre-screening (relevance tests) to determine the need to perform a gender impact assessment
- Steps for doing an ex-ante and ex-post gender impact assessment
- Four case studies, adapted from actual experiences using gender impact assessment, that illustrate various ways that these assessments can be performed, their various goals, and their results.

NOTE: The gender impact assessment is an important analytical tool for predicting and revealing how projects and policies have affected or will affect men and women differently.

When to use Gender Impact Assessment

Gender impact assessment can be performed:

- **Ex- ante:** To assess the potential effects of proposed changes to policy or law. This assessment is conducted during the development stages of a policy or law (i.e., before implementation).

- **Ex- post:** To assess the real effects of an existing policy or law. This assessment is conducted either during the implementation of a policy to monitor its effects on men and women, or after the implementation of a policy or law, to evaluate its effects on men and women.

What Can Ex-Ante and Ex-Post Gender Impact Assessments Reveal?

Ex- ante assessment: Will women and men benefit from a proposed policy?

Example 1: A gender impact assessment of proposed changes to employment insurance in Country X revealed that:

- Benefits for low-income, lone-parent families headed by women will actually increase by about 11%.
- A Family Income Supplement will provide, on average, an additional $30 per week to the benefit payment of 350,000 low-income families; about two-thirds of those receiving the supplement will be women.
- Multiple job holders totalling 653,000 individuals will be fully covered by the system for the first time, of which 321,000 (49%) are women.

This policy would therefore promote greater gender equality (by increasing the economic resources of vulnerable women) if implemented.

Example 2: A gender impact assessment of the Working Families Tax Credit in Country Y showed a contradictory gender impact: On the one hand, the credit raises the income of single-parent families, the majority of whom are headed by women; on the other hand, the credit is detrimental to women who are the second wage earner in two-parent households.

If implemented, this policy would therefore help some women but harm others.

Ex- post assessment: Do women and men benefit from an existing policy?

Example 1: A gender impact assessment of new employment programmes in Country Z revealed that only 8% of funding for these programmes go to lone parents, of whom 95% are female. Yet 57% of funds go to young people, of whom only 27% are female. Therefore, while some vulnerable women (single mothers) are benefiting, others (young, unemployed women) are not.

This policy therefore had a mixed impact on women.

Example 2: A gender impact assessment of a small-grant programme for nongovernmental organizations revealed that only 4% of grants went to NGOs that identified themselves as "women's organizations." However, 64% of grants went to NGOs whose director or president was a woman.

This policy therefore supported women's participation in the NGO sector. However, it is unclear whether it supported organizations with specific gender equality objectives.

What is Being Assessed?

Policies can affect men and women in different ways and at different levels. Gender impact assessments should strive to produce a comprehensive picture of the wide variety of impact that policy measures can have. This impact can be considered according to four categories:

participation, resources, norms and values, and rights.

The following table describes these four areas in greater detail and illustrates how they might be relevant for a gender impact assessment of a rural eco-tourism initiative:

Area of Impact	Example: Proposed Pilot Programme For Developing Eco-Tourism In A Poor Rural Area
(1) Participation: Are numbers of men and women equal, e.g., in terms of the policy's target group, participants of training, beneficiaries of subsidies, etc.? Are men and women participating in equal capacities?	A gender impact assessment should consider: Will men and women be able to participate in this programme in equal numbers? Will men and women equally participate in leadership roles?
(2) Resources: Do men and women have equal access to resources in order to benefit from the policy? (Remember, resources include time, money, information, etc.) Will the policy or programme generate equal resources for men and women?	A gender impact assessment should consider: What existing resources are required to benefit from the programme (e.g., certain skills? matching funds? land? time to participate?). Do men and women have these resources in equal amounts? Will income generated from the programme benefit men and women equally? Will the scheme place an even greater burden on participating women's time?
(3) Norms and values: How will gender stereotypes and cultural and social norms and values affect men and women differently in the implementation of this policy? Will stereotypes and values be an obstacle for men or women in fully enjoying the benefits of the existing or proposed policy?	A gender impact assessment should consider: Will norms about "women's work" and "men's work" allow both men and women to participate equally in the programme? Will the programme help to challenge any existing stereotypes regarding gender roles?
(4) Rights: Do men and women have equal opportunity to benefit from the policy? Will the policy affect men's or women's rights directly or indirectly?	A gender impact assessment should consider: Are there any legal barriers to prevent either men or women from benefiting from the programme (e.g., land ownership laws)?

NOTE: Because the impact of policies and projects on men and women, both direct and indirect, is diverse and often difficult to identify, a gender impact assessment deliberately assesses each of these four areas to create a comprehensive picture of that impact.

Always Necessary? Relevance Tests

Gender impact assessment is a serious exercise that yields very important information necessary to make informed policy choices. Because of the resources required to perform these important analyses, it may be necessary to determine priorities. This way, resources can be devoted to analyses that will have the greatest effect on policy making. No policies are gender neutral, but different policies will have greater or lesser gender impact.

In order to determine these priorities, the policies in question can be tested for relevance. In other words, a predetermined system can be applied that will help you assess the level of priority to be placed on performing a gender impact assessment in each situation.

Below, three different tools are suggested as pre-screening "relevance tests" that anticipate the likelihood of significant gender impact. Not every tool will be useful in every situation. The following chart can serve as a guide to deciding which pre-screening relevance test is most appropriate in each situation.

Type of Relevance Test	Who Performs This Test?	This test is best used when…
1. Criteria-based relevance test	You (person responsible for the policy or project)	• you have a strong understanding of basic gender theories and their applicability in the given situation • you have access to detailed sex-disaggregated data in the specific policy area • gender impact is very obviously high (i.e., not necessary to consult with experts)
2. Consultation-based relevance test	(1) Gender expert *or* (2) Group of experts including gender expert	• You are unsure of how basic gender theories apply to the given situation • There is little documented information and sex-disaggregated data in the specific policy area • You are quite unsure as to how significant gender impact might be
3. Mixed test (based on criteria and consultation)	You (person responsible for the policy or project) in consultation with experts	• You are unsure of how basic gender theories apply to the given situation • There is some documented information and sex-disaggregated data in the specific policy area • You are quite unsure as to how significant gender impact might be

With all of these tests, however, it must be noted that there is no clear definable limit of when a gender impact assessment must be performed or not. The purpose of these tests is to paint a picture of the likely gender impact of a policy. This picture then has to be interpreted, taking into account the overall policy context. **Unless gender impact can be excluded, an impact assessment should be conducted.**

Criteria-Based Relevance Test

The criteria-based relevance test asks policy makers to go through a four-part checklist of questions about the policy or intervention in question. The answers will indicate the level of priority for performing a gender impact assessment. As you will see, however, a considerable amount of information and understanding regarding gender issues is required in order to complete this test.

Criteria-based relevance test

Section 1: Background Information

a) What is the nature of the planned intervention?

b) Who are the direct target beneficiaries?

c) Who are the indirect target beneficiaries?

Section 2: Direct Beneficiaries

a) Will the planned intervention affect men and women differently within the target direct beneficiary group in any ways in relation to their:

- **Participation** (e.g., Will it influence male or female target beneficiaries' ability to participate in the labour market, in decision-making, or in family activities?)
- **Resources** (e.g., Will it result in more or less resources such as income, time, or skills for male or female target beneficiaries?)
- **Norms and values** associated with either gender (e.g., Will it reinforce or challenge gender stereotypes of the target beneficiaries?)
- **Rights** (e.g., Will it represent a violation of the rights of women or men?)

b) Does the planned intervention in any way concern:

- **gender-specific reproductive health issues** (e.g., related to pregnancy)
- the **differing physio-biological conditions** of men and women (e.g., related to gender-specific conditions such as ovarian or prostate cancer)
- the **gender-specific vulnerabilities or sensitivities** of men and women (e.g., related to violence against women)

c) What **proportion** of men and women will be affected in the above ways?

d) To what **degree** and for what **duration** will men and women be affected in the above ways?

If the data situation is weak, note this and make an estimate, stating what the estimate is based on. Where there is no data, state this as well.

Section 3: Indirect Beneficiaries

a) Will the planned intervention affect men and women differently within the indirect beneficiary group in any ways in relation to their:

- **Participation** (e.g., Will it influence male or female indirect beneficiaries' ability to participate in the labour market, in decision-making, or in family activities?)
- **Resources** (e.g., Will it result in greater or fewer resources such as income, time, or skills for male or female indirect beneficiaries?)
- **Norms and values** associated with either gender (e.g., Will it reinforce or challenge the gender stereotypes of the indirect beneficiaries?)
- **Rights** (e.g., Will it represent a violation of the rights of women or men?)

b) Does the planned intervention in any way concern the following aspects of indirect beneficiaries:

- **gender-specific reproductive health issues** *(e.g., related to pregnancy)*
- the **differing physio-biological conditions** of men and women *(e.g., related to gender specific conditions such as ovarian or prostate cancer)*
- the **gender-specific vulnerabilities or sensitivities** of men and women *(e.g., related to violence against women)*

c) What **proportion** of men and women will be affected in the above ways?

d) To what **degree** and for what **duration** will men and women be affected in the above ways?

If the data situation is weak, note this and make an estimate, stating what the estimate is based on. Where there is no data, state this as well.

Section 4: Evaluation

Based on the above, is a full gender impact assessment required for this intervention or parts thereof? For which parts? If not, justify why not. This decision requires a judgement based on significance of the potential impact.

