

Collective for Research and Training on Development - Action

**Building Capacities on Gender
Mainstreaming**

A Training Module

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INTRODUCTION

Background and Purpose

Despite major efforts in advancing gender equality and equity over the last decades, women continue to be under-represented in various aspects of life all around the world. “Building Capacities on gender Mainstreaming: A Training Module” is intended to address the lack of understanding among the staff of local community organizations concerning what gender mainstreaming entails in practical terms. It is designed as a clear-cut and user-friendly tool for assisting local community organizations in mainstreaming gender in their activities, institutional culture and structure. Although the idea behind creating this tool is inspired by the local experience of CRTD-A in the MENA region, the tool is developed as a generic resource applicable to various settings.

Format and Methodology

The module is prepared with the aim of providing the staff of local community organizations with basic guidelines for mainstreaming gender in their work. The information presented is comprehensive yet succinct, enabling both beginners and those who are already familiar with the main principles and strategies of gender mainstreaming to make the most of the module. The format is user-friendly and easy to follow with frequent use of visual materials such as illustrations and charts. The language used is simple, concise and crisp as the use of technical terms is avoided.

CHAPTER I BUILDING GENDER AWARENESS

Purpose: This Chapter is intended to be an introductory section for providing a basic understanding of the key concepts and approaches related to gender issues in development. The aim is to familiarize the users with the gender language as well as enabling them to perceive and recognize the main concerns in the gender and development framework.

Plan of the Chapter:

1.2 The Social Construction of Gender

What is ...?

...sex?

Sex refers to the biological attributes of women and men. It is natural, determined by birth, and, therefore, generally unchanging and universal.

...gender?

Gender refers to the socially constructed roles and responsibilities of women and men. They are culture-specific and they change over time. Gender identities define how women and men are expected to think and act.

Attention!

Gender is not a synonym for “women”.

... the difference between gender and sex?

Sex refers to the biological differences between women and man. It is biologically determined, that is by birth and it is generally unchanging and universal. Gender refers to the socially constructed roles, responsibilities and identities for women and men. Gender roles and identities are learned in the family, school, religious institutions and through the media. They are historically and socially specific. In other words, what is expected of our grandparents as women and men may not be the same for our grandchildren. Similarly, the appropriate roles and identities for women and men in one cultural setting may be different from those in another cultural setting.

Gender and sex are different in the sense that sex is natural, universal and unchanging, while gender is learned and varies in time and space. That is, we are born as female and male, but as we grow up as girls and boys, we are taught to be women and men with appropriate behavior, attitudes, roles and activities pertaining to each sex. Moreover, since gender roles, responsibilities and identities are learned, they can also be changed.

What is...

Attention!

The Difference between Gender and Sex

Sex

Biological
Given by birth

(Therefore)



Cannot be changed (e.g. man's ability to impregnate and women's ability to give birth)

Gender

Cultural
Learned through socialization

(Therefore)



Can be changed (e.g. women can work as engineers, pilots, teachers, etc.)

Source: A Curriculum for the Training of Trainers in Gender Mainstreaming, African Women's Development and Communication Network, Kenya

...gender roles?

Attention!

Gender roles are:

- socially constructed
- learned
- dynamic – they change over time
- multi-faceted – they differ within and between cultures

Source: Gender Relations Analysis: A Guide for Trainers by Rani Parker, Itziar Lozano, Lyn A. Messner, Save the Children, USA, 1995.

...gender relations?

Gender relations refer to how women and men relate to each other in the society. They arise from gender roles, that is the different social roles and responsibilities that pertain to each sex. Gender relations also define these roles and responsibilities and the values attached to them. Gender relations are power relations since the status of women and men and the values attached to their respective roles in the society is not on an equal level.

What is...

Info!

Gender relations are:

- ascribed through a network of kinship and affinity
- achieved through work in economic, political and social spheres
- influenced by caste, class, age and religion

Source: Gender Relations Analysis: A Guide for Trainers by Rani Parker, Itziar Lozano, Lyn A. Messner, Save the Children, USA, 1995.

...discrimination?

Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) which was adopted in 1979 and ratified by around 100 countries, states that “discrimination against women shall mean distinction, exclusion, or restriction made on the basis of sex which has the purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field”.

...gender consciousness?

Gender consciousness is about realizing that our roles and identities as women and men in the society are not natural, given or universal, but, rather, they are socially constructed, learned and specific in terms of time and space. As such, gender consciousness enables us to understand the nature of the assigned gender roles and identities of women and men and to ensure that they are based on principles of equality and equity.

...empowerment?

Empowerment is both a process and an outcome. It can be individual or collective. It is about women gaining power and control over their lives. Empowerment involves building self-confidence, raising awareness, increased access to and control over resources.

1.2 Gender and Development

What is ...?

...gender division of labor?

Gender division of labor refers to the social allocation of activities on the basis of sex. Gender division of labor cannot be derived from sex or the biological traits of women and men. It is a learned process and, as such, it forms the basis of the gender relations in the society.

What is...?

...productive work?

Productive work refers to the work that produces goods and services for exchange in the market place for income. Historically, men predominate this type of work although there are many women who also work in the production sector.

...reproductive work?

Reproductive work refers to the work associated with childbearing, nurture, food preparation, care for the sick, socialization of the young. In the sexual division of labor, reproductive work is regarded to be, by and large, the sole responsibility of women.

...gender inequality?

Gender inequality refers to the disparities between women and men in the society in terms of their visibility of in the social, economic, political spheres their share in decision-making power at all social levels.

Existing gender disparities present an obstacle to the social, economic, and political development of the society as a whole. As such, gender inequality is not a “women’s issue” but it involves both men and women with developmental implications for the whole society.

Attention!

Gender Inequality in Numbers

Although half of the world population consists of women, women and men do not get the same benefits from growth and development. The statistics show that:

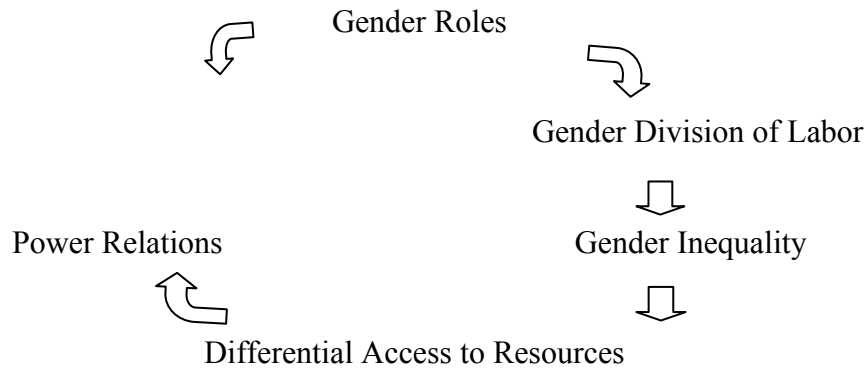
- Women perform 67 % of the world’s working hours.
- Women earn 10 % of the world’s income.
- Women are 2/3 of the world’s illiterate.
- Women own less than 1 % of the world’s property.

Source: Gender Policy, Canadian International Development Agency, 1995.

What is...

Attention!

The Reproduction of Gender Inequality



...gender equality?

Gender equality refers to the goal of enabling women and men to have an equal level of visibility in social, economic and political life. The term has evolved through time. In the past, it meant giving the same rights to women as men and treating them similarly. Over time, it is recognized that this approach neglects the power relations between women and men in the society and ends up reproducing them. Today, gender equality refers to the concern for providing women and men equitable conditions of living and not treating them as if they were the same.

Gender equality is not a “women’s issue” but it concerns both women and men. It means accepting and appreciating the differences between women and men and their diverse roles in society. The main point of gender equality is that the differences between women and men should not have a negative impact on their living conditions and prevent an equal sharing of power among women and men in various aspects of life.

It is important to understand what “gender equality” means, as this understanding is the basis of the objectives and activities aiming at gender equality. Gender equality is more about emphasizing and taking action against the unequal relations between women and men rather than a focus on numbers, such as quotas to increase representation of women.

What is...

...gender equity?

...gender needs?

As a result of the gender division of labor, women and men have different roles and responsibilities in the society. These different roles and responsibilities result in women

and men having different needs. There are two kinds of gender needs, namely practical gender needs (PGN) and strategic gender needs (SGN).

PGN tend to be immediate, material daily needs such as food, employment, housing and health. They are easily identifiable and can be addressed by concrete material inputs such as supply of food, trainings for jobs, provision of housing, employment and health care services. The effects are visible as they are linked to every day life. Addressing PGN involves men and women as passive beneficiaries of supplies and services and it does not entail a change in gender roles and relationships.

SGN are long-term abstract needs that relate to issues such as gender disparities, women's low social, economic and political status and gender-based violence. They can be addressed by long-term gender awareness programs, empowerment and leadership trainings for women. The effects of addressing SGN are long-term and as such, they are less visible. Addressing SGN involves women and men as active agents of change regarding the unequal gender relations.

Attention!

