



Handbook on concepts and methods for mainstreaming gender equality

SECTION 1

Toolkit

on mainstreaming gender equality
in EC development cooperation



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INTRODUCTION

This Handbook constitutes Section 1 of the Toolkit on Mainstreaming Gender Equality in EC Development Cooperation. The Handbook gives guidelines on how to mainstream gender equality in the two main aid delivery methods, namely the project approach and the sector approach. It also recalls the principles, the legal basis and the political framework underpinning the EC approach to gender equality and it provides concrete operational guidelines on how to mainstream gender equality in country programming and the different modalities of aid implementation.

Information in this Handbook is designed to complement other guidelines in current use on project cycle management (PCM) and sector programmes (SP) and other programming tools, such as the Guidelines for the Implementation of the Country Strategy Papers (CSPs), discussed in Chapter Three of this Handbook.¹

The Handbook is structured as follows:

- **Chapter One** provides the rationale, concepts, and approaches relative to mainstreaming gender equality in development cooperation.
- **Chapter Two** presents EC policy commitments and legal instruments dealing with the integration of gender in development cooperation, and an overview of the international context.
- **Chapter Three** focuses on mainstreaming gender equality into the Country Strategy Papers.
- **Chapter Four** discusses mainstreaming gender equality in the project approach, focusing on gender equality as a part of the quality assessment framework.
- **Chapter Five** presents information on mainstreaming gender equality in Sector Programmes. This is particularly relevant in light of the increasing application of this aid modality.
- **Chapter Six** provides tools for integrating gender at various stages in the project/programme cycle.

The detailed Table of Contents and numerous cross-references are designed to assist readers in identifying as quickly as possible the chapter or section which responds to their needs. Cross-references to other chapters of the Handbook are made in the form 'Chapter One', etc.

¹ Project Cycle Management Guidelines, EC/EuropeAid (March 2004), http://europa.eu.int/comm/europeaid/qsm/documents/pcm_manual_2004_en.pdf (hereinafter EC PCM Guidelines 2004) ; Guidelines for European Commission Support to Sector Programmes, EuropeAid (2003), <http://www.sti.ch/pdfs/swap312b.pdf>; EC Guidelines for the Implementation of the Common Framework for Country Strategy Papers (2001), http://europa.eu.int/comm/external_relations/reform/document/iqsg_04_01.pdf



CHAPTER ONE

Mainstreaming gender equality in EC development cooperation – rationale, concepts and approaches

Overview

The Community considers development policy as a multidimensional process that covers **broad-based equitable growth**, social services, environment, **gender issues**, capacity and institutional building, private sector development, **human rights** and good governance. The concept of sustainable development encompasses these new priorities.²

Thus, current definitions and approaches recognise that development, poverty reduction, and the realisation of human rights are inextricably intertwined and involve the reduction of gender inequalities as an integral element. The interrelationships between gender equality and the other priorities of sustainable development and the rationale for mainstreaming gender equality in development cooperation are explored in more detail in subsequent paragraphs.

In this chapter, the first section presents the rationale for mainstreaming gender equality in EC development cooperation. The second section is devoted to key concepts, and the third to approaches to mainstreaming gender equality.

1.1

Rationale for mainstreaming gender equality in EC development cooperation

1.1.1

Development, poverty and gender

The main objective of Community development policy is to reduce and, eventually, to eradicate poverty. Poverty, however, is understood not simply as a lack of income and financial resources, but also as encompassing the notion of *inequalities* in access to and control over the material and non-material benefits of any particular society. These material and non-material resources include rights, political voice, employment, information, services, infrastructure and natural resources. An important determinant of inequality in access to and control over societal resources and benefits is *gender*. Therefore, redressing gender inequalities is an integral part of Community development policy, strategy and implementation.

Gender and Poverty Reduction

A disproportionate majority of the world's poor are women. Therefore the promotion of gender equality is important for the overarching goal of poverty reduction by 2015 ... Women's contribution to development is achieved in the face of numerous obstacles limiting the outcome of their work and reducing benefits for themselves and to society as a whole. The importance of women's economic, social and environmental roles across the life course, in developing countries has led to increasing international recognition that their full participation without discrimination is indispensable for sustained and effective development.³

² Communication from the Commission to the Council and the European Parliament on the European Community's development policy, COM (2000)212 final (page 7).

³ Regulation (EC) No. 806/2004 of the European Parliament and of the Council of 21 April 2004 on promoting gender equality in development cooperation, at europa.eu.int/comm/europeaid/projects/gender/documents/regulation_806_2004_en.pdf (see Chapter Two, 2.1.2). The Regulation establishes the legal basis for the Gender Budget Line. The poverty reduction target referred to relates to Millennium Development Goal 1 (see Chapter Two, 2.3.3).

1.1.2

Development, human rights and gender

As noted in the Overview to this chapter, human rights are regarded as an integral element of the Community development policy.⁴ Adopting a rights-based approach to development means that individuals have equal **rights** – not just **needs** – to participate in and benefit from the development process.

Gender equality and non-discrimination on the basis of sex are fundamental human rights, recognised by a number of international legal instruments and declarations and enshrined in most national constitutions.⁵ However, often national laws (by the letter or by application), customary law or societal structures result in differential treatment of women and men or boys and girls. Most human rights instruments are 'gender-neutral' in that they guarantee that all citizens will be treated without discrimination by the State, but that guarantee alone is insufficient to address inequalities which already exist. The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) moves beyond statements guaranteeing equality and sets out measures aimed at achieving substantive equality in all fields and across all sectors. CEDAW thus provides a universal framework for rights-based development.⁶

1.1.3

Gender as a cross-cutting development issue

Gender equality is regarded as a cross-cutting development issue along with good governance, human rights, and environmental sustainability. Like other cross-cutting issues, gender equality is an important development objective in itself, but it is also instrumental for the achievement of poverty reduction and any other development goal.⁷ The achievement of gender equality is bound up with all other goals of sustainable development, such as the achievement of human rights and democracy. Gender equality is also fundamental for the achievement of more specifically sectoral goals such as those relating to universal primary education or health for all.

The analysis and integration of cross-cutting issues in development programmes is one of the EC's requirements for **quality assurance**. The quality of development interventions has also to be assessed against their relevance to the actors in development, that is, to the different experiences and needs of women and men, boys and girls, in diverse social, economic, geographic and political contexts.

⁴ The Treaty of Nice (2000) extended the objective of promoting respect for human rights and fundamental freedoms from development cooperation to all forms of cooperation with third countries (Art.181bis TEC). Since 1992 the EU has included in all its agreements with third countries a clause defining respect for human rights and democracy as 'essential elements' in any relationship with the EU. See Communication from the Commission to the Council and the European Parliament on the EU role in promoting human rights and democratization in third countries, COM(2001)252 final.

⁵ References and details are provided in Chapter Two.

⁶ See Kit on the Convention on the Elimination of All Forms of Discrimination Against Women (1979) prepared by UNICEF/UNIFEM (1995), CEDAW is discussed further in Chapters Two and Three.