NOTE: Remember that there are no clearly definable limits for deciding that a GIA must or may not be conducted. If screening shows that men and women are diversely affected, a GIA should be carried out. Even the existence of one indicator is sufficient for an assumption of gender relevance (for example, if the intervention would represent a severe violation of basic rights). A GIA should also be conducted if gender relevance cannot be excluded.

Consultation-Based Relevance Test

Because of the considerable information and knowledge required to complete the criteria-based relevance test, you might instead choose a consultation-based relevance test. The idea here is to ask the expert(s) to give you an official viewpoint on the likelihood of gender impact in the case of your particular planned intervention. Because these experts have considerable knowledge and experience, they will be able to make valuable assessments even in the face of little or no official data.

Consultation-Based Relevance Test

1. Ask a qualified gender expert to prepare an official viewpoint about the likelihood of significant gender impact of the planned intervention; or

2. Ask several qualified experts to prepare an official viewpoint about the likelihood of significant gender impact of the planned intervention.

Based on these viewpoints, decide on the need to conduct a full gender impact assessment.

Mixed (Consultation and Criteria-Based) Relevance Test

This test is a mixture of both the criteria- and consultation-based tests.

Mixed Test

Complete the above criteria-based relevance test and ensure its soundness by consulting with a specified number and type of experts in order to prepare your inputs. Based on the results, decide on the need to conduct a full gender impact assessment.

NOTES: If, after completing one of the above relevance tests, it seems as though your planned intervention might have a significant differential impact on men and women, you should then move on to perform a full gender impact assessment.

Ex-Post Relevance Tests: All of the above relevance tests can also be used to gauge whether an ex-post gender impact assessment should be done for an already implemented project or policy. In this case, the above questions should be asked regarding the impact that the policy or project *has had* on men and women as both direct and indirect beneficiaries

Steps for Gender Impact Assessment

While the scope and depth of gender impact assessment varies from situation to situation, the following steps should be considered in order to arrive at a comprehensive analysis of any proposed policy or legislation (ex-ante) or of any policy or legislation already (partially or fully) implemented (ex-post).

	EX-ANTE ASSESSMENT	EX-POST ASSESSMENT
1.	Identify the **position** of men and women prior to policy development with respect to participation, resources, norms and values, and rights. This serves as the **baseline** against which to measure anticipated change or lack of change.	Identify the **position** of men and women prior to policy implementation with respect to participation, resources, norms and values, and rights. This serves as the **baseline** against which to measure real change or lack of change.
2.	Assess the **trends** in men's and women's position independent of the proposed policies. In other words, if the policy is **not** implemented, what will the situation of men and women be, respectively?	Assess the **trends** in men's and women's position independent of the implemented policies. In other words, if the policy had **not** been implemented, what would have been the likely situation of men and women, respectively?
3.	Determine the **priority** to be attached to promoting gender equality through this policy, according to an assessment of the current degree of inequality and the impact of the inequality on men and women's lives. In other words, how significant would the gender impact of this policy be?	Determine the **priority** that was attached to promoting gender equality through this policy. In other words, how significant was the anticipated impact?
4.	**Assess the potential impact** of the policy on the men and women who are its direct beneficiaries. You should pay attention not only to easily quantified results (for example, numbers employed), but also to less easily measurable results (for example, quality of jobs, job security, promotion prospects). Assess both short and long-term costs and benefits.	**Assess the real impact** of the policy on the men and women who were its direct beneficiaries. You should pay attention not only to easily quantified results (for example, numbers employed), but also to less easily measurable results (for example, quality of jobs, job security, promotion prospects). Determine existing costs and benefits, and assess additional projected long-term costs and benefits.
5.	Assess the potential **impact** of the policy on **particular groups of women and men**. For example: What will the impact be on ethnic minority groups, parents or non-parents, various age groups, educational groups, employed or unemployed, regional groups or urban/rural groups, etc.	Assess the real **impact** of the policy on **particular groups of women and men**. For example: What has been the impact on ethnic minority groups, parents or non-parents, various age groups, educational groups, employed or unemployed, regional groups or urban/rural groups, etc.
6.	Assess the potential **indirect affects** of the proposed policies on **families and children, elderly or ill dependents,** or others who may be indirectly affected.	Assess the real **indirect affects** of implemented policies on **families and children, elderly or ill dependents,** or others who were indirectly affected
7.	If the ex-ante assessment of the policy predicts a negative affect on gender equality or retention of status quo inequality, then identify ways in which the policy could be **redesigned** or **respecified** to promote gender equality.	If the ex-post assessment revealed a negative affect on gender equality or the retention of status quo inequality, then suggestions for **further corrective action** should be specified.

Case studies- Gender Impact Assessement

CASE 1: Asking "Gender Questions"- An Ex-Ante GIA of Changes to Hospital User Fees

This case study illustrates how the seven steps of a gender impact assessment can be applied to the proposed introduction of hospital user fees during a health sector restructuring programme. The table suggests various gender questions that the researchers would need to investigate in order to comprehensively determine the impact of this change on both men and women.

Proposed policy change: Hospitals are going to start charging a small user fee for services. Traditional analysis assumes that this will improve the efficiency of services and everyone will benefit - men and women equally. But what gender consequences might be hidden below the surface?

Some of the gender questions we need to ask during a gender impact assessment include:

Step 1: Establish baseline information	• Who currently uses hospital services more – men or women? • Do women and men have the same level of disposable income to pay for these services? • Who (men or women) is generally responsible for ensuring that children and elderly have access to needed health care?
Step 2: Assess gender trends	• Is there any evidence that demand for hospital services by men or women would increase or decrease significantly *without* the introduction of fees? If yes, how will the new policy address these trends? (For example, if a growing shortage of community-based doctors means that demand for emergency hospital services will be increasing, will this demand be the same for men and women?)
Step 3: Determine priority and significance of gender impact	• Do any basic gender theories suggest that user fees in relation to healthcare will have a significant gender-differentiated impact? *(Yes: Access to public services and resources including time and money are often very different for men and women, given their different roles. Since a gender-differentiated impact is therefore likely, an in-depth gender impact assessment of the policy's potential impact should receive high priority.)*
Step 4: Assess potential impact on men and women	• If women have less disposable income than men, will their access to hospital care become limited? • If women are primarily responsible for the health care of children and the elderly, will they have the increased burden of paying fees for these groups as well?
Step 5: Assess potential impact on specific groups	• Certain groups of women have even smaller disposable incomes – which are these groups? • Are there specific groups of men who may also have very limited disposable income? How will these new fees affect their access to hospital care?
Step 6: Assess indirect impact	• If fees mean that hospital stays will likely become shorter, this means that sick people will now have to spend more time recuperating at home. Women will likely be primarily responsible for providing this care. How will this affect women's economic and social opportunities? In other words, will women be responsible for "picking up the slack" of what will no longer be publicly funded?
Step 7: Identify potential changes to the policy	• Given the likely impact such a change will have on women in particular, how can this impact be mitigated? • If the proposed policy is accepted and implemented, what other policies need to be put in place to address the impact (e.g., additional support and resources for home care for sick people, policies to grant employees leave to look after sick relatives, etc.)?

NOTE: Evidently, this proposed policy is likely to have a significant gender-differentiated impact. In order to ask relevant questions during a gender impact assessment, you need to have a basic understanding of theories and trends on the roles of women and men in society, and the impact that these differentiated roles can and do have.

CASE : Ex- Ante GIA of a Justice Services Improvement Project

This case study describes a gender impact assessment that was undertaken during the development of a justice services improvement project in Peru (2001-2002), led by the World Bank.[1] It provides the justification for the GIA and shows what the assessment revealed and how that significantly affected project implementation.

Background: When the World Bank agreed to support a justice services development project in Peru, the initial justification for the project included the following:

- Recognition that the country's justice sector was weak
- Poor access to justice (inefficient institutions, costly services, disconnect between supply and demand)
- Limited and unevenly distributed services (1 judge for 15,000 Peruvians, only 249 public defenders for 26.1 million population)
- Rural areas disproportionately affected
- Users dissuaded and blocked by costs and difficulties understanding complex legal procedures

However, while preparing the project, it was brought to the attention of the World Bank that many of these obstacles hurt women much more than men (given that many women were less educated, less informed, economically dependent on others, and victims of various types of violence). Therefore, a Gender Impact Assessment was undertaken.

Purpose of the Gender Impact Assessment:

- To more clearly define and understand these access issues and obstacles for men and women

Methodology of the Gender Impact Assessment:

- Review of relevant literature
- Examination of national legal framework
- Analysis of statistics on the use of judicial services (disaggregated by sex)
- Interviews with court users
- Substantial information and cooperation from NGOs

Main Findings of the Gender Impact Assessment:

- Women and men have different justice needs and tend to use justice services based on their social roles
- Men are more likely to use justice services
- Men are more active litigants in commercial, contractual, and credit-related cases
- Women are more active plaintiffs in cases involving child support, domestic violence, and divorce
- Men are more active as defendants in juvenile crime and child custody cases
- Institutional weaknesses of family courts exacerbated gender inequalities in the sector

[1] World Bank (2005), 'Engendering justice: a gender assessment's impact on project design', Prem Notes, No. 98, www1.worldbank.org/prem/PREMNotes/premnote98.pdf#search=%22engendering%20justice%22

- In seeking redress for family court problems, women suffered mistreatment by authorities, ignorance of applicable laws, lack of access to legal counsel, biased behaviour by officials
- Biased child custody settlements had more negative social and economic consequence for women

Implications for Project Design:

The findings of the GIA resulted in **changes to the project**, including the following:

- Addition of a component that specifically addresses access to justice issues
- Inclusion of financing to train lay justices and community leaders on mediation techniques in family conflicts and gender-related issues
- Inclusion of strengthening of the family court system
- Inclusion of gender specialists in various activities

NOTE: This case study illustrates the tangible value that gender impact assessments can have. Project funds can be better targeted and the needs of the project beneficiaries can be more effectively and efficiently met.