Gender Needs

Practical Gender Needs (PGN): Short-term, immediate daily needs addressed by concrete material inputs, water provision. Practical gender needs may include:

- health care
- housing and basic services
- food provision

Strategic Gender Needs (SGN): Long-term needs addressed by long-term consciousness raising and empowerment trainings. Strategic gender needs may include:

- Eliminating sexual division of labor
- Combating sexual discrimination
- Eliminating domestic violence
- Provision of access to credit and other resources

CHAPTER II EXPLORING THE CONCEPTUAL FRAMEWORK

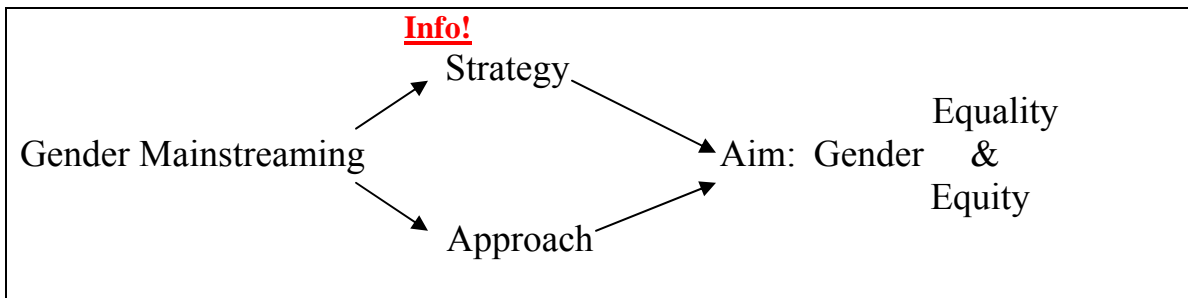
Purpose: For a gender mainstreaming policy to be effective, the staff at all stages should embrace and appreciate the necessity of mainstreaming gender in their organization, as well as have an overall understanding of the background and working principles of the gender mainstreaming strategy. This Chapter aims at providing the user with simple and crisp information on the history, rationale and main principles of gender mainstreaming as a strategy for achieving gender equality and equity. The information presented will prove to be versatile for both the staff who are newly acquainted with the gender mainstreaming processes and those who already had some experience working with it.

Plan of the Chapter: The Chapter mainly consists of three parts. The first part provides a definition of gender mainstreaming as an approach and as a strategy. The second part provides an account of the history of gender mainstreaming strategy. This part also presents a discussion of the Women in Development (WID) and Gender and Development (GAD) frameworks and their comparative assessment. The third part focuses on reasons of Mainstreaming Gender in Development Organizations.

2.1 What is Gender Mainstreaming?

Despite major efforts over the past years for advancing gender equality and equity, women are still under-represented in various aspects of life all around the world. Gender mainstreaming is a feasible tool to ensure that a gender perspective is included at all stages of planning and implementation of policies, projects and programs in various institutions and organizations so that women's needs and concerns will be incorporated into existing gender-neutral and gender-biased organizational structures.

Gender mainstreaming is both an approach and a strategy. As an approach, it entails placing gender concerns and issues at the center of policy decisions, program planning, implementation and monitoring as well as in institutional structures. The aim is to ensure that women's priorities and needs will be effectively taken into consideration throughout all the decision-making and resource allocation processes.



Gender mainstreaming is also a strategy, meaning a way of working that is utilized in order to include gender equality concerns in all stages of policies, programs and projects.

Through gender mainstreaming, organizations integrate a gender perspective in their institutional culture and structure, as well as in all their activities, policies, projects and programs in order to achieve gender equality and equity.

Gender mainstreaming may take two forms. One is the **integrationist** version which refers to ensuring that gender equality concerns are integrated in the existing development paradigms without transforming the development agenda itself. As such, women's needs are included into many programmes and sectors but sector and programme priorities remain intact without any change.

The other is the **agenda-setting** or **transformative** gender mainstreaming which involves the transformation of the existing development agendas. Agenda-setting gender mainstreaming implies the participation of women in all the stages of the development decision-making and implementation. As opposed to the integrationist form, agenda-setting gender mainstreaming entails the recognition of, not only women's needs as individuals, but also women's agenda as a whole within the development paradigm.

Attention!

Gender mainstreaming is about rethinking development policies, processes and institutions so that they include not only women themselves, but also their needs and priorities as a whole.

Info!

Objectives of Gender Mainstreaming in Institutional Frameworks

- **Advancing gender equality through organizational activities**
- **Creating a gender-sensitive and participatory institutional culture and management structure within the organization**
- **Improving gender balance and advancing gender equality among the staff**
- **Raising gender awareness among the staff and the constituency of the organization**

Info!

What does it mean to be Part of the Mainstream?

“Being part of the mainstream means having equitable access to society's resources including socially valued goods, opportunities and rewards (for example, recognition and respect, secure and rewarding employment, education, health, leisure, and personal

security). It also implies equal participation in influencing what is valued, in shaping development directions and choices, and in distributing opportunities”.

Quoted from: Mainstreaming: A Strategy for Achieving Equality between Women & Men, by Johanna Schalkwyk, Helen Thomas, Beth Woroniuk, SIDA, July 1996.

2.2 Gender Mainstreaming in Historical Perspective

As an approach, gender mainstreaming developed in the late 1980s when it was realized that women-focused projects carried out until then were not able to secure women a fair share in the allocation of development resources and opportunities. The prevalent Women in Development (WID) approach of the 1970s was based on the rationale that the efficiency of development projects were undermined as women were excluded from the development framework. The solution was to create projects that were based on women-specific activities and that aimed at addressing the untapped resources of women for development purposes. However, most of the time these projects were a small in scale and they had limited effect for the wider population of women. Moreover, they were incapable of having an impact on the overall social and economic processes that resulted in gender inequalities in the first place.

With the initiation of the GAD (Gender and Development) approach, the focus shifted from women to gender and from achieving efficient development to sustainable development with gender equality and equity. Gender mainstreaming emerged as a viable approach and strategy within the GAD framework to incorporate gender issues and concerns into existing developmental structures and not to merely add them onto existing projects and programs.

2.2.1 Women in Development (WID)

WID approach emerged in the 1970s in recognition of the women’s invisibility in the development theory and practice. Various publications appeared in this period arguing that women’s contributions in the social and economic life were ignored and that their needs were not taken into consideration whatsoever in development programs and projects. The aim of the WID approach was to include women in the development processes, which would in return increase the efficiency of development programs and projects. Among the strategies of the WID movement were the following:

- Meeting PGN of women
- Strengthening women’s abilities to manage their households
- Expanding women’s productive roles
- Increasing women’s income

Info!

Women in Development (WID) - Achievements

- UN First World Conference on Women was held in 1974.
- 1975-1985 period was declared as the “Women’s Decade” by the UN.
- The CEDAW Convention (Convention on the Elimination of Discrimination Against Women) was drafted in 1979.

Info!

Women in Development (WID) – Critique

The WID approach is directed to criticism on a number of points. According to the critics of it, development programs of WID:

- Fell short of addressing women’s SGN.
- Involved women as passive beneficiaries, rather than as active agents of change.
- Failed to address the gender relations of inequality between women and men.
- Viewed women as a homogeneous group.
- Neglected women’s triple roles as mother, homemaker and worker.
- Failed to incorporate women’s needs fully into the development processes.

2.2.2 Gender and Development (GAD)

GAD appeared in the 1980s as a response to the shortcomings of the WID approach of the earlier decade with the aim of addressing the gender relations of inequality between women and men. The aim of the GAD approach is to reshape power relations that created unequal gender relations, which in return prevented creating equitable development for women and men. Among the strategies of the GAD are the following:

- Addressing both PGN and SGN
- Focus on women’s triple roles
- Use of gender analysis tools
- Gender mainstreaming

2.2.3 Comparing WID and GAD

WID approach was based on the rationale that women had to be included in the development process to increase the effectiveness of development programs. That is why it emphasized supporting women-specific activities in the existing programs without dealing with the systemic causes of gender inequalities. Moreover, under the WID the concerns and needs of women were included in the development process as addenda. On the contrary, the GAD framework entails incorporating gender concerns into all activities of development at each stage through gender mainstreaming and with the aim of addressing the structural gender inequalities in the society.

Info!

The Differences between WID and GAD

| WID | GAD |
|---|--|
| Practical Gender Needs (PGN) | Strategic Gender Needs (SGN) |
| Women as passive beneficiaries | Women as active agents |
| Focus on women | Focus on gender (both women and men, in relation to each other) |
| Improves women's immediate living conditions | Improves women's status as social, economic, political actors |
| Aims effective development | Aimed equitable, sustainable development for both women and men |

Info!

Comparing WID and GAD – An Example from the Field

“In a large forestry project in South India, the objective is to regenerate the forest for sustainable commercial use, providing livelihoods for local communities. This includes various stages of the production and commercialization cycle: planting, harvesting and marketing. All these inputs are directed at men. A WID approach to meeting women's needs in this project might be to develop, at a later stage, a specific project for women such as jam-making. A GAD approach, on the other hand, would be more integrated from the earliest planning stages of the project. It would consider women's productive roles and try to integrate women into the production process on an equal footing; it would identify the obstacles to women's participation and try to overcome them; it would look for ways to break down resistance from men. It would thus seek more structural change in the balance of power between women and men”.

Quoted from: Gender Mainstreaming: A Study of Efforts by the UNDP, the World Bank and the ILO to Institutionalize Gender Issues by Shahra RAzavi and Carol Miller, United Nations Research Institute for Social Development, Geneva, August 1995.