⁷ The Statement by the Council and the Commission on the European Community's development policy stresses the need to promote cross-cutting concerns 'comprising the promotion of human rights, equality between men and women, children's rights and the environmental dimension'. The Statement declares that 'cross-cutting topics are at once objectives in themselves and vital factors in strengthening the impact and sustainability of co-operation' (page 6). http://europa.eu.int/comm./development/lex/en/council20001110_en.htm. See, inter alia, EC PCM Guidelines 2004, op. cit).

1.2

Key concepts⁸

Gender has been defined as 'a concept that refers to the social differences, as opposed to the biological ones, between women and men, that have been learned, are changeable over time and have wide variations both within and between cultures'.⁹ Neither women nor men, however, are homogeneous groups, as all individuals are also distinguished by their belonging to other social categories such as class, age, and ethnicity.

Gender roles are described as being 'socially constructed', which means that they are shaped by a multiplicity of social, economic, political, cultural and other factors, and will change with changes in these formative influences. For example, if many of the male adults in a society are absent for war or for work for a long period of time the roles of women will inevitably change. They will take on more responsibilities as household heads and as bread-winners, but whether these changes will be permanent or will receive social or legal validation also varies from circumstance to circumstance.

Gender roles in post-conflict Rwanda

One of the most far-reaching effects of genocide and war can be a change in gender roles. The 1994 genocide in Rwanda left behind unprecedented distortions in social relations and exacerbated the already existing gender imbalances and inequalities. Today 34% of households in Rwanda are headed by women. The post-genocide period has also been characterised by women taking on non-traditional roles such as managing financial resources, and building houses and roads.

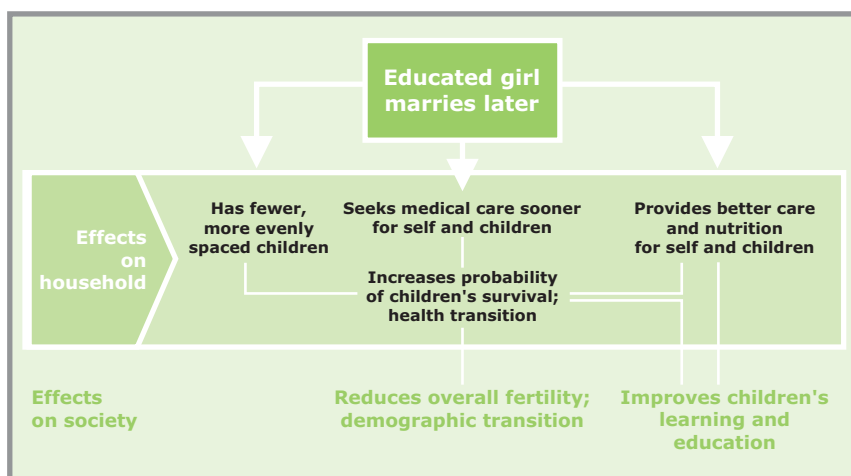
Adapted from *Draft Joint Annual Report*, 2003, Annex VI (EC Delegation in Kigali / Ministry of Finance and Economic Planning of Rwanda).

Changes in **gender roles** can be spontaneous or can result from planned policies and interventions, such as development programmes. As development programmes create changes (in one or several dimensions) they inevitably impact upon gender roles and relationships, whether or not that is their stated objective. A programme which results in enhanced education and literacy for women will create changes in the way they perceive their role in the private and public spheres. Experience and research shows that enhancing girls' education has a positive effect on the health and well-being of their families when they become mothers, but enhanced education can also create demands for a more active economic or political role for women which must be met. This implies that men need to become aware of the mutual advantages that such a transformation can entail, that they are actively involved in the process, that they are ready to take up new and different roles and responsibilities, such as sharing of family care, and that they need to make attitudinal changes relative to sexual and reproductive matters.

⁸ Section Three of the Toolkit provides a more extensive glossary of terms and concepts relative to gender and development.

⁹ *One Hundred Words for Equality: A glossary of terms on equality between women and men* (DG Employment and Social Affairs, 1998), http://europa.eu.int/comm/employment_social/equ_opp/glossary/glossary_en.pdf.

Educated girls lead different lives



Source: Mehrotra and Jolly 2000.

Gender relations have been described as 'the relationship and unequal power distribution between women and men which characterise any specific gender system'.¹⁰ Women's and men's respective gender roles are not only different, but are also unequal in weight, power and value.

Gender equality does not mean that women and men should be 'the same', or that there must be equal numbers of men and women or of girls and boys in all activities. It does mean that 'all human beings are free to develop their personal abilities, and make choices without the limitations set by strict gender roles; that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally'.¹¹

Gender inequality shows itself in many ways, but can be summarised as unequal access to and control over the various material and non-material resources and assets of their society. In all societies the woman's role is the inferior one in the relationship. In no country in the world do women have equal access to power and decision-making; in every country in the world the jobs predominantly done by women are the least well paid and have the lowest status.¹²

Inequality relates to lack of access to rights, assets and decision-making; and to lack of control over various facets of one's life. A description of categories of inequalities is outlined in the box on the following page.

¹⁰ Ibid.

¹¹ Ibid.

¹² Janet Henshall Momsen, *Gender and Development* (Routledge, 2004). While it is possible to make broad generalisations about regional differences in gender disparities it has also been noted that 'highlighting differences among regions can mask diversities within regions, recognition of which is critical to informed policy-making and programming at the national level. See *Engendering Development* (IBRD/World Bank, 2001), Chapter 1.

Gender inequality in relation to...

Rights

Enjoyment of rights might be different for women and men in the legal framework of many countries, whether because of statutory law, customary law or tradition.

In Cameroon the law gives a woman the freedom to organise her own business, but the law also allows a husband to end his wife's commercial activity by notifying the clerk of the commerce tribunal of his opposition based upon the family's interest.¹³

In some South Asian and Middle Eastern countries women cannot travel without their husband's consent.

Physical assets: property, land, water, shelter, infrastructure

Legal, cultural and social norms shape the different ways in which women and men can own, access or manage natural resources and infrastructure.

In many countries women's names do not appear on land ownership titles and they have no access to land as collateral or as part of their inheritance in case of divorce.

In Sub-Saharan Africa women are responsible for up to 80% of food production but own only 1% of the land.

Non-physical assets: education, training, finance, paid employment

Globally, women are still discriminated against in the labour market, concentrated in the low-paid and more insecure forms of employment and often excluded from social security schemes.

Only 30% of the work carried out by women is salaried, although they perform an unrecorded proportion of unpaid work related to their reproductive and care roles in family and community.

Women constitute 25% of the world's salaried employees yet their share comprises half of the total hours worked globally. Women in Asia and Africa work 13 hours more per week than men and are mostly unpaid. Worldwide, women earn 30 to 40% less than men for doing equal work.

Participation and decision-making

Traditional patriarchal power relations and institutions make it difficult for women to be fairly represented in decision-making and at the senior levels of political life.

Women are vastly under-represented at all levels of government, limiting their power to influence governance and public policy. They hold less than 10% of seats in parliament in all regions except East Asia. And in no developing region do women hold more than 8% of ministerial positions.¹⁴

Information adapted from *Human Development Report* (UNDP 2000), unless otherwise indicated.

¹³ Cameroon Gender Profile prepared for the MTR 2004, EC Delegation.