CASE: Ex-Post GIA of Environmental Policy on Radiation Protection

This case study briefly describes one federal government's development of a systemic process for applying gender impact assessment to all environmental policies, and illustrates this with the example of a policy on radiation protection[2].

Background to the new ordinance on radiation protection: In 2001, an earlier ordinance which dealt with protection of individuals who might be exposed to radiation as part of their occupation was amended. This amended ordinance:

a) set new limits for radiation exposure for the foetus and a reduction in radiation doses for the uterus;
b) re-regulated access to so-called controlled areas;
c) repealed a general ban on access for pregnant women and replaced it with a differentiated protection concept;
d) included new detailed provisions on workplace design, stringent monitoring of radiation exposure, and improved information particularly aimed at pregnant women and nursing mothers.

The motivation for these changes was to provide greater radiation protection that considered reproductive health risks both for (potentially) reproductive adults and for unborn foetuses, while at the same time not limiting the rights and participation of workers based on their sex or reproductive capacity.

The Gender Impact Assessment: This gender impact assessment was undertaken as a pilot project for determining how to assess gender impact of environmental policies. Therefore, this assessment also served as a test case for developing a process by which all environmental policies could be assessed in the future in terms of their gender impact.

[2] This case study has been adapted from a report by D. Hayn, R. Schultz, on behalf of the Ministry of Environment, Nature Conservation and Nuclear Safety, Germany. Certain details of the original case have been modified for the purpose of clarity and simplification, and therefore the case is not presented as a factual example.

As a result, a **GIA Checklist was developed** that included **three mandatory stages** for any GIA:

a) **Pre-analysis (Relevance Test):** In this stage, the policy is first screened to determine whether or not a full gender impact assessment would be relevant. This is a key point, as it makes efficient use of resources; only those policies that have a potentially differentiated gender impact will be subject to further impact analysis.

b) **Main analysis:** Here, policies for which gender impact is relevant undergo an in-depth analysis of what the impact of the policy has been on both men and women.

c) **Evaluation and Recommendations**: Finally, the institutional mechanism accountable for monitoring gender impact considers the assessment data and makes an official evaluation of the policy. It is important to note that this evaluation weighs environmental policy objectives against equality policy objectives. Furthermore, evaluation criteria stipulate that all policies should aim not simply to uphold the status quo in terms of gender equality, but rather to positively affect the state of gender equality. This positive obligation was a key point in the development of GIA standards.

Once these procedures were established, the specific gender impact assessment on radiation protection was undertaken.

1. **Pre-analysis (Relevance Test):** Because the policy had a direct affect on reproductive health, it was deemed to be likely to have different affects on men and women. Relevance was therefore established, and researchers proceeded to the main analysis.

2. **Main analysis:** The main gender questions that the GIA on radiation protection aimed to assess and investigate were:

    a) Why do different gender-specific regulations apply to women and men with respect to reproductive health?
    b) What are the effects of the new regulations on the health of men, women, and unborn children?
    c) What are the effects on the occupational situation of men and women in occupations exposed to radiation?
    d) What are the effects of the new regulations on the duties of safety officers?

The overarching question that the GIA aimed to answer was: Did the new provisions achieve a positive alliance of radiation protection objectives and gender equality objectives?

3. **Evaluation and Recommendations:** Overall, having weighed up the individual aspects, the GIA concluded that the new provisions achieve improved gender equality.

This was primarily because the new ordinance removed restrictions on women's rights and participation that had existed in the previous ordinance, but also because further protection for both men's and women's reproductive health had been put in place. At the same time, achieving gender equality objectives did not compromise the environmental policy objectives (i.e., better radiation protection), and in fact enhanced their achievement.

Nonetheless, suggestions for improvement to the policy were also put forth, for example, the need for more information for women exposed to radiation and radiation safety officers.

NOTE: Although environmental policy (and radiation protection in particular) may seem to be "gender neutral," this case study shows how such policy can in fact affect men and women (in this specific case, their rights and participation) differently. Conducting a gender impact assessment not only shows how policies can be improved in terms of gender impact, but also – as it did in this case – how policy changes have in fact improved the state of gender equality.

CASE: Ex-Ante GIA of National Development Planning

Gender impact assessment can (and should) be integrated as a standard and mandatory aspect of the overall policy-making process. The following case study shows how GIA is included as an integral part of one country's National Development Plan (a comprehensive and multi-sectoral policy initiative that has been allocated significant funds over a 10-year period) through the creation of standard GIA guidelines.[3]

NOTE: As illustrated here, the provision of standard tools, guidelines, and support to those responsible for developing projects makes gender impact assessment much more straightforward.

Background: The achievement of equal opportunities between men and women is a cross-cutting principle of the National Development Plan (NDP). One key action for implementing this principle is the mandatory assessment of impact on gender equality during the development stage of all projects that are part of the NDP. This impact is then to be included among the project selection criteria for all projects or measures to receive funding.

The **Guidelines for Gender Assessment** are implemented in the following way:

a) **Creating a Baseline of Information:** All programmes should contain a brief description of the baseline position in relation to equal opportunities between men and women at sub-programme and project level and, where appropriate, targets for the anticipated impact. The baseline description should be either quantitative or qualitative. A qualitative description will be sufficient where no quantitative gender disaggregated data currently exists. Where it would be potentially cost effective in improving the equal opportunities impact of measures under the Plan, gender disaggregated data should be gathered

b) **Project Development:** The GIA forms *(see next page)* outline the basic steps to be taken to carry out a gender impact assessment at the project development stage. These forms will allow assessment of the extent to which equal opportunities feature in projects, and should assist in revising projects appropriately before being submitted for selection.

c) **Project Selection:** The National Development Plan provides that the inclusion of gender impact will be a mandatory criterion in project selection for all projects. The following table should be completed for every project or scheme in order to guide and inform the selection process for the submitted project:

Impact of Expenditure Activity on Equal Opportunities			
	Positive relative to existing situation	Negative relative to existing situation	Neutral relative to existing situation
Women			
Men			

[3] This case study has been adapted from the Government of Ireland's GIA guidelines in connection with their National Development Plan .However, because certain changes have been made for the purposes of simplification and clarity, this case should not be construed as Ireland's experience *per se*.

d) Monitoring: All monitoring committees must include representatives from the Equality Authority to represent the interests of equal opportunity in strategic decision making. Moreover, a baseline for the female participation rate in monitoring committees should be established by reference to the composition of the previous monitoring round. Where female participation is less than representative of the general population, a target to improve this representation should be set.

Additionally, a baseline of information and gender equality targets established at the project development stage should be used to establish appropriate monitoring plans.

e) Evaluation: The terms of reference for all evaluations should include impact on equal opportunity as a criterion for evaluation.

NOTE: This case study demonstrates how gender impact assessment can be approached as an integral part of policy making at the development, monitoring, and evaluation stages. By tying an obligation to perform a gender impact assessment to the allocation of funds, accountability for and transparency of assessing gender impact can be achieved.

National Development Plan
Gender Impact Assessment Forms

Programme _____

Measure/Project _____

Step One: Outline the current position of men and women in the area which this expenditure activity will address.

Who are the current beneficiaries of this area of expenditure activity? (Beneficiaries include users of the facility, or participants) .....
How many are women?..... How many are men?.....
What data source did you use to determine these figures?.....

Step Two: What factors lead to women and men being affected differentially in the area being addressed by this expenditure activity?

Identify the factors which lead to the differential impact on women and men.
a .....
b .....
c.....
d .....

Step Three : How can the factors which lead to women or men being affected differentially be addressed and changed?

How can the policy proposal/measure respond to the factors identified in Step 2 above?
a .....
b .....
c.....
d .....

Where considered appropriate, what actions do you propose in this regard?
a .....
b .....
c.....
d .....

Summary and Conclusions

What is Gender Analysis?

Gender analysis provides the necessary information base for gender mainstreaming. It uses sex-disaggregated data or information, and analyzes it from a gender perspective. This analysis needs to be based on relevant established theories about gender relations, and should make conclusions about the causes and effects of any gender disparities it uncovers.

Gender analysis can use a variety of methodologies – from a desk study of existing data to undertaking large-scale sociological research projects. It may be performed by you, a gender expert, or a team of experts with the necessary skills and experience.

Why is Gender Analysis Necessary?

In our societies, gender inequalities are very entrenched. Therefore, these inequalities (and their causes and consequences) are not always obvious. Unfortunately, we are so used to them that we often fail to examine them critically. The first objective of gender analysis is thus to make visible any differences between men and women. Gender analysis then investigates the causes and consequences of these differences in order to appropriately address them through policy intervention. By providing the necessary information and analytical base, gender analysis can achieve its ultimate goal: more equitable, effective, and targeted policy formulation and decision-making.

When is Gender Analysis Necessary?

Gender analysis needs to become a part of *all* policy making processes and programme formulation. Because all public policy concerns the population in some way, no policy is gender neutral. Gender analysis is necessary to determine how and to what extent men and women are or will be differently affected by projects and policy interventions.

Gender analysis is therefore a vital tool for project or policy design, implementation, and evaluation. The depth and level of analysis depends on your specific situation and policy needs.