2.3 Why Mainstream Gender in Development Organizations?

The aim of gender mainstreaming is achieving gender equality, that is, women and men having equal visibility, equal access and power concerning resources and decision-making. All around the world women and men live in social structures which are based on unequal gender relations. Gender roles prevent women's physical and social mobility, while restricting them to the domestic sphere and to biological and social reproductive responsibilities which are entrapping, time-consuming and not appreciated as real labor. On the contrary, gender roles prescribe that men should be regarded as the prime bread-

winner, as well as the main decision-maker in the family. Accordingly, on a global basis, it is the men who fill the senior ranks of decision-making and management positions.

Gender-neutral development policies and programs fail to recognize the different living conditions of women and men and as such, they end up favoring men who have better access to the training and credit opportunities provided within development frameworks. Moreover, in cases where women are provided similar services through women-specific development programs, the women beneficiaries, most of the time, lack the skills to make the most of these services, as women-specific projects often tend to disregard the deeply embedded gender structures in the society which assign women and men different roles and as a result of which women and men have unequal degrees of decision-making power in their command.

In this picture, gender mainstreaming emerges as an efficient tool to ensure that gender needs and concerns are included in the formulation, planning, implementation of development projects from the start, rather than being added on through women-specific projects that mainly provide benefits and services to women without taking into account the wider framework of gender inequality which is perpetuated throughout the development process.

Info!

No Development Project is Gender-neutral

“...all projects, whatever their technical nature, have a gender dimension by always targeting men, women or both. This implies that, regardless of whether we are dealing with a men’s or women’s project, it will always impinge upon the opposite gender. All women’s projects will affect the men’s position, and *vice versa*. Hence no project can claim gender neutrality.”

Quoted from: Target Group, Gender and Visibility in Ibis Projects by Catherine Hasse, Ibis, Copenhagen, July 1992.

Since unequal gender relations are deeply seated in the social fabric almost everywhere, often development policy-makers are not immune from it either. Most of the time, existing policies and programmes are assumed to be gender-neutral when they are gender-biased outright or in other cases gender-neutral policies may in fact yield gender-biased results in when implemented. Gender mainstreaming allows development practitioners to reformulate their policies and programs according to the needs and concerns of women and in view of the wider structure of gender relations. In other words, through gender mainstreaming women’s needs are properly taken into consideration in development policies, while gender relations are tackled as an obstacle to achieving gender equality.

Gender mainstreaming also provides for the greater involvement of women in public life as well as for greater gender equality which benefits not only women but the whole society. It promotes for a human, equitable and sustainable development with women and men as active, powerful agents of change working in cooperation. Most importantly, through gender mainstreaming the visibility of gender issues can be increased leading to agenda-setting geared towards achieving more gender equality.

Info!

Why is Gender Mainstreaming Important?

Because...

- ← It puts people at the heart of policy-making bringing forward a more human and less economic approach of development
- ← It leads to better informed policy-making and better government.
- ← It involves both women and men and makes full use of human resources.
- ← It makes gender equality issues visible in the mainstream of society.
- ← It takes into account the diversity among women and men in terms of their needs and concerns.

Source: Gender Mainstreaming: Conceptual Framework, Methodology and Presentation of Good Practices Council of Europe, Strasbourg, May 1998.

Info!

Gender Mainstreaming in UN Documents

Gender mainstreaming as a concept, appeared the first time in international texts after the **UN Third World Conference on Women** in Nairobi in 1985.

At the **UN Fourth World Conference on Women** in Beijing in 1995 the strategy of gender mainstreaming was explicitly endorsed by the Platform for Action.

The Platform for Action calls for the promotion of the policy of gender mainstreaming, repeatedly stating that “governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men respectively”. (*par. 292*)

UN Economic and Social Council in 1997, defines gender mainstreaming as “the

process of assessing the implications for women and men of any planned action, including legislation, policies and programmes, in any area and at all levels”.

UNDP defines gender mainstreaming as “taking account of gender equality concerns in all policy, programme, administrative and financial activities, and in organizational procedures, thereby contributing to organizational transformation”.

Source: Gender Mainstreaming: Conceptual Framework, Methodology and Presentation of Good Practices, Post-Beijing Follow-up Operation Project – Phase II, UNIFEM/Amman, 2001.

2.4 The Essential Principles of Gender Mainstreaming

Gender mainstreaming is a targeted intervention to ensure that women can influence and participate in developmental efforts. It is more than just having equal numbers of women and men in current structures, but it involves altering policies and institutions so that they promote gender equality. As such, it is not an end in itself, but it is a means to achieve gender equality. An efficient gender mainstreaming specifically involves:

- focusing on the roles played by women in sustainable development and ensuring that these roles are acknowledged;
- providing that the voices of women and men are heard equally and that both have an equal say in decision-making in various aspects of life;
- ensuring that in all sectors, policy formulation is undertaken on the basis of sex-disaggregated data and with an awareness concerning the differential impacts of policy decisions on the lives women and men;
- ensuring that the delivery of government services and allocation of resources are equitable among women and men and among different social groupings according to age, race/ethnicity, class/caste and other differences;
- empowering women to define and articulate their needs and to acquire new skills, experience and self-confidence;
- ensuring that the language used in policy statements and other documents is gender-sensitive.

Source: Gender Mainstreaming in the Public Service: A Reference Manual for Governments and other Stakeholders, Commonwealth Secretariat, 1999.

“Gender mainstreaming is not a strategy to be put into action once, it should be a constant red thread throughout the whole policy process. All moments are important for mainstreaming. It should already intervene at a very early stage, during the first

preparatory phases, but it should in no case be limited to that phase. Gender mainstreaming strategies are to be implemented in several stages during the policy-making processes”.

Source: Gender Mainstreaming: Conceptual Framework, Methodology and Presentation of Good Practices, Council of Europe, Strasbourg, May 1998.

Gender mainstreaming is a gradual, continuous process for change that requires follow-up and constant input. A major dimension of a gender mainstreaming strategy is building ownership. Building ownership entails that the goal of gender mainstreaming has to be shared by all the staff working at the organization at all levels; they should understand why gender streaming is important and they should know the tools for applying mainstreaming strategy to their work. It is crucial that all staff must be able to have a basic knowledge of how to mainstream gender in their own work. Nonetheless, a special unit should be established within the organization that specifically deals with ensuring that gender equality concerns are taken into consideration in each and every activity, policy and programme of the organization so to ensure the institutionalization of a gender infrastructure.

Throughout the whole process of gender mainstreaming the goal of achieving gender equality should be the guiding principle in the internal structure of the organization reflecting on issues ranging from affirmative action employment policies to taking measures against sexual harassment in the workplace. Creating accountability is a significant dimension of achieving gender equality within the organization. It requires that the work of the staff should be monitored continuously and they should be held accountable concerning their performance in gender mainstreaming.

Source: Situational Analysis, Gender Mainstreaming in Selected Sectors in Ethiopia Royal Tropical Institute, April 2002.

Info!

Basic Principles of Gender Mainstreaming

- Adequate accountability mechanisms for monitoring progress need to be established.
- The initial identification of issues and problems across all area(s) of activity should be such that gender differences and disparities can be diagnosed.
- Assumptions that issues or problems are neutral from a gender-equality perspective should never be made.
- Gender analysis should always be carried out.
- Clear political will and allocation of adequate resources for mainstreaming, including additional financial and human resources if necessary, are important for

translation of the concept into practice.

- Gender mainstreaming requires that efforts be made to broaden women's equitable participation at all levels of decision-making.
- Mainstreaming does not replace the need for targeted, women-specific policies and programmes, and positive legislation; nor does it do away with the need for gender units or focal points.

Source: <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>

Attention!

The gist of gender mainstreaming is...

ensuring that all stages of :

- **data collection and processing**
- **research**
- **decision-making**
- **formulation, implementation, monitoring and assessment of all activities**

... are gender-sensitive

Info!

What does Gender Mainstreaming Mean in Practice?

“...[In the education sector] a mainstreaming strategy involves more than an initiative to increase the number of girls attending primary school. It involves efforts to ensure that the education authorities are equipped to develop and implement activities that support equality of educational opportunities – that they are equipped with analytical skills and a research base for appropriate policy and programme development, including the ability to develop initiatives to address existing disparities in access to education and to develop curricula that reflect and promote gender equality objectives.”

Quoted from: Mainstreaming: A Strategy for Achieving Equality between Women & Men J. Schalkwyk, H. Thomas, B. Woroniuk, SIDA, 1996, p: 8.

CHAPTER III

IDENTIFYING PRACTICAL STRATEGIES AND INSTRUMENTS

Purpose: The previous two Chapters were aimed at introducing the conceptual framework of gender issues and gender mainstreaming. Chapter III is designed in order to provide tangible support to the staff of community organizations for undertaking concrete action in mainstreaming gender in their organizations. The information provided here contains practical tools, guidelines and hints regarding how to initiate and carry out each step of a gender mainstreaming process. The Chapter is meant to be a resource material to be referred to as required throughout the whole mainstreaming process.

Plan of the Chapter: The Chapter consists of five parts. The first part identifies the components of a gender mainstreaming strategy and describes them in relation to each other. The ensuing four parts explain each component respectively, while laying down their main principles and the instruments required to undertake each component.

3.1 What are the Components of a Gender Mainstreaming Strategy?

Gender mainstreaming is about bringing organizational change that aims at incorporating gender perspectives into projects, programs and decision-making structures of an organization. It is a broad and comprehensive process which involves a wholesome transformation of the internal culture of the organization, rather than simply including gender concerns in planning and implementation of programs.