¹⁴ See *Engendering Development* (IBRD/World Bank, 2001).

1.3

Approaches to mainstreaming gender equality

The current approach to mainstreaming gender equality in development cooperation is the result of a gradual process of reflection in the international community, in both academic and development circles. 'In the past, development programmes tended to focus exclusively on women and had little success in enhancing women's positions in society, improving their livelihoods or increasing gender equality [...] it is now recognised that women and men have to be equally involved in setting goals, and elaborating strategies and plans so that development objectives are gender-sensitive. In this way the priorities and needs of both sexes are addressed and taken into account. This makes for effective, long-lasting, and sustainable equitable development co-operation with a positive impact in terms of meeting poverty reduction goals'.¹⁵

From Women in Development (WID) to Gender and Development (GAD)

The current approach to gender and development has been evolving gradually since the 1970s. The UN International Year of Women (1975) and the International Women's Decade (1976–85) saw the establishment of women's ministries in many countries and the adoption of Women in Development (WID) policies by donor agencies, governments and NGOs. The main aim of WID was to integrate women into economic development by focusing on income-generating projects for women. Most of these projects achieved little success as they ignored the underlying structural inequalities in such areas as land ownership, access to markets, credit and information.

The Gender and Development (GAD) approach originated among researchers and implementers in the mid 1970s and focused on the ways in which development affects existing gender relations between men and women and vice versa. GAD advocates criticised the WID approach for treating women as a homogeneous category, and emphasised the influence on development outcomes of differences in class, age, marital status, religion and ethnicity as well as gender. Proponents of GAD distinguished between **practical** gender needs i.e. needs for items which would improve women's lives within their existing roles (e.g. more efficient cooking stoves), and **strategic** gender needs which must be met if women are to be enabled to take on new roles and to become empowered (e.g. increased access to education and information, legislative changes, representation in decision-making bodies).

The Fourth World Conference on Women (FWCW), held in Beijing in September 1995, 'was groundbreaking in shifting the discourse from Women in Development (WID) to Gender and Development (GAD)'.¹⁶ The term 'gender mainstreaming' also came into widespread use with the adoption of the Beijing Platform for Action (PFA) at the close of that conference.

Adapted from Janet Henshall Momsen, *Gender and Development* (Routledge, 2004).

Gender mainstreaming is a strategy aimed at achieving gender equality. As stated in the preceding box this term and approach came into widespread use after the FWCW.

¹⁵ Communication from the Commission to the European Parliament and the Council on the Programme of Action for the mainstreaming of gender equality in Community development cooperation, adopted 21 June 2001, COM (2001)295 final, page 6 paragraph 3, http://europa.eu.int/comm/europeaid/projects/gender/documents/gender_programme_of_action_en.pdf

¹⁶ See Communication on the Programme of Action, op. cit., page 7 paragraph 4.1.

The EC Regulation on promoting gender equality in development cooperation 2004–2006¹⁷ states that:

'gender mainstreaming' concerns planning, (re)organisation, improvement and evaluation of policy processes, so that a gender equality perspective is incorporated in all development policies, strategies and interventions, at all levels and at all stages by the actors normally involved therein.

The key points to note are that:

- ☒ first, the interdependent or complementary roles of men and women are recognised, so that one cannot be changed without also affecting the other;
- ☒ second, that gender issues are not confined to one sector but must be addressed across the board;
- ☒ third, that gender issues are not confined to the population of programme 'beneficiaries' but must be addressed also at macro (policy) and meso (institutional/delivery systems) levels;
- ☒ fourth, that they must be addressed at every stage in the programme cycle, beginning with identification and formulation, and continuing through implementation, monitoring and evaluation phases.

In order to achieve gender equality, gender mainstreaming must be complemented by specific actions for women, or for men, where striking disparities still remain (see below).

Key steps in gender mainstreaming¹⁸

Gender mainstreaming is a strategy to achieve gender equality. In order to mainstream gender equality in development cooperation programmes and related activities a number of steps are essential:

- **Statistics disaggregated by sex** and **qualitative information** on the situation of women and men must be obtained for the population in question. This information is required not only at project/programme beneficiary level, but also at the macro and meso levels.
- A **gender analysis** should be conducted with regard to the gendered division of labour, access to and control over material and non-material resources, the legal basis for gender equality/inequality; political commitments with respect to gender equality; and the culture, attitudes and stereotypes which affect all preceding issues. Gender analysis should be conducted at the micro, meso and macro levels.
- Gender analysis of a programme or project concept should reveal whether **gender equality objectives are articulated in the initial idea**, whether or not the planned activity will contribute to or challenge existing inequalities, and whether there are any gender issues that have not been addressed.
- During the **identification and formulation phases**, gender analysis contributes to the identification of **entry points for actions** that will be needed in order to meet gender equality objectives.
- A **gender-sensitive monitoring and evaluation system** should also be in place from the design phase onwards, including the establishment of **indicators** to measure the extent to which gender equality objectives are met and changes in gender relations achieved.

¹⁷ Regulation (EC) No.806/2004 on promoting gender equality in development cooperation, op. cit.

¹⁸ See Chapters Four and Five, below, for detailed treatment of these issues, and Chapter Six for tools for the application of this information.

Gender analysis is the systematic attempt to identify key issues contributing to gender inequalities so that they can be properly addressed. Gender analysis provides the basis for gender mainstreaming and is described as 'the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc., between women and men in their assigned gender roles'.¹⁹

Gender analysis is also necessary to determine whether specific actions are needed for women or men, in addition to mainstreaming activities.

Gender analysis should be conducted at all levels, from the grass roots through intermediate levels such as service delivery systems to the highest political levels, and across all sectors and programmes of development cooperation.

As stated above, gender roles and power relations vary according to specific country, cultural and social situations. In each case gender analysis is required to identify the different obstacles and opportunities facing women and men in the society in question, and to plan possible strategies to overcome them. An analysis of gender issues must also recognise the other diversity issues which affect all members of society, such as age, ethnicity and socio-economic conditions. Neither women nor men constitute a homogeneous group.

In order to do a gender analysis, both sex-disaggregated statistics and qualitative information are needed. A gender analysis needs to be made at the beginning of the process: it should be incorporated in the CSP and at key decision-making points throughout the cycle of the project approach or the sector programme approach.

Gender mainstreaming to enhance policy impact: the education sector approach in Uganda

An integrated sector approach to gender equality, as part of an explicit national policy in the education sector, was followed in Uganda in the late 1990s.

In 1996 the Ugandan government announced that primary education would be free for up to four children per family, two of whom had to be girls (plus all orphans). As a result enrolment figures went up dramatically. To enable the policy to be implemented, the Uganda Education Strategic Investment Plan (ESIP) 1998–2003 was developed and supported by a group of donors. The policy, and its implementation through the provisions guaranteed under the ESIP, ensured equal access to education for girls and boys, and the Education Sector Programme had a gender quality component from the very beginning. Support from the Ministry of Finance was also a key factor.