What is Gender Impact Assessment?

Gender impact assessment (GIA) is a specific type of gender analysis that is used to predict and reveal how projects and policies have affected or will affect men and women differently. GIA shows how men as a group and women as a group may differ from each other in terms of their capacity to participate in and benefit from a given policy. These assessments have a positive role to play in determining policy opportunities to actively increase and enhance equality between men and women.

The only way to ensure that policies and projects achieve effective and equitable results is to use appropriate gender analysis.

Glossary of Key Terms and Concepts for Gender Mainstreaming

Glossary of Key Terms and Concepts for Gender Mainstreaming

In many situations, a full understanding of gender mainstreaming is impeded by the fact that the concepts and terms used in connection with this approach are unfamiliar to policy makers and the general public.

Moreover, many of these terms do not translate easily into local languages. Many practitioners have therefore found it helpful to adapt these terms using translations more appropriate to their own language. Discussions and training sessions aimed specifically at familiarizing others (policy makers, journalists, academics, etc) with these terms have proven to be very helpful exercises. Remember: it is not the term itself that is most important, but the idea behind it. Debates around issues of language can be an excellent way of creating in-depth understanding of the ideas behind the words.

Some key terms include but are not limited to:

Accountability: means that an entity can be held responsible for its actions. In terms of human rights, accountability refers to whether a state, person or other entity can be held responsible, either legally or otherwise, for the protection, promotion and fulfillment of human rights, and/ or for the violation of such rights.

In general, only states can be held accountable in international law for human rights protection and/or violation. However, in recent years, there has been a movement towards holding non-state actors accountable for human rights protection and/or violation, especially through non-legal mechanisms.[1]

Advocacy: The act of pleading for, supporting, or recommending a cause or course of action[2].

Affirmative Action: is a practical policy to increase the diversity of an organization through human resources initiatives such as quotas for hiring women, people of colour, and people with disabilities.[3]

Beijing Declaration/ Platform for Action 1995: represented an international agenda for achieving women's rights and empowerment. The Beijing Declaration was a statement of commitment by the 189 participant governments that the status of women had to be improved by removing obstacles to education, health and social services. They recognized that efforts to improve women's participation in decision-making roles and the further participation of women in economic, social, cultural and political spheres must coincide with action to deal with problems of violence against women, reproductive control, and poverty. The Platform for Action laid out specific directives for governments, international organizations, national organizations and institutions to achieve the commitments of the Beijing Declaration.[4]

[1] Association for Women's Rights in Development (AWID).
[2] AWID.
[3] AWID.
[4] AWID.

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW): is an international treaty which lists the human rights of women. It is commonly referred to as the "Women's Convention" or "CEDAW." CEDAW was adopted by the United Nations General Assembly in 1979 and entered into force in 1981. As of May 2003, 173 countries had signed CEDAW, though many have broad reservations in relation to it.

CEDAW contains guarantees of equality and freedom from discrimination by the state and by private actors in all areas of public and private life. It requires equality in the fields of civil and political rights, as well as in the enjoyment of economic, social, and cultural rights. Both direct discrimination and indirect discrimination are covered by CEDAW.

Under CEDAW, state parties assume different obligations with respect to the elimination of discrimination in a number of fields. A number of provisions in CEDAW require immediate steps to be taken to guarantee equality, while other provisions are of a more programmatic nature, under which state parties must take "all appropriate measures" or "all necessary measures" to eliminate particular forms of discrimination.[5]

Disaggregation by Sex: This refers to data or statistics that are collected and presented by sex to show the respective results for women and men separately. Sometimes the term gender disaggregation is used to refer to sex dissaggregated data.

Decent work: Productive work that generates adequate income and ensures adequate social and legal protection. The primary goal of the ILO is to promote the opportunity for women and men to obtain decent and productive work [in both the formal and informal sector], in conditions of freedom, equity, security and human dignity.[6]

Discrimination:

Direct discrimination occurs when a person is treated less favourably than another in a comparable situation, on grounds such as sex.

Indirect discrimination occurs when an apparently neutral provision, criterion or practice would disadvantage people on grounds such as sex unless the practice is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary.[7]

Empower: to enable someone to have legal power and authority. It also means people's efforts to form relationships between themselves and the world so that they may be better able to change the things that are causing them problems. This involves the creation of new ideas, new understandings and new knowledge. Education should be an empowering, active process.[8]

Engendering: to make visible the different impact on or impact of women and men and their genders in a given context. Engendering also involves the recognition that the gender division of labour and its associated norms, values and ideologies about masculinity and femininity are defined by a

[5] AWID.
[6] AWID.
[7] EC Council Directive 2000/43/EC.
[8] AWID.

complex of power relations which tend to accord to women lesser political voice, social/ cultural value, and access to and control over economic resources. These power relations of gender vary with historical and regional context, in addition to being cross cut by other social relations of class, caste, ethnicity, or race within a given society.

Gender and **Sex:** Usually, sex is understood to refer to the biological difference between male and female bodies. Gender, on the other hand, refers to the sociologically-and culturally based distinction between men and women. One's gender is therefore most often comprised of those roles and attributes that are not purely "natural" or biologically determined, but are rather dictated by norms and traditions. Because gender is not biologically given, the attributes of both male and female gender can (and do) change over time and across cultures.

Gender Analysis: Also referred to as **gender-sensitive**, **gender-based** or **gender-aware analysis**, this is analysis that (a) makes visible any disparities between genders and (b) analyzses these disparities according to established sociological (or other) theories about gender relations.

Gender-sensitive analysis: This term reminds us that gender-related differences are not always obvious. We need particular sensitivity in order to make these real and potential differences visible to policy makers.

Gender-based analysis: This term stresses that we are specifically looking for differences that are based on gender.

Gender-aware analysis: This term reminds us that although gender differences often exist, traditional research and analysis does not always make us aware of these differences. We require a specific gender perspective in order to create this awareness.

Each of these terms emphasizes a different aspect of gender analysis, but they are often used interchangeably. Remember, the term is not the most important thing – our focus should be on the general principal that all of these concepts refer to.

Gender Balance: Gender balance refers to the ratio of women to men in any given situation. Gender balance is achieved when there are approximately equal numbers of men and women present or participating. This is sometimes also referred to as **gender parity**.

Gender-based violence: Violence against women is any act of gender based violence that results in, physical, sexual, psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty whether occurring in public or private life.

Gender-blindness: means ignoring the different socially determined roles, responsibilities and capabilities of men and women. Gender-blind policies are based on information derived from men's activities and/or assume those affected by the policy have the same (male) needs and interests.[9]

[9] Kabeer (2003).

Gender budgeting: A variety of processes and tools that attempt to assess the impact of government budgets, mainly at the national level, on different groups of men and women, through recognizing the ways in which gender relations underpin society and the economy. Gender or women's budget initiatives are not separate budgets for women.[10] They include analysis of budgets, and policy impact based on gender and are also commonly referred to as Gender-Responsive Budgeting or Gender-Sensitive Budgeting.

Gender Disparities: These are differences between men and women in respect to their status, situation, rights, responsibilities, or other attributes. Also known as inequality of outcome, disparities are not always the result of gender discrimination (e.g. women's ability to bear children), but in most cases, seemingly "natural" disparities are often the result of direct or indirect discrimination.

Gender/Sexual Division of Labour: learned behaviour in a given society/community that conditions the division of labour in the productive systems- in other words, which activities, tasks and responsibilities are perceived as male and female and largely performed accordingly.

Gender Equality: Equality exists when both men and women are attributed equal social value, equal rights and equal responsibilities, and have equal access to the means (resources, opportunities) to exercise them.

> **De jure equality** (sometimes called formal equality or "paper governance") refers to equality under the law. **De facto equality** refers to equality in practice.

Gender Equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent men and women from otherwise operating on a level playing field. Equity leads to equality.[11]

Gender Impact Assessment: Examining policy proposals to see whether they will affect women and men differently, with a view to adapting these proposals to make sure that any discriminatory effects are neutralized and that gender equality is promoted.

Gender-neutral: Gender-neutral policies are not specifically aimed at either men or women and are assumed to affect both sexes equally. However, they may actually be gender-blind.[12]

Gender Perspective or **Gender Lens :** Using a "gender perspective" means approaching or examining an issue, paying particular attention to the potentially different ways that men and women are or might be impacted. This is also called using or looking through a "gender lens." In a sense, it is exactly that: a filter or a lens that specifically highlights real or potential differences between men and women.

[10] Kabeer (2003).
[11] Gender and Water Aliance.
[12] Kabeer (2003).

Gender Relations: The social relationships and power distribution between men and women in both the private (personal) and public spheres.

Gender Roles: These are the roles assigned to men and women respectively according to cultural norms and traditions. Most often, gender roles are not based on biological or physical imperatives, but rather result from stereotypes and presumptions about what men and women can and should do. Gender roles become problematic when a society assigns greater value to the roles of one gender - usually men's.

Gender Stereotypes: arise from (often outdated) presumptions about the roles, abilities and attributes of men and women. While in some specific situations, such stereotypes can be found to have a basis in reality, stereotypes become problematic when they are then assumed to apply to all men or all women. This can lead to both material and psychological barriers that prevent men and women from making choices and fully enjoying their rights.

The Glass Ceiling: refers to impediments that prevent women from rising to top positions in an organization, whether public or private. Thus, this includes the political, public, judicial, social, and economic domains. The term "glass" is used as these impediments are apparently invisible and are usually linked to the maintenance of the status quo in organizations as opposed to transparent and equal career advancement opportunities for women and men within organizations.