An effective gender mainstreaming strategy involves five basic components, namely:

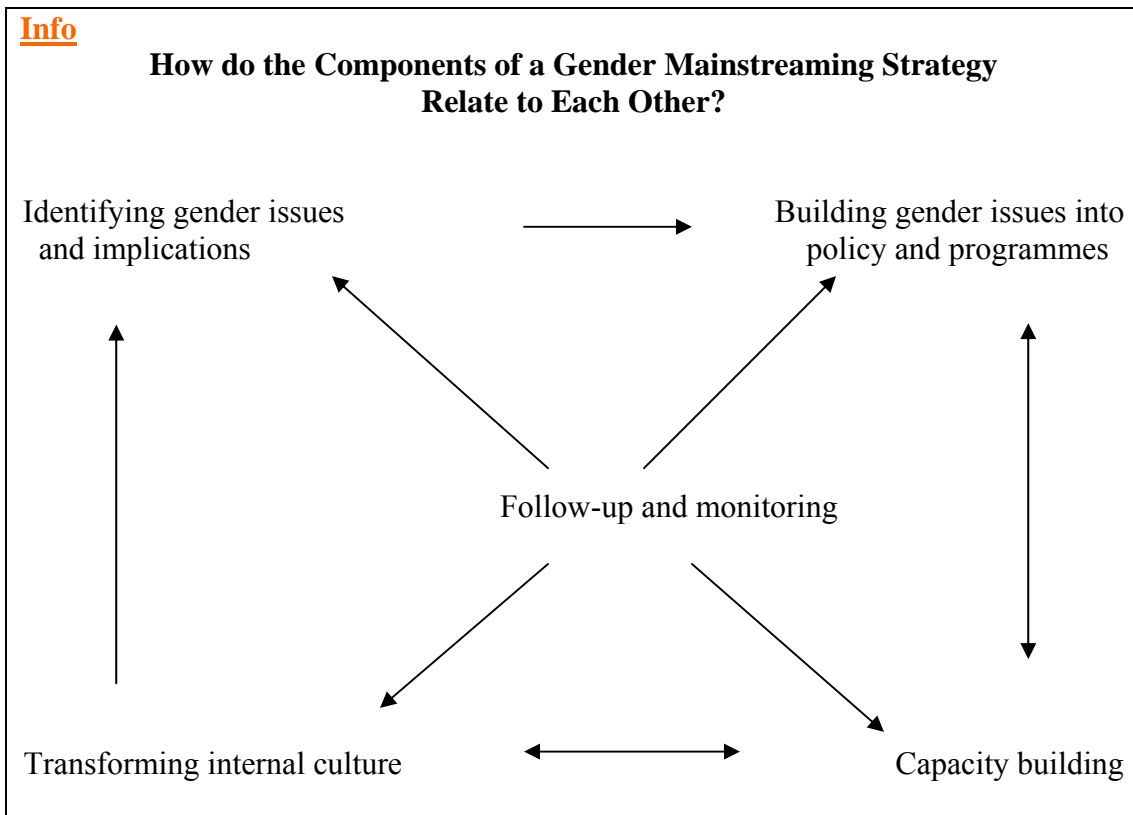
- Identifying gender issues and implications
- Building gender issues into policy and programmes
- Capacity building
- Transforming internal culture
- Monitoring

Identifying gender issues and implications involves detecting the current situation of gender relations in a particular sector or target group. This is always the first step in a gender mainstreaming process. On the basis of the diagnosis comes the action, that is, building gender issues into policy and programmes. This is the step in which gender perspectives and needs are incorporated in the formulation and implementations of policies and projects while the existing ones are reviewed and revised in accordance with the principles of gender mainstreaming.

Along with the changes in the direction and content of the policies and projects, a sincere gender mainstreaming strategy also involves changes in the internal culture of the organization itself. Only an organization which has achieved gender equality in its work environment will effectively translate this into activities aimed at advancing gender equality in the wider community.

Capacity building for all staff is a key requirement throughout the whole process of mainstreaming gender since the process itself is one of learning and requires constant input. Similarly, follow-up and monitoring of all the activities of the organization as well as the capacity building trainings are useful instruments for reviewing and assessing the overall efficiency of the mainstreaming process while identifying the obstacles encountered and initiating the necessary steps to overcome them.

The five components identified here do not refer to lineal stages *per se*, but they are, rather, the building blocks of an effective gender mainstreaming process. All of them are essential to the process and all contribute to each other in making the process of mainstreaming a full and working one.



3.2 Identifying Gender Issues and Implications

In an effective gender mainstreaming process, the first step is to have a diagnosis of the existing situation of gender disparity in a particular sector or in the whole community. This involves the collection of data and information on the target issue. The main tool for this initial assessment phase is **gender analysis**.

3.2.1 Gender Analysis

Gender analysis refers to a study of the different conditions that women and men face, and the differential effects that development policies and programs may have on them because of their different situations. Gender analysis tells us who has access to resources and to decision-making power and who is likely to lose or benefit from a particular policy or programme.

Gender analysis involves both quantitative and qualitative research into the gender relations, the social, economic, political status of women and men, as well as into the differential impact of development policies and projects on each sex. Quantitative research includes the collection, compilation and processing of sex-disaggregated data and indicators, while qualitative research involves the study of the broader cultural and historical trends that affect gender relations. Sex-disaggregated statistics and qualitative analysis are complementary to each other in understanding the gender situation in a given setting or sector.

Since women are not a homogeneous group, but, they reflect the diversity of the entire population, the data should further be disaggregated by age, race/ethnicity, class and disability in order to understand not only how women have life experiences different than those of men but also how *different* women have different life experiences and needs.

The main principle of gender analysis is to acknowledge that nothing is gender-neutral. On the basis of this main guiding idea, the steps to carry out a gender analysis for policy formulation are the following:

- Identify disaggregated data
- Identify your constraints and knowledge gaps
- Formulate questions/hypotheses about the human impact of policies or research
- Consider the following questions:
 - ← What is the likely or actual impact of the proposed project on women and men?
 - ← Will the benefits likely to result from this policy affect women and men in the same way?
- Refer to existing contextual and sector analyzes
- Identify the gender issues related to the specific area of work
- Identify the related influencing factors related to your policy development
- Identify the people in your own and other divisions who might assist you in the analytical process

Gender analysis can also be used to reconsider and assess the existing statistics on the situation of women and men so as to see whether the data they contain is split up by sex, as well as to analyze the assumptions and criteria concerning the gathering of this data.

3.2.2 Undertaking Gender Analysis - Gender-sensitive Indicators

Undertaking gender analysis involves the use of gender-sensitive indicators. An indicator is a piece of information, measurement, a fact, or an opinion on a specific situation and measures changes in that situation over time. Indicators can be based on qualitative or quantitative evidence and they are necessary tools for measuring social change.

Gender-sensitive indicators are used to track and measure gender-related changes over time. A quantitative indicator is a measure of quantity, while a qualitative indicator is a measure of people's perceptions on an issue. Both qualitative and quantitative gender-sensitive indicators must meet the conditions of reliability and validity.

Reliability refers to the accuracy and consistency of an indicator. An indicator is reliable if multiple uses of the same tool such as an interview or a survey yield the same or similar results. Validity of an indicator means that the information that the indicators provide must be close to the reality they are measuring. In order to test the validity of an indicator, the research should:

- Use common sense;
- Make sure that the indicator reflects similar findings in different situations;
- Make sure that different survey instruments yield the same indicators.

In gender analysis both quantitative and qualitative gender-sensitive indicators are crucial as they are complementary to each other. For instance, in measuring the political representation of women, a commonly used quantitative indicator is the number of the women parliamentarians. This measure enables the researchers and policy designers to follow the change in the numbers of women parliamentarians over time. While it is a useful piece of statistic, a quantitative indicator may occasionally fail to draw a complete picture of the real levels of political representation of women in the given society. Qualitative indicators that focus on the perceptions of the women parliamentarians themselves concerning their role in the parliament as well as on other questions such as how many times issues related to gender equity are raised in parliament, what legislation related to gender equity is passed and enforced and whether women's speeches are making an impact yield a more accurate and wider understanding of the degree, level and aspects of women's political representation.

Info!

Qualitative Gender-sensitive Indicators Enable Participatory Research

“Developing gender-sensitive indicators in a participatory fashion requires a focus on including people's own indicators of development ... The use of qualitative indicators can therefore play an important role in the promotion and understanding of stakeholder perspectives, particularly those relating to women, and in fostering participation”.

Source: Guide to Gender-sensitive Indicators, CIDA, 1996 (Mamcmag-Gilp Library).

In using gender-sensitive indicators to track down and measure the change achieved through a project, it is important to develop different indicators pertaining to different phases of the project cycle. There are various types of indicators such as:

- **Risk/Enabling Indicators:** These indicators measure the influence of factors such as socio-economic, socio-cultural, environmental, legal and political factors that are external to a project and contribute to its success or failure.
- **Input Indicators:** Input indicators identify and assess the resources at the disposal of the project such as funding, human and non-human resources as well as infrastructure.
- **Process Indicators:** Process indicators measure project implementation and, as such, provide monitoring
- **Output Indicators:** Output indicators measure the immediate effects of the products and services delivered by the project.
- **Outcome Indicators:** Outcome indicators aim at revealing the long-term effects and the overall impact of the project.

Source: Guide to Gender-sensitive Indicators, CIDA, 1996.

Info!