However, gender analyses throughout the implementation phase enabled the identification of a number of factors that were putting at risk the real achievement of the equality objective. The analyses revealed that girls' drop-out rates were very high – only 20% of the girls enrolled in 1999 were deemed to be able to complete the primary cycle. One problem identified was that the emphasis on including an equal number of girls had resulted in neglect of other factors essential to the sustainability of the overall mainstreaming process. Thus gender analysis at the implementation stage resulted in the introduction of a number of complementary and corrective measures, such as making the curricula more gender-sensitive, sensitising teachers to gender issues in their communication with girls and boys in the classroom, involving families to a greater extent and highlighting the relevance of education for their daughters.

Adapted from *Gender Equality in Sector-wide Approaches: a reference guide* (OECD, 2002).

¹⁹ *One Hundred Words for Equality*, op. cit. Gender analysis requires a high level of multidisciplinary expertise and is usually outsourced. However, all EC staff dealing with development cooperation should be familiar with the key elements. A number of analytical frameworks and tools are included in Chapter Six.

Women-specific actions. The imperative of gender mainstreaming does not preclude the need for specific actions for women, aimed at redressing serious inequalities between women and men. Specific actions, like mainstreaming actions, need to be determined on the basis of a comprehensive gender analysis, and must also be time-bound. It is important that specific actions in favour of women do not create a backlash from men, and that ways are found to ensure the support of the persons who are not the subject of specific treatment.

People who oppose specific actions for women often maintain that it is demeaning to give them special treatment, and even that it is contrary to human rights.²⁰ However, specific actions aim to create a critical mass²¹ of the disadvantaged group whereby their voice can be heard.

Empowering women in Jordan: specific actions for women lead to mainstreaming of gender concerns

The Women in Parliament project (December 2001–June 2003) aimed to enhance women's participation in elections both as voters and candidates. Participation at meetings organised around their concerns enhanced women's self-confidence and sense of self-worth. It also changed men's perceptions of the capacities and role of women. Not only did male candidates become increasingly aware of women as a constituency, and of the need to address their concerns in order to win votes, but the enhanced self-confidence of women began to have an impact at the domestic level in terms of shared decision-making in the household and family.

Women became aware of the need to be informed of specific gender disparity issues as well as broader social, economic and political issues if they wished to stand for election or even to enhance their role in the community. They realized it was no longer enough simply to be a woman candidate.

Both men and women became more legally literate and gained a better understanding of the centrality of gender equality to the democratic process.

Adapted from Gender Equality in Development Co-operation: from policy to practice – the role of the European Commission (European Commission, DE 119, September 2003).

Masculinity refers to stereotypical traits and attributes associated with men. The **men and masculinities** approach is based on the idea that masculine values, roles and behaviour need to be examined and analysed along with those of women.²² Gender analysis as a basis for gender mainstreaming may reveal a need for specific actions to be taken with respect to boys and men, in order both to involve them in support for women's empowerment efforts and to address some male-specific vulnerabilities.

²⁰ CEDAW, unlike previous international instruments concerned with non-discrimination between the sexes, allows for the establishment of 'temporary special measures' (specific actions) such as quotas to ensure equality (see Chapter Two, 2.2.1).

²¹ A critical mass is usually defined as the minimum of a non-majority group necessary before sustainable change can occur in an institution or structure which affects the status of that group, though they are under-represented there. The UN estimates the critical mass threshold to be between 30% and 35% participation by a non-majority group.

²² ILO Bureau for Gender Equality, *Gender Audit Manual* (ILO, 2004), page 5.

Working with men and boys on gender-based violence

Research and studies on gender-based violence have shown that starting with adolescent boys is an effective strategy, in particular if it is combined with building partnership between boys and girls and the actors working to end violence. For example, it has been found that, for some young men, reflecting on their exposure to negative forms of male behaviour (such as their fathers' use of violence), becomes a powerful tool for change. If boys learn to be respectful of their partners they often continue this behaviour into adulthood. By focusing on boys' and men's responsibilities, men are no longer seen as simply part of the problem but rather as part of the solution.

Source: EC Programming Document for 2005 and 2006, Thematic Assistance: Promoting gender equality in development cooperation, Budgetary Item 210206, http://europa.eu.int/comm/europeaid/projects/gender/documents/programming_2005_2006_en.pdf.

Equal opportunities actions and gender mainstreaming are related but not synonymous concepts. If an institution guarantees absence of barriers to recruitment (with regard to gender, ethnicity or other differences) it guarantees only that professional qualifications for the post will be judged regardless of other qualities of the participant. Equal opportunities actions do not seek to redress inequalities, but provide formal legal provision guaranteeing that no discrimination on the basis to sex or other factors will prevent the enjoyment of civil or human rights. Equal opportunities actions assume that all 'players' have the same starting conditions and capabilities to succeed.

In the case of education, for example, the formal provision of universal access does not ensure that groups which have been historically excluded, such as girls from nomadic groups, will actually be able to enjoy their full right to education. Gender mainstreaming as a strategy for achieving gender equality is more proactive, and on the basis of analysis of gender inequalities would result in adjustments to the programme or planned interventions to ensure that the diverse conditions of the intended users are accommodated. In the case cited above, the education system would promote equity of access to girls from nomadic groups or from rural communities by establishing flexible hours, instituting mobile schooling, improving student transport arrangements, and so forth.

Risks in not mainstreaming gender equality

It is increasingly recognised that programmes in any sector which disregard gender inequalities usually make those inequalities worse.

For example, a vocational training programme which is designed to operate without discrimination according to gender or other dimensions may unwittingly, through its organisation, timing, curriculum, physical location, facilities or eligibility requirements, serve to exclude all or most women, if existing differences between men and women have not been factored into programme design through previous gender analysis. The end result of a vocational training programme which by its intrinsic qualities excluded women would be to enhance further the capacity of men, who are already better endowed with skills and employment prospects, and thus leave women even further behind.

Similar examples may be drawn from other sectors and priority areas.



Further reading

- *Engendering Development – Through Gender Equality in Rights, Resources, and Voice* (International Bank for Reconstruction and Development/World Bank, 2001)
- Henshall Momsen, Janet, *Gender and Development* (Routledge, 2004)

CHAPTER TWO

EC commitments to gender equality and the international context²³

Overview

Gender equality is a principle, an objective and a task for the EC and is enshrined in the EC Treaty and in the Charter of Fundamental Rights of the European Union (2000).²⁴

The EC and many of its partner countries are signatories to international agreements and declarations relative to the promotion of gender equality. For example, the EC has supported initiatives that aim to reduce gender inequalities and promote women's rights, such as CEDAW (1979), the Cairo Programme of Action (1994), the Beijing PFA (1995), and the Declaration of the Millennium Development Goals (2000).

The first part of this chapter presents some key commitments on mainstreaming gender in development cooperation from EC policy and legal documents. The second part of the chapter reviews the international context against which the EC has taken those specific commitments.

Relevant articles from the EC Treaty²⁵

Article 2

The Community shall have as its task, by establishing a common market and an economic and monetary union and by implementing common policies or activities referred to in Articles 3 and 4, to promote throughout the Community a harmonious, balanced and sustainable development of economic activities, a high level of employment and of social protection, equality between men and women, sustainable and non-inflationary growth, [...]

Article 3.2

In all its activities, the Community shall aim to eliminate inequalities, and to promote equality, between men and women.