Reproductive Health: is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity, in all matters relating to the reproductive system and to its functions and processes. Reproductive health therefore implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, and when and how often to do so.[13]

Reproductive Labour: This refers most often to work in the domestic sphere or other caring work (often done by women) that is performed without pay or the expectation of pay, and is not calculated as part of the gross domestic product. It involves the maintenance of social and family structures upon which productive labour depends. It is also referred to as social reproduction.

Sexual Harassment: is unwanted sexual attention that intrudes on a person's integrity. This includes requests for sexual favours, unwelcome or demeaning remarks, or touching. It is a form of discrimination and is about an abuse of power.[14]

Socialization: means that people are taught to accept and perform the roles and functions that society has given them. Men and women are socialized into accepting different gender roles from birth. Establishing different roles and expectations for men and women is a key feature of socialization in most societies.[15]

[13] AWID.
[14] AWID.
[15] AWID.

Violence against women: any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or in private life.

Violence against women shall be understood to encompass, but not be limited to, the following:

- Physical, sexual, and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence, and violence related to exploitation;
- Physical, sexual, and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation (at work, in educational institutions, and elsewhere), trafficking in women, and forced prostitution;
- Physical, sexual, and psychological violence perpetrated or condoned by the State, wherever it occurs[16].

Women's Empowerment: A 'bottom-up' process of transforming gender power relations, through individuals or groups developing awareness of women's subordination and building their capacity to challenge it.[17]

[16] UN General Assembly Resolution 48/104 (1993).
[17] AWID.

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Governance, Participation and Human Rights

Enhancing Women's Participation through Education in Belarus

This case study appears in the Governance and Participation brief

A project supported by UNDP and the Japan's Women in Development Fund helped to enhance women's impact on the legislative process by providing a series of training to 678 women. The project has established a unique gender-oriented university programme at the Institute of Business and Management Technologies of the Belarusian State University which has enabled more than 30 women to complete master's degrees in business administration.

The project's slogans – "(Wo)man invented the wheel", "(Wo)man invented the alphabet", "(Wo)man kindled the fire", and "It is never too early/late to become a leader" – have encouraged people to take a fresh look at gender inequality. The dissemination of research findings on gender issues, the development of modules for lawyers and journalists, the creation of a statistical book, *Women and Men in the Republic of Belarus* (2003), and similar publications have created a new discourse on gender mainstreaming and human rights. Expertise gained from the project has been used to draft the National Action Plan on Gender Equality for 2006 – 2010, and the gender equality law concept. The share of women in parliament rose to 30 percent during the course of the project; two female project participants have won seats in the lower chamber of parliament.

Written by: Alina Ostling, UNDP Belarus

Advocacy for Gender Sensitive Policies in Turkey

UNDP provided support to parliamentarians in building their understanding of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). Two events were organized for parliamentarians in partnership with NGOs to familiarize them with the CEDAW principles on gender equality in Turkish legislation. This has succeeded in generating CEDAW "champions" in the Grand National Assembly who have committed themselves to the harmonization of domestic laws, including the Criminal Code, in line with the Convention. UNDP also provided support to legislators and drafters of Turkey's current Local Administration Reform package. It succeeded in helping to establish dedicated women's platforms as legal local government entities.

Source: UNDP Good Practices in Gender Mainstreaming 2006

Promoting Gender Equality in Lithuania

This case study appears in the Governance and Participation brief

Promoting equal opportunities and gender equality is high on the agenda of the National Human Rights Action Plan of Lithuania. With UNDP support, the *ombudsman* institution, established in 1999, has been particularly instrumental in responding to gender needs, ensuring greater use of gender

analysis and empowering women through awareness raising and advocacy campaigns. The October 2004 elections have produced the biggest-ever proportion of women in parliament: 29 women out of 141 MPs (21 percent).

Written by: Ruta Svarinskaite, UNDP Lithuania

Combating Trafficking in Women in Belarus

This case study appears in the Human Rights and Justice brief

A joint UNDP/EU Project – Combating Trafficking in Women in the Republic of Belarus – implemented by the Ministry of Labour and Social Protection, has undertaken a comprehensive review of national legislation and provided recommendations to amend laws related to trafficking. In addition, it has developed an electronic database of Belarusian and European organizations providing assistance to trafficked women. It has helped set up a hotline offering free information to persons travelling abroad for employment purposes (more than 7,000 calls have been received) as well as a shelter for victims of trafficking (25 women). It has also produced an informative documentary about an 11-year-old trafficked Belarusian girl that has been distributed in more than 30 countries. One of the major challenges which the project attempted to tackle was to break down the "she is guilty" stereotype, as victims of trafficking are often treated as criminals. The project helped change the perception of law-enforcement authorities on this issue through seminars and meetings, and with the help of EU experts who shared best practices with their Belarusian colleagues.

Written by: Alina Ostling, UNDP Belarus

Advocacy for Gender-Sensitive Policies and Legal Reform in Albania

This case study appears in the Human Rights and Justice Brief

The Poverty Reduction Strategy Papers (PRSP)/ National Strategy for Social and Economic Development progress report in Serbia, produced in close cooperation with government counterparts, has incorporated a section on gender equality and included recommendations on gender mainstreaming for the first time. The UNDP project on Capacity-Building for Gender Mainstreaming, provided support to the national gender equality machinery and the Gender Institute at Tirana University by combining partnerships with European universities with practical experience in gender studies. In addition, the project supported the training of staff in ministries and provided assistance with the organization of a comprehensive public awareness campaign.

Written by: Entela Lako, UNDP Albania

Advocacy for Gender-Sensitive Policies and Legal Reform in Tajikistan

On the occasion of the 2006 International Women's Day, which was devoted to *Women in decision-making*, UNDP – in close partnership with other members of the expanded Gender Theme Group (UNIFEM, ABA/CEELI, German AgroAction, etc.) – organized an advocacy event aimed at promoting the role and status of women in Tajikistan's political life. The event brought together women leaders, such as deputy ministers, MPs and potential female political leaders from national educational institutions and youth NGOs. It allowed potential female leaders to learn more about the promotion of women, career development opportunities and national gender equality policy. It also provided a forum for continued consultations on the importance of girls' education and, in particular, discussed the usefulness of the existing quotas for rural girls to study at university.

Source: UNDP Good Practices in Gender Mainstreaming 2006

Gender Training for Government Officials in Russia

This case study appears in the Governance and Participation brief

UNDP supported a project that aimed to develop and incorporate gender-specific training and follow-up programmes into the curriculum for government officials and professors of the Russian Academy of Public Service under the President of the Russian Federation. Baseline 'gender modules and clusters' were developed to be included in the training as well as manuals and methodological guidelines to disseminate Russian and international experiences in promoting gender equality. Training of trainers for government officials took place in more than 25 regions at branches of the Russian Academy of Public Services.

Written by: Galina Kalinaeva, UNDP Russia

Local Self-Government Elections in Armenia: Capacity-building Training for Women

This case study appears in the Governance and Participation brief

Low representation of women in political life in the countries of the South Caucasus, including Armenia, has led to the concern that the skills and potential of women are not being adequately utilized to address the region's social and economic problems. Moreover, experience shows that often women elected to local government still need continuous support to enhance their leadership, public administration, and governance skills to efficiently meet the responsibilities assigned to them.

UNDP Armenia's "Gender and Politics in Southern Caucasus" programme partnered with the UN Development Fund for Women (UNIFEM) and the Organization for Security and Cooperation in Europe (OSCE) to provide leadership and election preparation training and capacity-building for women

running for local elections. The training series was organized in Yerevan and ten regions of Armenia for potential women candidates and for women community leaders. The series was held one month before the start of local elections in 2005 to serve as an impetus for participation.

The two-day training programme covered 1) leadership and women's role in community mobilization and 2) local self-government elections; and was comprised of interactive discussions, working groups, and an effective combination of theory with practical work.
Trainees were introduced both to national and international instruments and mechanisms for promoting and protecting women's rights.

Results:
Out of the total number of trainees, 21 women ran in the local elections and 9 were elected: 2 as heads of community and 7 as city councillors. A number of trainees made up part of the campaign team of their selected candidates or joined election committees. Overall, the local self-government elections witnessed a percentage increase in the number of women elected when compared with 2002: Women heads of community made up 2.08 percent compared with 1.39 percent in 2002, and 293 women as community council members compared with 156 in 2002. Overall, a significant increase has been registered in the total number of women running for the position of community council member: 451 in 2005 compared with 277 in 2002.

Written by: Nune Harutyunyan, UNDP Armenia

Law Harmonization Process in Republika Srpska of Bosnia and Herzegovina

This case study appears in the Human Rights and Justice brief

The Gender Centre of the Republika Srpska carries out the activities pertaining to harmonization of laws, other regulations, and general acts with the Law on Gender Equality of BiH. An example is the Law on Professional Rehabilitation, Qualification, and Employment of Persons with Disabilities in Republika Srpska that has been amended to the Law on Gender Equality of Bosnia and Herzegovina. Harmonization with the gender equality law is specifically reflected in Article 4 on the elimination of gender and sexual orientation-based discrimination and Articles 38 and 55 on equal representation in management and decision making.

The Gender Centre is a part of the consultative processes on draft laws, other regulations, and general acts whereby governmental bodies submit copies of rough drafts or drafts to the Centre in order to obtain the opinion of its experts regarding harmonization of the proposed acts with the Law on Gender Equality of BiH. Entity Gender Centres and the Agency for Gender Equality of BiH are responsible for the monitoring and follow-up of the implementation of the Law on Gender Equality of BiH as well as for initiation and preparation of laws, regulations, and general acts leading to the attainment of gender equality and equity.