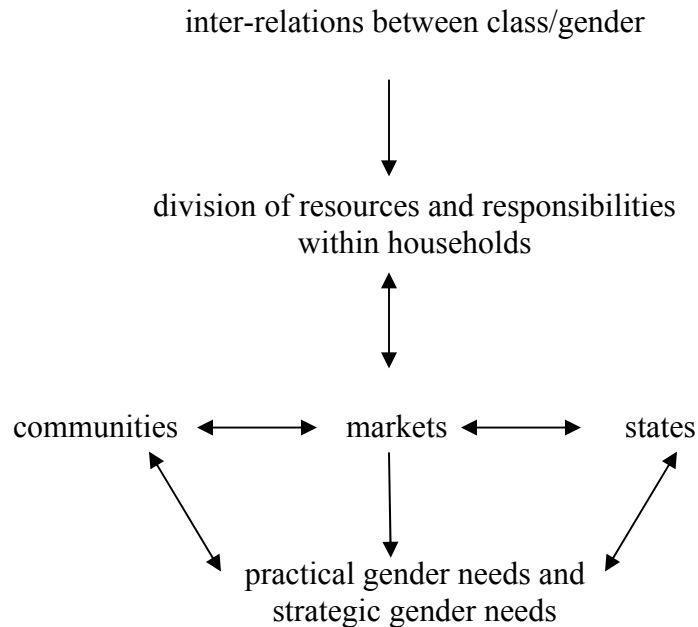
Criteria for the Selection of Indicators

1. Indicators should be developed in a participatory fashion, including all stakeholders wherever possible.
2. Indicators must be relevant to the needs of the user, and at a level that the user can understand.
3. All indicators should be sex-disaggregated.
4. Both qualitative and quantitative indicators should be used.
5. Indicators should be easy to use and understand.
6. Indicators must be clearly defined.
7. The number of indicators chosen should be small. Up to six indicators can be chosen for each type of indicator.
8. Indicators should be technically sound.
9. Indicators should measure trends over time.
10. The ultimate focus should be on outcome indicators.

Source: Guide to Gender-sensitive Indicators, CIDA, 1996.

Info!

Gender Analysis of a Development Initiative



ASK...

- Who does what?
- Who gets what?
- Who gains? Who loses?
- Which men? Which women?

Source: Gender Mainstreaming: A Study of Efforts by the UNDP, the World Bank and the ILO to Institutionalize Gender Issues by Shahra Razavi and Carol Miller, United Nations Research Institute for Social Development, Geneva, August 1995.

3.2.3 Why do we Need Gender Analysis?

Gender analysis enables the identification of the major areas of gender inequality, the social reasons for these and the opportunities and threats these may pose for the advancement of gender equality. As such, it is a key tool in the process of initiating an effective gender mainstreaming in development work. Gender analysis provides the data on the current dynamics of gender relations which is crucial to set the agenda and

determine the policy areas. Furthermore, it is essential in informing and improving policies and programs so that the different needs of both women and men are met.

Attention!

Gender analysis should guide the entire development process throughout research, to problem definition, planning, implementation, monitoring and evaluation.

Without the existence of baseline data disaggregated by gender, the specific situations of women will be ignored or both sexes will be treated as though they were men. In case the details of women's and men's capacities, relationships and access to and control over resources are not made available through gender analysis, there is a risk that the newly initiated development projects will give way to the exacerbation of the gap between women and men in reaching the opportunities provided by development. Sex-disaggregated data also reveals the individual contributions of women in a particular sector which would otherwise go unrecognized perpetuating inequities.

Attention!

“Qualitative gender analysis involves asking questions about women's and men's life experiences in all aspects of political, public and private life, and about how and why the current situation has risen. Such analysis is complementary to, and to some extent dependent upon, quantitative analysis involving the use of statistical information”.

Quoted from: Gender Mainstreaming in the Public Service: A Reference Manual for Governments and other Stakeholders, Commonwealth Secretariat, 1999.

Info!

As gender relations change over time, gender analysis should be repeated with each new policy and programme initiation.

Info

Why Gender Analysis? - An Example from the Education Sector

In the case of primary education, gender analysis can tell us that a gender gap exists in most countries; that is, there is a gap between girls' and boys' enrolment and retention in school.

In the majority of countries where there is a gender gap, the gap works against girls, but in others, it works against boys. In India, an average six year-old girl can expect to spend six years in school, three years less than a boy of the same age. Girls in rural areas are at even greater disadvantage: their risk of dropping out of school is three

times that of a boy. In Jamaica, however, it is boys who are at higher risk of missing out on education. Boys are often pulled out of school and sent to work to boost family income, and thus, their drop-out rate is higher than that of girls'.

In their efforts to balance the need to meet the needs of both girls and boys, governments are increasingly using gender analysis to investigate the source of the gap and what measures can be adopted to reduce the distortions in the educational system.

Source: CIDA WEBSITE

3.3 Building gender issues into policy and programmes

3.3.1 Gender-aware Policy-making

Building gender issues into policy and programmes is the main component of the gender mainstreaming process. It involves gender-aware policy-making and programme implementation, that is, setting and carrying out policies and programmes that take into account the different roles, resources, needs and interests of women and men. Gender-aware policy-making should be informed by gender analysis carried out prior to each new development initiative.

The first step in building gender issues into policies and programmes is to choose an appropriate policy area. Most policy areas are relevant for gender mainstreaming but it might be easier to start with those which are generally recognized as key areas for achieving gender equality, such as education, labor market family policy, etc. Below is a question checklist in the process of **choosing an appropriate policy area**.

Consider the following questions when making your choice:

- ← Which policy areas contain the most important bottlenecks to equal gender relations?
- ← Which policy areas are generally recognized as being important for achieving gender equality and have experience with measures to promote gender equality?
- ← Which policy areas are most relevant for gender mainstreaming in the long run?
- ← Which policy levels are most suited for gender mainstreaming in terms of:
 - the policy issues dealt with at the various policy levels;
 - the availability of gender experts and other potential actors;
 - the suitability of techniques and tools?

Info!

Policy formulation to mainstream gender should involve explicit statements concerning:

- Objectives of the project,
- Strategies/activities/inputs,
- Budget allocations,

...as well as risk analysis.

Source: Guidance Note on Gender Mainstreaming, UNDP, 1997.

Following the choice of a policy area, the policy planners should **determine who is in charge and of what** during policy and programme implementation. This involves considering the following points.

- ← What should the exact tasks of the various actors be, and how much workload will this involve?
- ← What means would the actors need? Which resources can be reallocated?
- ← What would their respective responsibilities be?

As a principle, gender mainstreaming is the responsibility of all the staff. However, it is crucial to determine one or two designated staff members (**gender focal points**) to act as facilitators of the mainstreaming process. The aim is to institutionalize a gender infrastructure in order to ensure that gender equality concerns are taken into consideration in each and every activity, policy and programme of the organization. The **main responsibilities of gender focal points** are:

- Coordinate work on gender mainstreaming
- Facilitate the work of others
- Collect and disseminate information
- Act as catalysts
- Connect people together as they integrate gender into their responsibilities

Source: Guidance Note on Gender Mainstreaming, UNDP, 1997.

Info!

Prerequisites for the Effective Functioning of Gender Focal Points

- The overall responsibility for gender mainstreaming is recognized as an institutional responsibility of all staff
- Senior managers of the organization give their active and demonstrable support
- A clear vision from senior management of what the organization will look like when gender is fully mainstreamed is provided
- Ongoing training and capacity building

Source: Guidance Note on Gender Mainstreaming, UNDP, 1997.

It is also important to identify what actors other than the staff may play a role in the mainstreaming process. The roles of various actors, such as politicians, researchers, NGOs, interest and pressure groups, the media, representatives of gender studies at tertiary education in terms of initiating, executing and supporting gender mainstreaming issues as well as possibilities of establish networks and partnerships should be considered.

Attention!

Gender mainstreaming must be the responsibility of all staff at all levels in an organization.

The third step is **identifying tools and techniques** to be used in gender mainstreaming. At this step it is crucial to consider the following questions.

- ← What sort of tools and techniques are available?
- ← What are the most suitable techniques and tools in view of:
 - the policy areas and levels involved and the experience with, or need for, certain techniques and tools?
 - the actors involved and their main shortcomings, i.e. lack of knowledge to recognize and analyze gender issues or lack of expertise to deal with these issues?
- ← What experience and means are available or necessary to develop new techniques and tools or to adapt existing ones?

Below are some possible tools and techniques to be used in gender mainstreaming.

1. Analytical Techniques and Tools for Gender Mainstreaming:

- Statistics split up by sex and other background variables
- Surveys and forecasts
- Cost-benefit analyses from a gender perspective
- Research
- Checklists, guidelines and terms of reference
- Gender-impact assessment methods
- Monitoring

2. Educational Techniques and Tools for Gender Mainstreaming:

- Awareness-raising and training courses
- Follow-up action

- Mobile expertise
 - Manuals and handbooks
 - Modules and leaflets
 - Educational material for use in schools
3. Consultative and Participatory Techniques and Tools for Gender Mainstreaming:
- Working or steering groups and think tanks
 - Directories, databanks and organizational charts
 - Participation of both sexes in decision-making
 - Conferences and seminars
 - Hearings

Source: Gender Mainstreaming: Conceptual Framework, Methodology and Presentation of Good Practices, Council of Europe, Strasbourg, May 1998.

Info!