2.1

The European dimension

In order to reduce inequalities and promote gender equality in development cooperation, the EC has chosen two complementary approaches: mainstreaming gender and promoting specific measures in favour of women where they are seriously disadvantaged.

²³ EC policy and legal documents referenced in this Handbook, with the exception of those referring to TACIS and CARDS, can be found at http://europa.eu.int/comm/europeaid/projects/gender/about_gender_en.htm#eur_dim

²⁴ See the Charter of Fundamental Rights of the European Union (December 2000), especially Article 21 on non-discrimination, Article 23 on equality between men and women, and Article 33 on family and professional life

²⁵ See the Consolidated version of the Treaty establishing the European Community (December 2002), articles 2 and 3.2 (*Official Journal of the European Communities* C 325/33, 24.12.2002). The EC Treaty can be found at http://europa.eu.int/eur-lex/en/treaties/dat/EC_consol.pdf

The following paragraphs provide information on:

- the main policy document on the EC's commitment to mainstream gender in development cooperation, namely, the **Programme of Action for the mainstreaming of gender equality in Community development cooperation**;
- the key legal document on promoting gender equality in development cooperation, namely, the **Regulation on promoting gender equality in development cooperation**;
- gender provisions in **Regional Agreements and Regulations** (ACP, ALA, MED, TACIS and CARDS).

2.1.1

The Programme of Action for the mainstreaming of gender equality in Community development cooperation

The *Programme of Action for the mainstreaming of gender equality in Community development cooperation (2001–2006)*²⁶ takes a number of EC and international commitments as its frame of reference.

The Programme of Action (PoA) states as its main objectives the integration of gender issues in the six priority areas for EC development cooperation; the mainstreaming of gender in projects and programmes; and the strengthening of the Commission's internal capacity, tools and methods.

Through the adoption of the PoA the Commission has committed itself to undertake a number of initiatives relative to each of these three objectives, which can be summarised as follows:

- a. Integration of gender issues into the six priority areas for EC development cooperation (support to macroeconomic policies, poverty reduction strategies, and social sector programmes in health and education; food security and sustainable rural development; transport; institutional capacity-building, good governance and the rule of law; trade and development; regional integration and capacity-building).

In respect of these six priority areas the Commission will:

- review and analyse policy guidelines relative to the integration of gender;
 - strengthen the use of gender-sensitive output indicators for sectoral policies and strategies;
 - reinforce, at the Delegation level, capacity for sectoral policy dialogues with governments and civil society to bring gender issues and women increasingly to the forefront;
 - strengthen quality assurance mechanisms from a gender point of view.
- b. Mainstreaming gender within projects and programmes designed at country or regional level

At country level the Commission will:

- engender programme guidelines in all areas and encourage delegations and partner countries to address gender mainstreaming in Poverty Reduction Strategy Papers (PRSP) and Country Strategy Papers (CSP) and in annual progress reports;
- reinforce Commission staff in Delegations to carry out this work;

²⁶ Communication from the Commission to the European Parliament and the Council on the Programme of Action for the mainstreaming of gender equality in Community development cooperation, adopted 21 June 2001, COM (2001)295 final, http://europa.eu.int/comm/europeaid/projects/gender/documents/gender_programme_of_action_en.pdf

- strengthen the capacity of national gender experts in national ministries through involving them in the internal capacity-building exercise of the EC;
- strengthen in-country technical assistance;
- enhance collaboration on the ground with other donors to achieve gender equality goals.

At programme and project level the Commission will:

- base every project or programme on a gender situation analysis;
 - integrate gender considerations throughout the project cycle;
 - revise Evaluation Guidelines in order to address gender considerations, and include gender expertise in evaluation teams;
 - develop gender-sensitive indicators and sex-disaggregated data for specific projects and programmes.
- c. To strengthen the Commission's internal gender capacity, tools and methods the Commission will:
- review existing tools which need to be refined;
 - upgrade the Intranet site on Gender and Development;
 - provide gender training for staff in the Delegations and at Headquarters;
 - identify on-call technical assistance in gender issues at all levels;
 - strengthen partnerships with Member States, UN, civil society and other stakeholders for information on good practices.

2.1.2

The legal basis for thematic assistance (Gender Budget Line): Regulation (EC) No. 806/2004 of the European Parliament and of the Council of 21 April 2004 on promoting gender equality in development cooperation²⁷

The Regulation defines the objectives and priorities of EC action and the types of activity which can be financed by the EC. The EC can provide financial support for projects designed to enhance gender equality through its bilateral and regional cooperation with the African, Caribbean and Pacific countries, Asia and Latin America, the Mediterranean region, Eastern Europe and Central Asia, and the Western Balkans. In addition financial resources are made available to fund gender equality projects without any geographical limitation through the thematic budget line 'Promoting Gender Equality in Development Cooperation' (Gender Budget Line). Activities under the Gender Budget Line are cofinanced and should complement and reinforce assistance provided through other instruments mentioned above and detailed below at paragraph 2.1.3.

The Regulation on promoting gender equality in development cooperation (2004–2006) restates the need for complementary actions to achieve the goal of gender equality, namely gender mainstreaming and specific actions for women. The Regulation is shaped with reference to previous EC commitments on to integrating gender in development cooperation, and also with reference to the Beijing PFA (1995) and the UN Millennium Development Goals (MDGs), which call for gender equality and the empowerment of women.

The objectives to be pursued by the Regulation are:

- to support gender mainstreaming in all areas of development cooperation, combined with specific measures in favour of women of all ages, with the goal of promoting gender equality as an important contribution to poverty reduction;

²⁷ Official Journal of the European Communities L 143/40, 30.04.2004.

- to support endogenous public and private capacities in developing countries which can take the responsibility and initiative for promoting gender equality.

Activities eligible for financing include in particular:

- a. supporting specific measures related to access to resources and services for women and monitoring of such access;
- b. promoting the collection, dissemination and analysis and improvement of statistics and indicators disaggregated by sex and age, ex-ante and ex-post gender impact assessments, thematic studies, and other operational instruments;
- c. supporting awareness-raising and advocacy work and the establishment of stakeholders' networks in the field of gender equality;
- d. supporting activities aiming at strengthening the institutional and operational capacities of key stakeholders in partner countries in the development process.

**The thematic budget line 'Promoting Gender Equality in Development Cooperation' 21 02 06 (Gender Budget Line):
Priority areas of intervention for 2005 and 2006**

Priority area	Instruments
<input checked="" type="checkbox"/> Promoting gender equality in attitudes and behaviour of adolescent boys and girls in relation to violence against girls and women	Call for proposals
<input checked="" type="checkbox"/> Training and methodological support for key stakeholders in partner countries	Call for tender
<input checked="" type="checkbox"/> Workshops, conferences, and other supporting activities	Targeted actions

Source: EC Programming Document for 2005 and 2006 – Thematic assistance: Promoting gender equality in development cooperation.

Information about the Gender Budget Line, the procedures for selection of projects to be funded, and examples of EC-supported projects can be found on the EuropeAid website at http://europa.eu.int/comm/europeaid/projects/gender/index_en.htm

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2.1.3

Regional Agreements and Regulations

As stated above, the EC can provide financial support to projects designed to enhance gender equality through regional and bilateral cooperation.