Written by: Klelija Balta and Armin Sirco, UNDP Bosnia and Herzegovina; Samra Filipovic Hadziabdic, Bosnia and Herzegovina Gender Agency; Spomenka Krunic, Gender Centre RS; Ana Vukovic, Gender Centre Bosnia and Herzegovina

Poverty Reduction and Economic Development

Halting the Gap in Education between Boys and Girls in Tajikistan

This case study appears in the Education brief

Background information: As in many transition countries, women in Tajikistan carry the heaviest burden and responsibilities of transition, a burden further aggravated by the civil war, collapse of social services and safety nets, and labour migration. Lack of economic and sometimes physical security for young women has encouraged early marriage and the re-appearance of polygamy. There is growing evidence of a reversal of educational achievements from Soviet times.

Urgent action is needed to halt the growing gap between the educational achievement of boys and girls. One reason for the low number of women from remote regions of the country enrolled in higher education is the fact that universities and institutes are not in a position to provide accommodations for women to live and study in cities. In most cases, parents of young women fear for their daughters because of the lack of safe housing with basic utilities (water, heating, sanitation, etc.). To improve the access of women to higher education, UNDP—within its programme "Women in Development" (WID)—established a Learning Centre Dushanbe in 1998. The objective of the Centre was to organize and implement training on women's mental and reproductive health, on human rights, and to promote women to leadership positions in politics, in the economy, and within their communities.

Today the Learning Centre is providing a scholarship programme for 150 young women from 38 remote, mountainous districts, each of whom receives a stipend and free accommodation in a refurbished hostel in Dushanbe. These students are studying in ten higher education institutions in various fields, including medicine, agriculture, foreign languages, and pedagogy. Former students are today working with local governments in their regions of origin and are teaching Russian, English, and computer classes in their local schools. Some have started local NGOs and community groups.

The Learning Centre is a unique experience in improving access for women from remote regions to higher education. Each year a growing number of young women apply to the Centre; and supplementary classes in Russian, English, computers, and leadership skills make it easier for them to adapt to the requirements of university curricula and help them broaden their horizons. The Learning Centre was handed over to the Ministry of Education in September 2003.

Written by: Farrukh Shoimardonov, UNDP Tajikistan

Mainstreaming Gender in Education in Bosnia and Herzegovina

This case study appears in the Education brief

In Bosnia and Herzegovina, a three-year project, "Gender mainstreaming in education and media" sought to change gender stereotypes and professional segregation at all levels of education, resulting in six seminars for some 500 directors and teachers from 208 elementary schools and 85 secondary schools.

Two very important results of the project are the publication of two collections, one related to the gender equality aspects of different disciplines, including religious education (Muslim, Orthodox Christian, and Catholic) and another which includes sets of concrete suggestions to educators on how to organize different classes, workshops, class events, or parental activities to discuss gender-based stereotypes and prejudices.

The approach to gender mainstreaming in education in Bosnia and Herzegovina is an excellent example of both comprehensive and in-depth approaches. It mobilizes all relevant stakeholders in the education process (children, educators, and parents), and it creates both the practical conditions for the realization of change (through curricula, training of educators, and provision of materials) as well as a favorable climate for that change to happen through the active inclusion of parents and children.

It should be mentioned that there are two important side-effects to such a comprehensive approach to gender mainstreaming in education for Bosnia and Herzegovina itself. This project brings together professionals across ethnic lines, thus contributing to the building of a more tolerant civil society and better acceptance of differences between people, including gender differences. Also, this project, with many concrete suggestions for educators, is introducing a fresh, modern, and student-centered methodology, which is a novelty in the education system of BiH. With topics such as health, love, friendship, family life, etc., this project is making strong connections between an education-for-life approach and a change of patriarchal values.

Written by: Marina Blagojevic, adapted from Zbornik gender pristupa u odgojno-obrazovnom procesu, Sarajevo: Ministrastvo za ljudska prava i izbeglice Bosne i Hercegovine, 2005

Equal Opportunities and Discrimination in the Moldovan Labour Market

This case study appears in the Labour brief

In compliance with the Constitution of the Republic of Moldova, all citizens of the country have equal rights regardless of sex. Within the project "Promotion of gender equality through legislation," supported by the United Nations Development Fund for Women (UNIFEM), a gender analysis of the legislation and a draft law on equal opportunities for men and women was developed.

Nevertheless, indirect gender discrimination in the labour market continues to be a problem. For example, about 70 percent of complaints received by the Labour Inspection Department in the last few years were from women, and many were about discrimination while seeking employment. This was reflected in the questions asked during interviews, such as: is the candidate married, how many children does she have, etc. Moreover, employers often requested submission of a medical certificate to prove that the applicant was not pregnant.

Why does it happen?

- Employers foresee bearing costs related to the reproductive function of women: existence of children who need care, possible additional sick-leave for childcare, maternity leave, etc.
- Legislation shortcomings: It is very difficult to prove the existence of discrimination in this regard given that it is not directly forbidden by law.

Gender Equality Actions

- The Republic of Moldova conducted a CEDAW-based gender analysis of legislation to identify gaps in existing laws.
- In February 2006, the law on equal opportunities for men and was approved by parliament and a special article was included, stipulating the relationship between employer and employees.

Challenges

The next important step is the development of mechanisms and tools for the law's implementation. The ultimate goal of the government's policy should be the total elimination of gender discrimination.

Written by: Valentina Budrug-Lungu, Project Manager, UNIFEM, Gender Equality Legislation in Moldova (references: Osmochescu, Rotarciuc et al. (2004): Official Monitor of the Republic of Moldova (2006))

Women Entrepreneurship Support Initiatives in Turkey

A UNDP project in eastern and south-eastern Anatolia that focuses on rural development and tourism as generators of economic growth also aims to intensify capacity-building for urban and rural development in the region. The project is unique in that it supports pilot initiatives for villages and communities to determine their own development priorities and planning, and helps District Governors better define local priorities. In the capacity building efforts 5,000 people were trained and 30 percent of participants were women.

To date, the project has served to create 1,136 jobs. To address some of the impacts on women, UNDP designed and implemented support initiatives for women entrepreneurs. Approximately 150 women received intensive training on gender equality, business management, and communication through these programmes in south-eastern Anatolia.

Source: UNDP Good Practices in Gender Mainstreaming 2006

Micro-credit Programme for Women in Rural Areas in Tajikistan

This case study appears in the Private Sector Development brief

Due to a high level of male labour migration, many families in rural areas are headed by women. Local customs make women's economic situation vulnerable and insecure. This is further exacerbated by their dependency on remittances from male out-migrants. By teaching women how to get a loan and to use it for various activities—such as livestock breeding, potato and wheat growing, horticulture, poultry farming, and small- and medium- sized enterprise development—it increases their independence and ability to maintain their families.

Through its Communities Programme, UNDP Tajikistan has supported more than 90 Jamoat Resource Centres (JRC) to help strengthen participatory and decentralized decision making at the local level and improve community development, transparency, and accountability. The JRC Revolving Fund (RF) was established with an idea to help impoverished communities lacking capital. They also serve

as a mechanism to manage small-scale project grants in a sustainable manner, since JRCs are able to prioritize community problems, compile community action plans, and design project proposals for fundraising and practice of monitoring and evaluation. JRCs are managed by a council of elected representatives from the village. Moreover, they have gender committees and women centres.

Until 2005 active female borrowers comprised of 27-33 percent of the total number of borrowers. In 2006, UNDP Tajikistan will increase loans for females to up to 50 percent of total borrowers.

Why is it important to use a gender perspective with micro-credit opportunities?
The majority of the Tajik population (well over 51 percent) are women. Moreover, 60-80 percent of the agricultural activities are carried out by women. Nonetheless, there are currently more male loan beneficiaries than female. The aim of UNDP, therefore, is to increase the number of female beneficiaries accordingly.

In addition, the number of labour migrants is increasing, leaving many women alone to look after their families. This creates an issue of 'women headed households.' For this reason, UNDP has come to understand that women in rural areas should be strongly encouraged to participate in UNDP loan disbursements.

What is the goal? Why gender targeted interventions?
First, the aim is to increase the status of women in society. For example, although men tend to receive the loans, in actuality women most often take the responsibility to lead the loan activity. Therefore, UNDP wants women to receive loans and, accordingly, be involved in the income-generation processes. Second, this is a very sensitive issue that concerns religion, culture, and tradition of the local population. In this respect, the objective is to intervene and change the behaviour of the local people, giving women more opportunities to build a better life and improve their status in society.

Written by: Farrukh Shoimardonov, UNDP Tajikistan

Gender Budgets in Russia

This case study appears in the Macroeconomics and Trade brief

This UNIFEM project aims to develop methods of gender budgeting in order to increase gender sensitivity of the government and to strengthen the decision-making role of women in Russia as participants in the budgeting process.
The project is being conducted during a period of full-scale reforms, which include fundamental changes in the budgetary-taxation relations of decentralization, including devolvement of competencies in the social sphere from the federal to regional level. Reforms in the social sphere in Russia have revealed an important problem: securing human rights for men and women throughout the whole territory of the Russian Federation (RF). Thus, supervision and control of budgetary flows to the regions and to different population groups by civil society, and permanent analysis and monitoring through gender budgeting methods, were considered as effective mechanisms for upholding human rights, including women's rights, for the whole territory of Russia.
The project attracted high-level experts in budgeting and gender for the development of the methodology of gender budgeting in Russia. It also allowed for meaningful cooperation among an array of partners: representatives of the executive and legislative power authorities, civil society, mass media, and the experts.