Constructing a Gender Mainstreaming Plan

The basic steps for the development of a gender mainstreaming plan are the following:

- Choosing a policy area for mainstreaming
- Describing targets
- Identifying tools and techniques
- Determining who is in charge and of what
- Sorting out what other actors may play a role
- Stipulating the expected results
- Setting up a monitoring system

Adapted from: Gender Mainstreaming: Conceptual Framework, Methodology and Presentation of Good Practices, Council of Europe, Strasbourg, May 1998.

3.3.2 Gender-based Policy Appraisal

Gender-based policy appraisal is a crucial step before policy and programme implementation. It involves an analysis of the potential effects of the policy proposal from a gender perspective. In other words, gender-based policy appraisal allows for the evaluation of a given policy proposal in terms of its differential impact on women and men.

Gender-based policy appraisal does not only have to be applied to policy proposals but it can also be used as a tool to review existing projects and programmes with the aim of ensuring that they are gender-sensitive.

Some of the issues to be considered in a gender-based policy appraisal of a policy proposal can be the following:

- How many and which women and men have been consulted about this policy and at what levels?
- How many and which women and men are included in its implementation?
- How many and which women and men will benefit from this policy, and by how much?
- How are women and men affected by the proposed policy on the basis of the following criteria?
 - ← Workloads and time-use
 - ← Access and control of income and resources
 - ← Decision-making
 - ← Effects on social reproduction
- Does this policy have deleterious effects on women and men?
- How should this policy be changed to correct any imbalances?
- How does this policy advance equality between women and men?
- What obstacles might prevent women's equitable participation in the policy? How can these obstacles be overcome?

Source: Gender Mainstreaming in the Public Service: A Reference Manual for Governments and other Stakeholders, Commonwealth Secretariat, 1999.

In analyzing policies it is important to determine whether they fall under:

- **Gender-neutral policies:** These policies are seen as having no significant gender dimension. However, in reality, almost all policies have differential impacts on women and men. As such, gender-neutral policies which do not recognize the relevancy of gender in the particular sector and target group they are directed at, become gender-blind or gender-biased policies in practice as they end up addressing the needs and interests of the males in the constituency they are applied to.
- **Gender-specific policies:** Gender-specific policies recognize that women and men have differential needs and that these needs should be targeted specifically. However, they do not address the existing distribution of resources and power as well as the gender relations, itself.
- **Gender-aware/redistributive/transformational policies:** These policies are undertaken with the broader goal of bringing forward structural changes in the gender relations system in order to transform the distribution of resources, power and roles among women and men.

Info!

Question Checklist for Analyzing Policy Processes

- Who is involved in decision-making?
- Who are the beneficiaries?
- What sort of resources, power and authority does the decision-maker have?
- Which procedures, instruments, training, methodologies and skills does the decision-maker make use of?

Source: Training for Gender-Aware Policy Making: Guidelines for Mainstreaming Gender at the Policy Level, Nazneen Kanji, ODA, 1997.

Info!

Checklist for Reviewing Program Documents

Goal and Objectives:

- Is gender balance stated?
- If outcomes include terms such as “empowerment” or “sustainability”, how are they defined and addressed?

Planning:

- Is gender analysis included?
- What work needs to be done?
- Who does what? Are the right groups of people being consulted for background information? Are women’s multiple roles considered?
- If women are doing the same of the work or contributing time, how is their work and time valued relative to men’s time and work?
- What arrangements have been made to accommodate women’s reproductive responsibilities?
- Who has access to services and resources and to the benefits of the intervention?
- Who makes decisions about access? How does the intervention increase access?

- How does the intervention foster in women and men the capacity to initiate and sustain action around different aspects of their lives, and to change the existing decision-making process?
- How does it promote knowledge of and capacity to negotiate for their rights?
- How does it foster women' and men's capacity to sustain the results of the project beyond the organization's intervention?
- What are the opportunities and barriers to change in the existing process? How are those integrated into the planning?
- How are the Practical Gender Needs (PGNs) and Strategic Gender Needs (SGNs) addressed?

Evaluation

- What measures will be taken to identify indicators that take social/gender roles into consideration?
- How will impact be measured?

Source: Gender Relations Analysis: A Guide for Trainers by Rani Parker, Itziar Lozano, Lyn A. Messner, Save the Children, USA, 1995.

3.4 Capacity Building

Capacity building involves gender training in the form of workshops on topics ranging from basic gender consciousness to gender planning. The aim is to raise awareness and knowledge of the staff on gender issues, as well as donating them with skills for mainstreaming gender in their work. Trainings may include the following topics:

- ← Concept of gender
- ← Feminist theory and movement
- ← Gender mainstreaming tools and instruments
- ← Gender planning
- ← Gender analysis

Info!

Capacity building and training for gender mainstreaming must be an ongoing process.

Gender focal points should be provided with training opportunities on:

- Gender analysis skills and understanding of gender dimensions of priority development themes
- Networking
- Leadership skills
- Negotiation, advocacy, public speaking

Source: Guidance Note on Gender Mainstreaming, UNDP, 1997.

Info!

Gender mainstreaming requires a mix of skills, such as:

- Analytical capacity
- Understanding of socio-economic and gender issues
- Networking ability
- Negotiation skills
- Management of change skills
- Specialist thematic gender expertise
- Knowledge of sources of gender expertise at local, national (and regional) levels

Source: Guidance Note on Mainstreaming UNDP, 1997.

Info!

Keys to Successful Planning for Gender Training *

Before the training:

Involving the senior staff: Providing for the attendance of the senior staff in the trainings conveys a clear indication of their commitment and support to the goal of gender mainstreaming for the staff lower down the hierarchy.

Determining the right time: The trainings should be scheduled in view of the timelines for policy initiatives, project planning and implementation to ensure that the staff will immediately put to use the skills they gained through the training.

Contact with participants: Establishing pre-training contact with the participants enables the trainer to adjust the training material to suit the context and the group.

During the training:

Women and men trainers working together: Having women and men trainers work together reinforces the view that women and men mutually empower each other by working in cooperation on equal standing.

Use of participatory methods: Research on adult learning reveal that adults best learn in participatory and interactive environments in which they are encouraged to relate the training material to their own work and experience and to air their views openly.

Appropriate content: Training material should include both more general gender consciousness exercises and sector-specific training exercises.

After the training:

Follow-up of the training: Changes in behavior and development of skills is an everlasting process which requires constant inputs and follow-up.

Institutionalizing the trainings: Promotion of gender awareness is a cumulative process. As such the trainings should not be regarded as a one-off exercise but they should be held on a regular and ongoing basis.

Adapted from: Training for Gender-Aware Policy Making: Guidelines for Mainstreaming Gender at the Policy Level, Nazneen Kanji, ODA, 1997.

3.5 Transforming internal culture

Gender mainstreaming is not only also a process of mainstreaming gender issues in the external activities of an organization but it is also about changing individual attitudes and altering the internal working principles, management structure and culture of an organization. The goal of achieving gender equality should be the guiding principle in the internal structure of the organization reflecting on issues ranging from affirmative action employment policies to taking measures against sexual harassment in the workplace. As such, gender mainstreaming should involve the transformation of the rules of conduct, norms and procedures within the organization itself, leading to an empowering institutional culture in which women and men engage in productive cooperation as powerful agents on equal standing.

Some of the measures to create an institutional culture that contributes to advancing gender equality are the following:

1. Adopting employment policies based on principles of gender equality:

- Eliminating gender-based discrimination concerning salaries
- Providing the staff with maternity and paternity leaves

- Eliminating occupational segregation
- Combating sexual harassment
- Ensuring that the organization is an equal opportunity employer

2. Achieving gender balance in administration and decision-making:

- Taking measures to ensure women staff members' equal access to and full participation in decision-making
- Strengthening women staff members' capacity to participate in decision-making and leadership
- Ensuring equity in the availability of training options for both women and men
- Providing that disciplinary measures are gender-aware.

3. Ensuring that internal rules of conduct are based on gender equality:

- Creating a supportive environment for the staff based on flexibility and empowerment, rather than fear and distrust
- Providing training to promote gender awareness and sensitivity among the staff
- Adopting more creative and non-hierarchical forms of leadership
- Encouraging participatory consultative management

Attention!

An empowering institutional culture is a basic precondition of mainstreaming gender equality concerns. Employment policies guided by affirmative action principle.

3.6 Monitoring

Since gender mainstreaming is only a means to achieve the end goal of gender equality, monitoring the impact of gender mainstreaming in terms of increased gender equality is crucial. Monitoring consists of continuous scrutinizing, evaluation and follow-up concerning the effect and efficiency of the policies and projects. The techniques, tools and criteria for monitoring should be decided at the stage of policy-planning and the monitoring of gender mainstreaming must be a part of the normal monitoring process.

Monitoring can take the form of **reporting, creating mechanisms for accountability and follow up of trainings**. The aim of reporting is to assess the whole process of gender mainstreaming and identify the obstacles encountered. The outcomes should be evaluated and taken into account in project formulation, planning and implementation. When monitoring implementation, attention should be paid to:

- Empowerment
- Distribution of beneficiaries by sex
- Participation in decision-making (disaggregated by sex)
- Perceptions by beneficiaries of change/impact in their well-being

Creating accountability is another important aspect of the monitoring process. The work of the staff should be monitored continuously and they should be held accountable concerning their performance in gender mainstreaming. Establishing a **gender-aware performance appraisal system** which rewards the efforts that advance gender equality and equity and provides sanctions against gender discrimination is an available monitoring tool for creating accountability.