2.1.3.1 Africa, the Caribbean and Pacific countries (ACP)

The Cotonou Agreement (2000),²⁸ which governs the cooperation between the EU and the African, Caribbean and Pacific (ACP) countries, includes a strong commitment to gender equality. It recognises equality between men and women as a central human rights issue and calls for positive actions in favour of women. The Agreement also calls for the strengthening of policies, strategies and programmes that improve, ensure and broaden the equal participation of men and women in all spheres of political, economic and social life, 'at every level of development cooperation, including macroeconomic policies, strategies, and operations'.

²⁸ ACP-EC, Cotonou partnership agreement, 23 June 2000.

The single most important provision of the Agreement with respect to gender is Article 31, entitled 'Gender Issues' (Part 3, Chapter 2, Section 4). The provision reads as follows:

'Cooperation shall help strengthen policies and programmes that improve, ensure and broaden the equal participation of men and women in all spheres of political, economic, social and cultural life. Cooperation shall help improve the access of women to all resources required for the full exercise of their fundamental rights. More specifically cooperation shall create the appropriate framework to:

- a. integrate a gender-sensitive approach and concerns at every level of development cooperation including macroeconomic policies, strategies and operations; and
- b. encourage the adoption of specific positive measures in favour of women such as:
 - i. participation in national and local politics;
 - ii. support for women's organisations;
 - iii. access to basic social services, especially to education and training, health care and family planning;
 - iv. access to productive resources, especially to land and credit and to labour market; and
 - v. taking specific account of women in emergency aid and rehabilitation programmes.'

2.1.3.2 Asia and Latin America (ALA)

Council Regulation (EEC) No 443/92 of 25 February 1992 on financial and technical assistance to, and economic cooperation with, developing countries in Asia and Latin America²⁹ provides the legal framework for the cooperation between the Community and the two regions Asia and Latin America (ALA). With respect to gender, Article 5 of Regulation No 443/92 states that:

'Furthermore, care should be taken to ensure not only that the changes brought in by the projects and programmes do not have any detrimental effects on the position and role of women, but that, on the contrary, specific measures, or even projects, are adopted in order to increase their active participation, on an equal footing, in the productive process and its results, and in social activities and decision-making.'

2.1.3.3 The Mediterranean region (MED)

The Barcelona Declaration of November 1995 translates global policy commitments on gender equality to the Mediterranean region, by recognising 'the key role of women in development' and the need to promote their active participation in economic and social life, and in the creation of employment'.³⁰

Council Regulation (EC) No. 2698/2000 of 27 November 2000,³¹ which amends Regulation (EC) No. 1488/96³² on financial and technical measures to accompany the reform of economic and social structures in the framework of the Euro-Mediterranean partnership, refers to the need to recognise and enhance women's social and economic roles and the importance of education and employment creation for women.

²⁹ Amended by Regulation (EC) No 807/03 of 14.04.2003 and published in the *Official Journal* L 052, 27.02.92.

³⁰ The Barcelona Declaration was adopted at the Euro-Mediterranean Conference of 27–28 November 1995.

³¹ *Official Journal of the European Communities* L 311/1, 12.12.2000.

³² *Official Journal of the European Communities* L 189, 30.07.1996.

With respect to gender, paragraph V of Annex II (objectives and rules for the implementation of Article 2 of Regulation 2698/2000) states that 'Measures taken under this Regulation shall take into account analyses of the needs and potential of men and women in economic and social life so as to include gender aspects in the programming and implementation of development cooperation. Special importance shall be attached to education and the creation of jobs for women.'

The Communication from the Commission to the Council and Parliament entitled 'Re-invigorating the Barcelona Process' (2000) emphasises 'the need to take account of the social impact of economic transition at the regional level to complement measures already included under the National Indicative Programmes (NIPs) of the Mediterranean partner countries'.³³ Enhancement of the role of women in economic development is specifically mentioned, along with the implementation of best practice on linking training policies with employment needs. Greater attention is recommended to the sector of justice and home affairs, which includes seeking conformity of judicial systems, including family and inheritance law.

2.1.3.4 The Commonwealth of Independent States (TACIS)

Council Regulation (EC, Euratom) No. 99/2000 of 29 December 1999³⁴ concerning provision of assistance to the partner States in Eastern Europe and Central Asia, states that the Programme for Technical Assistance to the Commonwealth of Independent States (TACIS) shall take into account 'the promotion of equal opportunities for women'.

2.1.3.5 The Balkan countries (CARDS)

Regulation No. 2666/2000 of 5 December 2000³⁵ sets out the framework for Community Assistance for the Reconstruction, Development and Stabilisation Programme for the Balkan Countries (CARDS). Article 2 point 2 states that 'Community assistance shall inter alia be for ... (d) social development with particular reference to poverty reduction, gender equality, education, teaching and training, and environmental rehabilitation'.

Evaluations of gender mainstreaming

The EC has commissioned several evaluations of the implementation of gender mainstreaming in development cooperation:

The Thematic Evaluation of the integration of gender in EC development co-operation with third countries (2003) addresses:

- policy synergies between gender and other goals of EC development cooperation;
- operationalisation of policy commitments to gender equality in EC development cooperation;
- integration of gender in procedures and instruments for managing EC development cooperation gender in Country Strategy Papers;
- the contribution of EC-supported development interventions to reducing gender inequalities.

See <http://europa.eu.int/comm/europeaid/evaluation/program/sectorrep.htm>

³³ Re-invigorating the Barcelona Process, Communication from the Commission to the Council and the European Parliament, COM (2000) 497 final.

³⁴ *Official Journal of the European Communities* L 12/1, 18.1.2000.

³⁵ *Official Journal of the European Communities* L 306/1, 7.12.2000.

Evaluations of gender mainstreaming

A complementary review conducted during the same year, the **Overall Assessment of operations funded under the Council Regulation (2836/98) on integrating gender issues in development co-operation**, examined the extent to which projects funded under the Gender budget line between 1998 and 2001 were consistent with the legal and policy commitments of the EC. The Assessment concludes that projects supported during that period were consistent with these commitments, though the experiences and outcomes of the projects have not been fully mainstreamed into the larger development co-operation programme of the EC.

See http://europa.eu.int/comm/europeaid/projects/gender/index_en.htm

An evaluation of gender mainstreaming in EC development cooperation was conducted by the NGOs One World Action and APRODEV in 2002. The report of the study was entitled *Everywhere and Nowhere: Assessing gender mainstreaming in European Community development cooperation*.

For more details see http://europa.eu.int/comm/europeaid/projects/gender/resources_en.htm

One World Action has launched a three-year programme aimed at closing the gap between policy and practice on gender, development, and women's human rights. "Closing the Gap" is possible through the support of the Community Fund.

See <http://www.oneworldaction.org/>

2.2

The international dimension

The EC legal and policy commitments mentioned above have been taken within a larger international context, and are evidence of the EC's participation in the global movement for gender equality. The following paragraphs provide information on:

- ☒ CEDAW, 1979;
- ☒ the Beijing Declaration and PFA, 1995; and
- ☒ the Millennium Declaration and the MDGs, 2000.