Since the start of the project in 2004 the following key results have been achieved:

A methodology of gender budgeting at the federal and regional levels was elaborated, taking into account the changes made to the Budgetary Code in the context of decentralization.

For the first time in Russia, gender analysis of federal and regional (Komi Republic) budgets, and gender analysis of the set of laws influencing budgetary policy decisions, were conducted together. These laws include: the law on '*Minimum wage rate*'; the law on ' *State allowances to citizens having children*'; and the law on '*Budget of the Federal Fund for compulsory medical insurance.*'

In addition, a large number of recommendations were submitted for consideration to the Government of the Russian Federation, and several amendments were approved at the local and regional level.

These recommendations represent the redistribution of approximately 50,000 million roubles (USD 1.8 billion) in the Federal budget to cover the expenditures of gender responsive measures, including measures for increasing the minimum wage rate; increasing the wage rate in the social sectors (health, education, culture), where women are in the majority; increasing allowances for children; and increasing the tax exemptions of families with children, among others.

Written by: UNIFEM CIS

Women's Rights to Land in Tajikistan

This case study appears in the Private Sector Development brief

In Tajikistan, "Women's Rights to Land"—a project of the United Nations Development Fund for Women (UNIFEM)—resulted in the acceptance by parliament in February 2004 of four amendments to the Land Code. The amendments mainly relate to women's rights and access to land resources. The following changes were introduced:

Article 71: Amended article states that each family has a right to receive an allotment. The amendment allows for greater ease in establishing the order of property rights and management. Previously, each farmstead got an allotment, but in reality one farmstead was shared between several families. It was nearly impossible to track and manage the rights of property and/or right of possession**.**

Article 17, clause A: Amended article states that all members of a family, including women, will receive a Land Use Certificate (LUC) in addition to the General LUC that is given to a head of the family, and the settled land share of the family will be vested to women and girls of each certain family. Previously, if a head of a family received the LUC, neither women nor their children received documents certifying their rights for land shares within the family.

Articles 67-69 were excluded from the amended Land Code. These articles stated that former collective land should be distributed among permanent and full members of kolkhozes. Women who were on maternity leave or were not members of a certain kolkhoz were excluded from the land distribution process.

Article 66 was edited to substitute Articles 67-69, and its new version states that all citizens of the republic have equal rights to their land shares.

Written by: UNIFEM CIS

Mainstreaming gender in the Poverty Reduction Strategy for Serbia

This case study appears in the Poverty brief

Through the participatory process of drafting the 2003 Serbian Poverty Reduction Strategies (PRS), UNDP learned much about gender equality issues. Specifically, UNDP established a Civil Society Advisory Committee (CSAC) consisting of nine non-governmental organizations (NGOs), which took part in the drafting. One women's rights/gender equality NGO was included in the CSAC. During the two consultation rounds, comments where gathered from approximately 250 community service organizations through emails, roundtables, and focus groups. The CSAC members who were in charge of gender equality issues maintained regular contact with a network of women's organizations. Although suggested by CSAC and strongly advocated by the gender expert on the government expert team, gender was not mainstreamed throughout the whole document. Instead, gender equality issues were tackled through a separate brief on gender equality and female poverty.

However, both government experts and civil society organizations regarded the process as mutually beneficial. Partly satisfied with the level of inclusion of gender issues in the PRSP, but determined to continue their engagement to monitor PRSP implementation in order to ensure that gender issues are not neglected in relevant sectors, a group of four NGOs was maintained after the end of the consultation process. The meetings and discussions prior to agreeing on PRSP comments created the opportunity for the exchange of information and knowledge in relation to gender equality themes. As one CSAC member said, *"I did not know that there are so many aspects of poverty of women that are different than poverty among men. I always thought that if I want to demonstrate respect for gender equality I should not point out that they are different."*

Thus, in addition to the work in the PRSP process, this cooperation opened a new dimension of knowledge cross-fertilization. One unexpected benefit was that gender will be mainstreamed throughout the work of several NGOs, and NGOs dealing specifically with gender equality and women's rights will be better informed on the specific issues of other vulnerable groups.

Written by: Vesna Ciprus, UNDP Serbia

Harmonizing Indicators in the Millennium Development Goals in Kyrgyzstan

This case study appears in the Poverty brief

By harmonizing development indicators of several development frameworks, Kyrgyzstan has demonstrated its political will to implement international commitments to women's human rights.

The existence of the commitment to several international frameworks, such as the Millennium Development Goals, CEDAW, and the Beijing Platform for Action (BPFA), presented an opportunity for the country to create synergies between the commitments made and its national mid-term strategies. UNIFEM initiated and facilitated the process of harmonizing platforms and policies in an effort to minimize duplication of work and resources during the various stages of implementation, monitoring, and reporting on gender equality and women's human rights.

As part of this initiative, development indicators on gender equality and women's rights under CEDAW, BPFA, and several national strategies were harmonized in the context of the MDGs. This harmonized set of indicators became the platform for mainstreaming gender into national plans and socio-economic programmes. Thus, it served as a basis for engendering the Second MDG Country Report; preparation of the Statistical Book on MDGs, with indicators disaggregated by sex; preparation of gender assessments (called gender booklets) of selected line ministries and governmental agencies; and finally, factual material on "Gender and the MDGs." It was also agreed with the National Statistics Committee to use the set of harmonized indicators for the preparation of the yearly statistical book in the context of the MDGs.

Moreover, with the mutual efforts of UNIFEM and UNDP and with the support of the Government of the Kyrgyz Republic, a number of gender experts have been included in the core government group that is developing the country's second PRSP. The main aim of the gender experts is to make the policy and action matrix of this mid-term strategy gender sensitive using the set of harmonized gender-sensitive development indicators.

Some of the products developed on the basis of this harmonized set of indicators can be seen at the web page http://db.un.org.kg, which was also developed within the framework of the UNDP global project "Gender and the MDGs."

Written by: UNIFEM CIS

Gender and National MDGs in Tajikistan

In 2004-2005 the Government of Tajikistan, with the support of the UNDP/MDG Project, undertook an MDG needs assessment. Gender equality was targeted by a separate sectoral working group which analysed the current situation and developed a set of recommendations with financial estimates for their implementation. This needs assessment provided the basis for the development of the National Development Strategy for 2005-2015 and the Second Poverty Reduction Strategy for 2006-2010, currently being drafted by the government.

Source: UNDP Good Practices in Gender Mainstreaming 2006

Gender and National MDGs in Albania

UNDP support to the national MDG report has led to the identification of gender mainstreaming as one of the four principles of the government's approach to the MDGs. Each MDG regional report and regional development strategy highlights gender inequality as one of the key obstacles to the country's development and includes specific measures to increase women's representation in decision-making bodies, empower women to participate in economic development and reduce school dropout rates for girls, especially in rural areas. Women's organizations took an active part in the formulation of the local goals and development priorities.

Source: UNDP Good Practices in Gender Mainstreaming 2006

Men against Domestic Violence in Armenia

This case study appears in the Health brief

Mass media is one of the most effective tools used to raise public awareness on domestic violence and to carry out information campaigns in support of women's rights. Taking into account its crucial role in information exchange and dissemination, the UNDP Gender and Politics project incorporated a mass media component into a "Men Against Domestic Violence" project implemented by two local NGOs. The media component targeted journalists and reporters from local TV, radio, and newspapers for special training aimed at empowering media representatives with the necessary skills and knowledge to promote public debates on domestic violence. The trainings included: the role of mass media in unveiling the problem of domestic violence in society and proper reporting ethics to be used while interviewing victims of domestic violence and writing articles; and preparation of a TV talk show series on domestic violence as a follow-up to the training.

The training clearly demonstrated that the target group had a rather vague understanding of the domestic violence phenomenon and various forms of family violence, and that they significantly underestimated the degree of such violence in their local communities.

As a follow-up to the training, the Armenian Public Relations Association, one of two NGOs implementing the project, prepared (with the support of the Gender and Politics programme) a series of talk shows on domestic violence, which were aired on a local television channel. The talk show focused on the roles of Armenian state authorities, international organizations, Republic of Armenia (RA) police, judicial and law enforcement bodies as well as social workers and local NGOs in the prevention, handling of, and reporting on domestic violence issues. Participants included representatives from RA Ministry of Labour and Social Issues, heads of social services agencies, RA Police, NGOs, and experts dealing with women's issues. The talk shows turned into hot TV debates that showed several tendencies: a growing interest in issues of domestic violence among state officials and civil society, an emerging need to identify certain mechanisms for domestic violence studies and preventive measures; and a need for stronger cooperation between the state and international organizations in the field of domestic violence prevention and reduction.

One of the most important outcomes of the debates was the establishment of active cooperation between the RA Police and the UNDP Gender and Politics project. Currently, the project is elaborating a strategy on strengthening RA Police information units in terms of collection of data and its disaggregation. Specifically, the strategy is targeting the creation of a statistical database on domestic violence cases, which will assist in arriving at a clear picture of domestic violence in Armenia. This, in turn, will help to identify appropriate measures for the reduction of domestic violence, and will facilitate the work of police officers and social workers who must deal with such cases on a daily basis.