Info!

What are the Difficulties that Might Accompany Gender Mainstreaming?

- Misunderstanding of the concept of gender mainstreaming
- The need for a broader concept of equality as a positive right and as equality de facto
- The need for procedural changes
- Lack of adequate tools and techniques
- Lack of sufficient knowledge about gender equality issues
- Danger of talking about gender mainstreaming without implementing it.

Source: Gender Mainstreaming: Conceptual Framework, Methodology and Presentation of Good Practices, Council of Europe, Strasbourg, May 1998.

Info!

Instruments Available for Each Component of the Gender Mainstreaming Process

1. Identifying gender issues and implications

Instrument: Gender analysis using:

- gender-sensitive indicators
- quantitative analysis
- qualitative analysis

2. Building gender issues into policy and programmes

Instruments:

- analytical techniques and tools
- educational techniques and tools
- consultative techniques and tools

(See pages 29-30 in Chapter III)

3. Capacity building

Instrument: Gender training on:

- Gender awareness
- Gender mainstreaming techniques
- Process and advocacy skills (Please refer to Chapter IV)

4. Transforming internal culture

Instruments:

- Adopting employment policies based on principles of gender equality
- Achieving gender balance in administration and decision-making
- Ensuring that internal rules of conduct are based on gender equality

5. Monitoring

Instruments:

- Periodic reporting on activities
- Following-up the gender trainings
- Establishing a gender-aware performance appraisal system

Also...

- **Initiate frequent discussion of gender issues at donor meetings**
- **Ensure that women's priorities and needs are taken into consideration by the local authorities**
- **In case there are shortfalls in disaggregated data by sex, dialogue with the local government regarding their expansion.**

Info!

Always keep in mind that...

1. Gender mainstreaming demands technical skills and resources such as empirical research, communication and consultation skills, as well as an understanding of how institutions work.
2. A realistic gender mainstreaming strategy is based on concrete, incremental steps initiated in light of long-term goals.
3. Policy planners wishing to mainstream gender should be able to understand various possible forms of resistance to their efforts and come up with to deal with it.
4. Initial gains should never be taken for granted and gender equality goals should be constantly reinforced throughout the whole process.

Source: Mainstreaming: A Strategy for Achieving Equality between Women & Men, by Johanna Schalkwyk, Helen Thomas, Beth Woroniuk, SIDA, July 1996.

Info!

Mainstreaming Gender: Some Suggestions and Tips

1. Have a good knowledge of the socio-economic context in which you are working.
2. Be aware of the political context of your work environment and work strategically.
3. Continually refer to the three main levels of gender mainstreaming: a) Have women and men been consulted equally? B) How many women versus men are involved in the decision-making processes? c) What is the likely impact on women and men (on gender-equality goals)?
4. Keep in mind that training assumes many different forms, such as one-on-one discussions with colleagues.
5. Publicize the gender mainstreaming strategy.
6. Actively involve beneficiaries and local government counterparts in project formulation. Speak with them in order to include their perspective in gender mainstreaming.
7. Find out about the availability of local and national data.
8. Have direct contact with data producers. Communicate your data needs and your input on data collection methods. Include a data producer on your project team.
9. When you use indicators, do not forget to present the statistics in visual form, such as a pie chart.
10. Build your gender networks.
11. Keep a running list of resources relating to gender for your office's reference and for sharing with regional colleagues.
12. Keep a running list of consultants/resource people for gender mainstreaming for your office's reference and for sharing with regional colleagues.
13. Keep in mind the importance of the consultation process in fostering a sense

of ownership and commitment.

14. Think of creative ways to promote gender mainstreaming. Assume a marketing perspective.

Source: Learning, Consultation, Briefing Meeting, Santa Domingo, May 1998.

CHAPTER IV IMPROVING SKILLS

Plan of the Chapter: `

Gender mainstreaming is a process of institutional and attitudinal change. As such, it requires a set of technical and interpersonal skills which facilitate the process of initiating change both at the individual and organizational level. The main skills that an effective gender mainstreaming process demands are on the following areas:

- Information flow
- Public relations
- Training
- Interpersonal Communication

4.1 Achieving Effective Information Flow

Effective information flow is a prerequisite of gender mainstreaming. It involves **access to new research** on gender and gender mainstreaming issues, **continuous learning**, **commitment to knowledge-sharing**, and **strategic networking**.

Access to information on gender mainstreaming issues is a key component of an efficient gender mainstreaming process. It is crucial that **an inventory of available documentation in the area of gender mainstreaming** is made available to all the staff. Some of the topics that may be covered are the following:

- ← National gender assessment
- ← Information on gender equality issues
- ← Information about new and innovative gender programming
- ← Information about competence in gender and specialist or thematic areas
- ← A means of tracking allocation of resources

Timely access to new research requires the use of new ICTs. Unlike the traditional mediums of communications such as TV, radio and press, internet is a participatory medium of communication at a lower cost of access. Moreover, through internet, documents can be widely distributed across distances of space and time. It is crucial that **every staff member has access to the internet**. Furthermore, in order to keep the staff updated on the gender issues, the use of e-mail, listservs, discussion groups, bulletin boards and internet web sites should be promoted and made available.

Continuous learning should be provided as the debate around gender and gender mainstreaming is broadened through the facilitation of a wide range of resources and much improved flow of information, experiences and good practices on gender mainstreaming.

Info!

A Question Checklist for Knowledge-Sharing Facilities in Your Organization

- What are some current trends in knowledge-sharing and information for development?
- What might it take to systematically incorporate a communications strategy and technology planning into organizational life?
- How can information and communications tools and technologies contribute to improving everyday tasks?
- How could existing information systems be better utilized?
- Where can we turn for help in using internet-based tools more effectively?

Source: Learning & Information Pack: Information, Communication & Knowledge-Sharing, UNDP Gender in Development Programme, January 2001.

Strategic networking is a significant component of achieving effective information flow. Strategic networking involves the following steps:

- Regular exchange with colleagues, practitioners and like-minded organizations
- Knowing who and where the knowledge sources are in a changing environment
- Engaging in dialogue with constituencies
- Encouraging a more inclusive process of participation by stakeholders
- Raising the visibility of the organization's activities and outputs

Source: Guidance Note on Gender Mainstreaming, UNDP, 1997.

Source: Learning & Information Pack: Information, Communication & Knowledge-Sharing, UNDP Gender in Development Programme, January 2001.

Attention!

Effective gender mainstreaming requires ...

- good information
- strategic networking
- continuous learning
- using information and communications tools and technologies to your best advantage

Source: Learning & Information Pack: Information, Communication & Knowledge-Sharing, UNDP Gender in Development Programme, January 2001.

Info!

Create an action plan for information, communications and knowledge-sharing

- What is working well?
- Where are the key gaps in information-sharing systems?
- What skills and capacities need to be strengthened ...
 - ...at the organizational level?
 - ...at the individual level?

Source: Learning & Information Pack: Information, Communication & Knowledge-Sharing, UNDP Gender in Development Programme, January 2001.

Info!

**Possible Reasons for Lack of Gender-specific Information
at the Disposal of the Organization**

- the lack of a centralized information bank in the organization;
- pressures on staff time/workload, so that verbally-transmitted information (meetings, consultations, training sessions, etc.) is not properly documented;
- insufficient communication between desks/departments;
- information-hoarding within and between organizations;
- staff confused or not clearly enough briefed about the kind of information they should be putting in written reports;
- ignorance or gender-blindness on the part of the staff;
- insufficient investment of organization resources in the right kind of research;
- the lack of consistency in data-gathering: because gender-specific data are not an institutional requisite, their collection becomes a matter of the researcher's individual choice.

Source: Gender Mainstreaming: A Study of Efforts by the UNDP, the World Bank and the ILO to Institutionalize Gender Issues by Shahra Razavi and Carol Miller, United Nations Research Institute for Social Development, Geneva, August 1995.

4.2 Utilizing Public Relations Skills

Public relations is a major dimension of the gender mainstreaming strategy. Below are some valuable strategies for establishing a successful public appearance of your organization's efforts to mainstream gender in your development work:

- Make use of first-hand witness of difference being made to people's lives.
- Expand the scope of outreach on gender issues to local or national media.
- Ensure that local media is aware of your organization's gender policy and priorities and that the gender dimensions of major events are explicitly stated in public information.

- Build contacts with sympathetic members of the local press corps.
- Consider the preparation of a briefing note or brochure on the gender mainstreaming priorities and activities of your organization.

Source: Guidance Note on Gender Mainstreaming, UNDP, 1997

4.3 Building Training Skills

Principles of Adult Learning

Adult learning occurs best when it:

- Is self-directed: Adults can share responsibility for their own learning because they know their own needs.
- Fills an immediate need: Motivation to learn is highest when it meets the immediate needs of the learner.
- Is participative: Participation in the learning process is active, not passive.
- Is experimental: The most effective learning is from shared experience; learners learn from each other, and the trainer often learns from the learners.
- Is reflective: Maximum learning from a particular experience occurs when a person takes the time to reflect upon it, draw conclusions, and derive principles for application to similar experiences in the future.
- Provides feedback: Effective learning requires feedback that is corrective but supportive.
- Shows respect for the learner: Mutual respect and trust between trainer and learner held the learning process.
- Provides a safe atmosphere: A cheerful, relaxed person learns more easily than one who is fearful, embarrassed or angry.
- Occurs in a comfortable environment: A person who is hungry, tired, cold, ill, or otherwise physically comfortable cannot learn with maximum effectiveness.