2.2.1

The Convention on the Elimination of All Forms of Discrimination against Women

This Convention, which was adopted by the UN General Assembly in 1979, is the most comprehensive and detailed international agreement on women's human rights. It establishes rights for women in areas not previously subject to international standards, most notably in personal and family life. It refers specifically to reproductive rights and the rights of rural women, bringing these 'new' issues strongly into the global agenda. As of March 2004, 177 countries have ratified³⁶ the Convention.

³⁶ Ratification means that the States Parties undertake to respect and realise the standards laid down by the Convention; ratification is the act that makes the provisions of the Convention legally binding for the State Parties. This act also formally establishes the dialogue between the State and the 'supervisory body' of the Convention (the Committee for the Elimination of All Forms of Discrimination against Women) and opens up the State to international scrutiny on the implementation of the provisions of the Convention.

Countries may ratify the Convention making 'reservations' or objections to certain Articles. This means that a ratifying State restricts the application of certain provisions of the Convention on the basis, for example, that the Article is not consistent with prevailing national laws. If a country has expressed a reservation on an Article it means that it is not legally bound to implement it. Ratifying countries must take all necessary steps to remove reservations progressively by bringing national laws into line with the provisions of the Convention.

Content of CEDAW

CEDAW is the most comprehensive agreement on basic human rights for women, and a critical step in developing a standard for such rights. The Convention contains 30 articles³⁷ and is based on three main principles, as follows:

The Principle of Equality, stating that:

- women are entitled to equal opportunities and treatment;
- women should have equal access to resources;
- women should not just receive formal equality, but laws may need to be changed and enforced so that results can be seen.

The Principle of Non-discrimination, stating that:

- discrimination is socially constructed, exclusionary and not essential to human interaction. It prevents women from enjoying their rights and fulfilling their potential;
- both direct discrimination (where intent exists) and indirect discrimination (the effect of unintentional actions) need to be actively redressed;
- temporary measures (specific actions) can be put in place to correct past discrimination;
- discrimination that occurs in the private sphere needs to be addressed, as much as discrimination in the public sphere.

The Principle of State Obligation, stating that

- once a State ratifies CEDAW it becomes party to legally binding obligations to eliminate discrimination against women. The State will abide by and be held accountable to the norms and standards mentioned in CEDAW;
- the State is responsible for the welfare of its women and therefore must take measures to protect their rights and redress any inequalities.

³⁷ The full text of CEDAW is available at <http://www.un.org/womenwatch/daw/cedaw/> along with lists of countries which have ratified it, reservations made by countries to different articles in the Convention, and periodic reports submitted by national bodies, both governmental and NGO.

Summary of CEDAW articles most relevant to
development cooperation activities

Article 1: Defines discrimination against women as any 'distinction, exclusion, or restriction made on the basis of sex, which has the effect or purpose of impairing or nullifying the recognition, enjoyment, or exercise by women, irrespective of marital status, on the basis of equality between men and women, of human rights or fundamental freedoms in the political, economic, social, cultural, civil, or any other field.'

Article 3: Requires that countries take action in all fields – civil, political, economic, social, and cultural – to guarantee women's human rights.

Article 4: Permits countries to take 'temporary special measures' to accelerate equality.

Article 5: Declares the need to take appropriate measures to modify cultural patterns of conduct as well as the need for family education to recognise the social function of motherhood and the common responsibility for raising children.

Article 6: Obligates countries to take measures to suppress trafficking in women and the exploitation of prostitution of women.

Article 7: Mandates countries to end discrimination against women in political and public life and to ensure women's equal rights to vote, to be eligible for election, to participate in the formulation of policy, to hold office, and to participate in associations and non-governmental organisations in these arenas.

Article 8: Requires action to allow women to represent their governments internationally on an equal basis with men.

Article 10: Obligates countries to end discrimination in education, including in professional and vocational training, access to curricula, and other means of receiving an equal education, and to eliminate stereotyped concepts of the roles of men and women.

Article 11: Mandates countries to end discrimination in the field of employment and to ensure equal rights to work and access to employment opportunities, to equal remuneration, to free choice of profession and employment, to social security, and to protection of health (including maternal health). It also ends discrimination on the grounds of marriage or maternity.

Article 12: Requires steps to eliminate discrimination in health care, including access to services such as family planning.

Article 13: Requires that women be ensured the same rights as men in all areas of social and economic life, such as family benefits, mortgages, bank loans, and participation in recreational activities and sports.

Article 14: Focuses on the particular problems of rural women, including participation in development planning and access to adequate living conditions and health care, credit, and education.

Article 15: Obligates countries to take steps to ensure equality before the law and the same legal capacity to act in such areas as contracts, administration of property, and choice of residence.

Summary of CEDAW articles most relevant to development cooperation activities

Article 16: Requires steps to ensure equality in marriage, including equal rights with men to choose marriage freely; equal rights and responsibilities toward children, including the right to decide freely and responsibly the number and spacing of children and to have the means to do so; and the same rights to property.

Article 17: Calls for establishment of the Committee on the Elimination of Discrimination Against Women (CEDAW) that will evaluate progress made in implementation of the Treaty.

Article 18: Establishes a schedule for ratifying countries to report to the committee on progress.

CEDAW monitoring process

The Committee on the Elimination of All Forms of Discrimination against Women (CEDAW Committee), which meets in New York under the auspices of the UN Commission on the Status of Women (CSW), oversees the implementation and monitoring of the Convention. This Committee is formed of 23 experts in women's rights from a variety of disciplines, who are elected by secret ballot and serve in their personal capacity.

Countries which have ratified CEDAW must produce an initial report one year after ratification, and periodic reports every four years thereafter detailing their progress on implementation of the Convention, and on the overall situation of women in their country.³⁸ In many countries a 'shadow' report is also produced by NGOs and civil society groups. Though these are naturally of varying quality, periodic reports often provide excellent data on the situation of women in that country, including, but going beyond, necessary actions on legislative reform.

How EC officials can collaborate in and benefit from the process of CEDAW implementation

- ☒ Data from the periodic reporting on CEDAW can be used as a source of information on gender issues at country level and can be incorporated into CSPs and other programme documentation.
- ☒ Discussion on the progress made in realising national commitments made through ratification of CEDAW should feature in political dialogue with national partners in the context of developing the CSP. Countries can be reminded of their obligations and commitments, or urged to ratify if they have not done so.
- ☒ The EC, through its programmes of cooperation, can support countries in meeting their obligations, *inter alia* by providing assistance to the reporting process, by supporting programmes of information and legal literacy which enhance women's knowledge of their rights, and by supporting programmes which enhance women's participation in elections both as candidates and voters.

³⁸ The monitoring of CEDAW has been strengthened by the ratification of Optional Protocol to CEDAW, which entered into force on 22 December 2000. The Optional Protocol contains two procedures: a communications procedure allowing individual women, or groups of women, to submit claims of violations of rights to the CEDAW Committee; and an enquiry procedure enabling the Committee to initiate inquiries where women's rights appear to have been violated.

2.2.2

The Beijing Declaration and Platform for Action³⁹

The FWCW, which took place in Beijing in September 1995, was notable for placing its stamp of approval on the importance of gender mainstreaming in development cooperation, an approach known as Gender and Development (GAD), in which the complementary roles of men and women should be addressed. This contrasted with the earlier, almost exclusive focus on specific actions for women which characterised the Women in Development (WID) approach (see above, page 12). As discussed in Chapter One it is now considered that the two approaches are complementary.