Written by: Nune Harutyunyan, UNDP Armenia

Crises Prevention and Recovery

Kosovo Protection Corps - Mainstreaming UN Resolution 1325

This case study appears in the Crisis Prevention and Recovery brief

Gender mainstreaming within the KPC: Increasing the number of women working in the agency and supporting them to reach higher positions in the organization.

In its daily work, the Kosovo Protection Corps (KPC), a civilian agency that provides emergency response and reconstruction services, often faces problems related to gender, such as domestic violence and trafficking in women. Referring to Resolution 1325, the KPC Board on Gender Equality has the responsibility to oversee gender mainstreaming within the work of the Corps and to provide gender training to KPC members. The UN Development Fund for Women (UNIFEM) is supporting the Board in institutionalizing and strengthening its work, specifically focusing on providing the Board and high-level officers with training workshops on gender equality and gender mainstreaming, and with the production of training materials.

In the long-run the work will result in changed gender structures and, thus, a more democratic society by improving of the status of women and working to reduce domestic violence and trafficking in women.

Written by: Ms. Flora Macula, UNIFEM Kosovo

Women Leadership in Preventive Development Programme in Kyrgyzstan

This case study appears in the Crisis Prevention and Recovery brief

UNDP Preventive Development Programme in Kyrgyzstan aims to alleviate instability in the Ferghana Valley by enhancing community participation. The programme's focus is on reducing conflict that may be triggered by cross-border tension with neighbouring countries, ethnic-based politics, and the struggle for scarce resources through small-scale infrastructure improvements and social welfare schemes at the community level. Women make up a large part of the membership of the community-based organizations with which UNDP collaborates. Women are leading two projects out of fifteen implemented under this programme.

Rabia Kazybekova is in charge of a project under which a Sunday School for Ethnic Minorities is being built in the district of Karasuu. She is responsible for the social welfare sector. She has mobilized an additional 800,000 soms (monetary unit in Kyrgyzstan; 100 soms equals US$2.6) from the government for repairs of, and furniture for, the Sunday School.

Hadicha Jumabaeva took the lead in constructing a secondary school for cross-border children in an isolated area in the district of Aravan. At present, she is in charge of the social sector in the municipality of Toomoyun. She is involved in so-called targeted social assistance that aims to register and support vulnerable people.

The projects have also succeeded in conducting a survey and carrying out awareness-raising campaigns on gender aspects of conflict prevention by producing videos and organizing seminars, trainings and focus-group discussions.

Written by: Ms. Anastasia Divinskaya, UNDP Kyrgyzstan

Women's capacity as partners in the disarmament effort in Albania

The Small Arms and Light Weapons Control project (SALWC) of the UN launched in 2002 in Albania developed a unique approach to voluntary civilian disarmament, combining weapons surrender with community-based development incentives supported by a comprehensive public awareness strategy. Within its frames, UNIFEM and UNDP implemented a comprehensive strategy to develop women's capacity as partners in the disarmament effort. A comparative survey of project and non-project areas showed that when women were beneficiaries of public awareness campaigns, weapons collection projects were more successful. The police, in particular, remarked on the support they gained from women in the project areas.

Some of the results of the awareness raising work were as follows:

- After training, women became more outspoken in convincing their family members to hand in weapons. Women felt empowered by their greater participation in a debate from which they were historically excluded. Men acknowledged the importance of women encouraging them to disarm.
- Women's relationships with the local security authorities were strengthened: they reported increased trust in the police and felt more able to appeal to them for help with problems.
- Public views on disarmament became more comprehensive: according to interviewees of the survey disarmament is now considered not only a measure to reduce criminality, but also an important influence on political, social and economical stability.

Written by: Vanessa Farr, Security expert (for references see Crisis Prevention and Recovery brief)

HIV and AIDS

Campaign Featuring Sport and Music Stars Against AIDS in Belarus

Two major events organized by UNDP – the Campaign Featuring Sport and Music Stars Against AIDS – specifically mentioned women as the group most vulnerable to the epidemic and focused on the inclusion of women/girls in HIV prevention and treatment. New National HIV/AIDS Prevention Programmes for Penitentiaries will also take into account the gender dimensions of HIV/AIDS by providing equal services to men and women in prisons, ARV treatment and access to voluntary testing and counselling. A UNDP-supported photo exhibition, entitled "Door", was organized by the NGO Positive Movement. Focused on the life story of a girl who was infected with AIDS, it has been shown in three cities in Belarus as well as in Vilnius, Moscow, Riga, and three Ukrainian cities – Kiev, Lviv and Odessa. More than 20,000 people have visited the exhibition and were influenced by the life story of an HIV-positive girl.

Source: UNDP Good Practices in Gender Mainstreaming 2006

Women's Leadership in Promoting Greater Involvement of PWHAs

This case study appears in the HIV and AIDS brief

Stigma and discrimination against PWHAs (persons living with HIV/AIDS) among health care professionals have been one of the major obstacles in the Balkans for access to treatment and care services. Foundation Partnerships in Health (FPH), a woman-led regional NGO, has been promoting greater health-care for PWHAs by strengthening partnerships between infectious diseases specialists in hospitals, clinics, NGOs, and ministries of health in the five Balkan countries and in the UN Mission in Kosovo. FPH organized the first regional HIV and AIDS conference in October 2005 in Skopje, Macedonia, and featured a PWHA woman as the key-note speaker. In addition, both male and female PWHAs from countries in the region were invited to participate in the conference.

As a result of this initiative, PWHAs are developing a regional network among themselves to advocate their right of access to treatment. One PWHA was a woman dentist who was infected during her work. She is now collaborating with her Ministry of Health to develop guidelines for dentist workplace safety and HIV prevention. FPH also engaged PWHAs as resource people in national clinical training of primary care doctors and nurses in Bosnia and Herzegovina, Macedonia, Montenegro, and Albania. This training was the first time most primary health-care providers in these countries ever met and had an open discussion with PWHAs about stigma and discriminations and the special needs of male and female PWHAs in treatment, care, and support. Feedback from these trained primary health-care providers and post-training evaluations showed increased sensitivity of these providers and improved willingness to deal with PWHAs. In addition, the FPH efforts have encouraged the governments in the region to solicit inputs from PWHAs in their programme planning and policy formulation.

Written by: Lee-Nah Hsu, HIV and AIDS expert

HIV Programmes Addressing Gender Concerns in Kyrgyzstan

This case study appears in the HIV and AIDS brief

Needle and syringe exchange programme in Osh, Kyrgyzstan: UNDP Kyrgyzstan is supporting a national, comprehensive, multi-sectoral HIV prevention and AIDS care and support programme. It covers a strengthened legal framework, rights protection, and the engagement of multiple sectors, including justice, defence, the uniformed services, social welfare, and education, in addition to the health sector. In this context, an enabling legal environment allows community outreach for needle and syringe exchange that is attached to the district hospital. The outreach workers were recruited from both young male and female ex-drug users. The program has ensured not only outreach to both male and female drug users, but it also deals with specific issues of each group. For example, when a female outreach worker encounters a male drug user, there may be male-specific issues that she is not in a position to discuss because of the cultural context relating to assigned gender roles. She could then refer her male outreach team member, and vice versa.

Prison outreach in Bishkek, Kyrgyzstan: The authorization of harm-reduction activities run by an NGO aimed at fostering self-help among drug users has been extended to penal facilities in collaboration with prison authorities. With the availability of both male and female outreach counselors for prison inmates, it has become possible to reach both male and female inmates and to deal with drug use, sexual behavior, and gender related issues.

The gender-balanced approach of the UNDP programme facilitated the outreach to wider drug use and prison populations as well as allowed a more effective harm-reduction effort. The number of new HIV infections for both men and women in Osh and in the intervention prisons has stabilized following the introduction of these interventions. In addition, there are more referrals for drug rehabilitations and for discharged inmates to enter therapeutic communities.

Written by: Ms. Lee-Nah Hsu, HIV and AIDS expert

Energy and Environment

Clean Energy in Rural Communities in Karakalpakstan

This case study appears in Energy and Environment brief

This pilot project is intended to demonstrate the potential for using renewable energy systems to provide small amounts of electricity to encourage sustainable development. Fifteen solar home systems (SHS) where installed in November 2003 in Kostruba, Karakalpakstan (Autonomous Republic in Uzbekistan). The SHS were intended to provide households with lighting, radio, and television. After installation of the systems, 25 people were trained in their operation and maintenance.

The electricity that these SHS projects will provide is likely to improve the lives of women and children, allowing them to have better household lighting. This reduces the negative health effects from burning wood and diesel, and reduces the chance of accidental fire. However, better lighting also allows a longer working day, which may further reduce a woman's leisure time.

The project planners did not perform gender disaggregated energy analysis before they made decisions about the project, despite the fact that it has been well established in the literature that it is crucial to perform such analysis when working with domestic energy. The project designers assumed that the project automatically would be equally beneficial for men and women. As a result of this thinking, women were not consulted in advance as to their views on how best to prioritize their energy needs.

Findings:

- Women are the main domestic energy users; women and children spend the longest time inside the home and will be the main users of the SHS;
- Women carry the burden of everyday fuel collection for their domestic cooking and heating needs. Even the limited supply of electricity that these SHS would provide could make a dramatic difference in their daily schedule;
- Currently only the male population in Kostruba are aware of the project's objectives; only men participated in discussions about project implementation; and only men were targeted for training and instruction about the SHS systems.

The level of male domination seen in Kostruba complicates project implementation. If these projects are successfully implemented, targeting both women and men, they may slowly encourage awareness-raising about women's rights in general and empowerment of village women in particular.

Source: Based on a report by a consultant for the Bureau for Development Policy, UNDP