Source: Training Trainers for Development CEDPA, 1995.

Info!

How to Design a Training Process?

Assess the Need for Training

- Identify learner needs
- Formulate the goal of training

Plan

- Identify subject areas
- Construct a general training plan
- Formulate learner objectives for each session
- Design detailed sessions, indicating training techniques
- Design an evaluation plan and instruments
- Develop a logistics plan for training
- Determine follow-up activities

Prepare

- Prepare training materials (handouts, visual aids, supplies)
- Prepare training logistics (venue, tea breaks, audiovisual equipment)
- Specify/assess/delineate/apportion/agree on roles of the training staff members

Implement

- Conduct the training event
- Meet with training staff members daily to monitor workshop
- Provide feedback to trainers
- Evaluate the training (during and after)

Follow-up

- Plan supervision and follow-up activities
- Determine additional training needs

Source: Training Trainers for Development, CEDPA, 1995.

4.4 Making Use of Interpersonal Skills

An effective gender mainstreaming process requires various interpersonal skills which are necessary in cooperating with various stakeholders; building mutual understanding

and gaining support for the goal of achieving gender equality. The main interpersonal skills required throughout a gender mainstreaming process are the following:

- Basic Communication Skills
- Decision-making Skills
- Working in meetings
- Dealing with resistance
- Being assertive

4.4.1 Basic communication skills

Basic communication skills involve effective listening and questioning skills. Listening skills entail using suitable body language, listening to, not only what is said, but also to the feelings behind what is said, checking and reflecting understanding by probing questions to the speaker and restating her message as appropriate. An effective listener makes the speaker feel that she is heard, understood and that her views are valued.

Questioning skills involve asking open-ended questions, probing for clarification, conveying curiosity and asking about the views and feelings of the speaker. Efficient communication is about showing a genuine interest on what the other is saying and feeling on a particular issue. Asking questions for clarification, showing your interest and curiosity and need to understand the speaker conveys the message to the speaker that you value her views and feelings. Questioning skills also help the listener to encourage the speaker to question her views, as the communication is based on trust and understanding and she has less reason to be defensive.

4.4.2 Decision-making skills

Decision-making is a crucial part of the gender mainstreaming strategy. Sound decision-making requires analytical, problem-solving and interpretive skills as well as efficient communication.

Analytical and problem-solving skills enable the decision-maker to diagnose and single out the problem area in the wider social framework and identify the appropriate policy response without missing the big picture. Social reality is complex in many ways and natural and socioeconomic phenomena are interconnected. Thorough analytical capabilities provides the decision-makers with skills to survey the field and reach first-hand information, so to mitigate the risk of loss in the process of transmitting information from one department/resource person to the other. Moreover, as they see the social reality in its entirety, decision-makers will be able to weigh the short and long term consequences of a policy, as well as consider their practical and strategic priorities in a specific target area.

Analytical and interpretive skills also donate the decision-maker with capacity to assess the information available in terms of its reliability and validity regarding its source and basic assumptions. No matter how “objective” and reliable the criteria used for acquiring

information may be, it often, ultimately, bears the viewpoint of the researcher. In order to deal with this, an effective decision-making should make use of various forms of information coming from different sources.

Communication skills enable the decision-maker to listen to, understand and appreciate the stand of the other stakeholders and get her message across. A good decision-maker should be open and encouraging towards different viewpoints and aim at mutual understanding and consent while acting with assertiveness and conviction.

4.4.3 Working in meetings

Gender mainstreaming is a controversial topic. It may incite strong feelings in those both who are pro and against it. In order to work successfully with other stakeholders in meetings, gender focal points and other staff responsible for gender mainstreaming require various skills concerning making a presentation, facilitating group meetings, initiating brainstorming and giving constructive feedback.

A successful presentation of your gender mainstreaming policy and plan in meetings with various stakeholders requires that you:

- know the attitudes and knowledge of the audience concerning your topic beforehand.
- establish your credibility as a speaker before you start your presentation by stating your experience and expertise on the topic.
- are clear about the message of your presentation and that your presentation is structured with an introduction, body and summary and with key points identified.
- control the time so that you will not run out of time before you emphasize the key points of your presentation.
- communicate well both verbally and non-verbally, by using a confident tone of voice, adopting a body posture that is engaged with the audience and avoiding the use of distracting hand gestures.

Effective facilitation of group discussions is crucial as these discussions may have a significant impact in promoting (or obstructing) gender mainstreaming. Facilitation of group discussions involves creating a participatory forum of dialogue and exchange. As such, it entails encouraging participation of all those present while being clear on the objectives and the focus of the discussion. Another important point to keep in mind is ensuring that there are participants responsible for time-keeping and record-keeping, and summarizing the main points of the discussion, as the session draws to an end.

Brainstorming is a crucial part of consensus building throughout group discussions. The initial step of brainstorming involves collecting ideas and recording them on a flip chart where they can be seen by everyone. The next step is encouraging people to clarify and discuss them. This step entails the elimination of some ideas and the clustering of some others which are similar. In the end, the group collectively reaches an outcome in the making of which everyone has participated.

Giving constructive feedback is a valuable communication skill which enables the creation of a participatory and empowering environment during group meetings. Constructive feedback should involve:

- Focus on behavior
- Focus on change
- Being specific
- Taking personal responsibility
- Allowing freedom to change or not to change

Source: Learning & Information Pack: Process and Advocacy Skills, UNDP Gender In Development Programme, January 2001.

4.4.4 Dealing with resistance

Gender mainstreaming is a controversial issue and some people may react to it with passive or active resistance. Some types of resistance and possible ways of dealing with it are the following:

- 1. Denial:** Denying the existence of gender gaps or discrimination against women.

Countering denial: Present concrete statistical evidence of gender gaps and of discriminatory practices.

- 2. Inversion:** Putting the blame on the victim, in this case, on the women arguing that it is women's own fault if they are not participating sufficiently. Denial is closely connected with inversion.

Countering inversion: Present examples of gender discrimination in girls' and women's access to resources and opportunities; highlight the consequences of this discrimination on women, children and girl children.

- 3. Dilution:** Denying that there is a structural problem of resources being controlled by men or there is discrimination against girls and women while admitting that there is a problem of women's development at the level of welfare and access to resources.

Countering dilution: Reveal the dimension of the problem arising from gender discrimination, women's lack of participation, women's lack of control over resources.

- 4. Selection:** Selective choice of programme priorities or limiting the programme to particular welfare-level projects.

Countering selection: Ensure that gender issues should be the focus of all stages of a programme implementation from identification of the problem to determining program objectives and program implementation.

5. **Subversion:** Pursuing gender issues in a manner that perpetuates the status quo, which means, no change.

Countering subversion: Be alert to any institutional lack of interest to pursuing gender issues in programme implementation. Look for alternative departments or agencies to implement particular projects or programmes.

6. **Shelving:** Postponing the initiative or programme by arguing that "the time is not yet ripe".

Countering shelving: Take the shelved project to another department responsible or to another agency.

7. **Lip service:** Referring to the concepts of empowerment and control verbally without taking any concrete action appropriately.

Countering lip service: Ensure that there is an effective monitoring and evaluation structure of the agency that regularly assesses the programme progress and effectiveness.

8. **Compartmentalization:** Giving the responsibility for women's development to a separate women's unit in order to sideline the issue.

Countering compartmentalization: Bring up gender issues in every instance in a meeting reminding the participants about the pervasive and crucial nature of gender issues as well as their relevance to all items of the agenda of development.

9. **Tokenism:** Having token women in all discussions to "address gender issues and to acknowledge the woman's point of view".

Countering tokenism: In a meeting join with the token woman in identifying and pursuing gender issues, and encourage others to join the process.

10. **Investigation:** Claiming that "more research is needed on the issue" before any action shall be taken.

Countering investigatory diversions: Argue for action on the basis of the existing information on the issue and assert that the suggested research, though needed, is not a pre-condition for action.

Source: Learning & Information Pack: Process and Advocacy Skills, UNDP Gender In Development Programme, January 2001.

4.4.5 Being assertive

Assertiveness is a key skill in dealing with resistance. Key aspects of assertiveness include:

- Being clear in your mind about your message
- Repeating your message as needed – until you are being heard and acknowledged
- Rephrasing your message so that you would not give the impression that you are pushing the same point relentlessly
- Listening to resistance and ensuring that she feels that she is heard and taken seriously
- Maintaining eye contact (in appropriate cultural contexts)
- Speaking with conviction and confidence
- Keeping calm and not raising your voice
- Identifying allies who can be very useful in providing you with confidence and reassurance
- Returning to the issues on subsequent occasions, if no resolution is immediately forthcoming
- Anticipating resistance

Source: Learning & Information Pack: Process and Advocacy Skills, UNDP Gender in Development Programme, January 2001.

Info

Constructive feedback...

- focuses on behavior and not on personality.
- focuses on change as giving feedback on behaviors that are difficult to change often creates anxiety.
- is specific and not generalizing in order to make action on the feedback more likely.
- is constructive which helps the recipients to develop and improve.
- is about taking personal responsibility for your feedback since it is only your own view of another's performance – it is not the truth or the final work.
- is about allowing freedom to change or not to change on the part of the recipients.

Source: Learning & Information Pack: Process and Advocacy Skills, UNDP Gender in Development Programme, January 2001.