The outcome of the FWCW was the Beijing Declaration and PFA, which expressed the agreed commitments of the governments, NGOs, donors and other institutions which had participated. The PFA upholds the CEDAW and builds upon previous strategic frameworks and policy commitments at international level.

Subsequently most countries have produced National Programmes of Action (NPAs), which set out their strategies and programmes for implementing the commitments made at Beijing. These NPAs can be an important source of data, and a basis of policy dialogue with partner countries.

Many countries also established special bodies to coordinate gender and women's issues in response to the demands of the global conferences. These are usually known as National Women's Machineries (NWMs).⁴⁰ NWMs are frequently composed of representatives of both governmental and non-governmental institutions. Most NWMs are responsible for coordinating follow-up on both CEDAW and Beijing, and for those aspects of MDG reporting which pertain to gender equality mainstreaming and monitoring.

**Content of the Beijing Platform for Action:
Critical Areas of Concern**

- 1 The persistent and increasing burden of poverty on women;
- 2 Inequalities and inadequacies in, and unequal access to, education and training;
- 3 Inequalities and inadequacies in, and unequal access to, health care and related services;
- 4 Violence against women;
- 5 The effects of armed or other kinds of conflict on women, including those living under foreign occupation;
- 6 Inequality in economic structures and policies, in all forms of productive activities and in access to resources;
- 7 Inequality between men and women in the sharing of power and decision-making at all levels;
- 8 Insufficient mechanisms at all levels to promote the advancement of women;
- 9 Human rights of women;
- 10 Stereotyping of women and inequality in women's access to and participation in all communication systems, especially in the media;
- 11 Gender inequalities in the management of natural resources and in the safeguarding of the environment;
- 12 Persistent discrimination against and violation of the rights of the girl child.

³⁹ The full text of the Beijing Declaration and PFA, along with related documents, can be found at <http://www.un.org/womenwatch/>.

⁴⁰ Section Four of the Toolkit provides information and contact addresses for NWMs in different countries.

Beijing monitoring process

The basic principles of this 12-point platform were reaffirmed in the Beijing + 5 Review, which took place during the UN General Assembly Special Session on Women, held in June 2000. For this review countries had prepared national reports on their progress in implementation of the NPAs five years after the Beijing Conference, highlighting successes and the remaining challenges.

At this UN Special Session renewed emphasis was placed on the eradication of harmful traditional practices (HTP) such as female genital mutilation (FGM) and the so-called 'honour killings'. Calls were also made to end discriminatory legislation by 2005, and for improvement in access to treatment of HIV and AIDS for women and girls.

The UN Commission on the Status of Women (CSW) will in 2005 review the implementation of the Beijing PFA ten years after the Beijing Conference, and will consider future strategies for the empowerment of women and girls.

The EC's participation in these conferences has provided the framework for its own commitments to achieving gender equality, reviewed in section 2.1 above.

How EC officials can collaborate in and benefit from the Beijing process

- ✓ The NPAs, developed as a follow-up to Beijing, set out each country's strategy for addressing gender issues in a variety of sectors and domains. As such they can be useful background for policy dialogue between the EC and the country concerned, and can provide input into the CSP. This input can consist of information on gender issues in the country (country gender profile) and information on specific policies, programmes and projects to address those issues.
- ✓ The Beijing Conference saw both the establishment of new NWMs and the strengthening of existing institutions dealing with women's and gender issues. In many countries the NWM includes official and NGO members. These institutions can be important partners in gender programmes, and may also provide up-to-date data and local expertise. The NWMs are usually involved in the reporting on Beijing follow-up and in compiling the CEDAW periodic reports.
- ✓ The EC can support countries in reporting on their implementation of their Beijing commitments which are also directly relevant to MDG achievement.

2.2.3

The Millennium Declaration and the Millennium Development Goals⁴¹

The Millennium Declaration and the MDGs were the outcome of the Millennium Summit of September 2000, when world leaders met at the United Nations in New York. The Millennium Declaration outlines the central concerns of the global community – peace, security, development, environmental sustainability, human rights and democracy – and sets out a set of mutually reinforcing goals for social development.

The eight MDGs are themselves based upon the major goals and targets agreed upon at the UN conferences of the 1990s,⁴² and constitute an ambitious agenda for reducing poverty and improving lives worldwide.

⁴¹ See www.undp.org and www.unifem.org.

⁴² Among these are the World Summit for Children (1990), the World Conference on Education for All (1990), the UN Conference on Environment and Development (1992), the International Conference on Human Rights (1993), the International Conference on Population and Development (1994), the Fourth World Conference on Women (1995), and the World Summit for Social Development (1995).

Content of the MDGs

- Goal 1: Eradication of extreme poverty and hunger
Target for 2015: halve the proportion of people living on less than a dollar a day, and those who suffer from hunger.
- Goal 2: Achieve universal primary education
Target for 2015: ensure that all boys and girls complete primary school.
- Goal 3: Promote gender equality and empower women
Targets for 2005 and 2015: eliminate gender disparities in primary and secondary education preferably by 2005, and at all levels by 2015.
- Goal 4: Reduce child mortality
Target for 2015: Reduce by two-thirds the mortality rate amongst children under five.
- Goal 5: Improve maternal health
Target for 2015: Reduce by three-quarters the ratio of women dying in childbirth.
- Goal 6: Combat HIV/AIDS, malaria and other diseases
Target for 2015: Halt and begin to reverse the spread of HIV/AIDS and the incidence of malaria and other major diseases.
- Goal 7: Ensure environmental sustainability
Targets: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources. By 2015, reduce by half the proportion of people without access to safe drinking water. By 2020, achieve significant improvement in the lives of at least 100 million slum dwellers.
- Goal 8: Develop a global partnership for development with targets for aid trade and debt relief
Targets: Develop further an open trading and financial system that includes a commitment to good governance, development and poverty reduction, nationally and internationally. Address the least developed countries' special needs, and the special needs of landlocked and small island developing states. Deal comprehensively with developing countries' debt problems. Develop decent and productive work for youth. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries. In cooperation with the private sector, make available the benefits of new technologies, especially information and communications technologies.

It should be noted that unlike the other MDGs, **Goal 3** is not specific to any particular sector or issue, since gender equality and women's rights underpin all the other goals. The reverse is also true, as the achievement of Goal 3 depends on progress being made on each of the other goals. The implication is clear – while accurate reporting against Goal 3 is critical, tracking gender gaps and inequalities against each of the other targets and indicators is no less important. Put in another way, gender equality needs to be mainstreamed through all the other goals.

Indicators for achievement against Goal 3 are somewhat broader than the target would suggest and are still being refined. The indicators are as follows:

- ☒ The ratio of boys to girls in primary, secondary and tertiary education;
- ☒ The ratio of literate women to men aged 15–24;
- ☒ The share of women in wage employment in the non-agricultural sector;
- ☒ The proportion of seats held by women in parliament.

Monitoring of the MDGs

Individual countries prepare annual MDG reports which report on achievement towards national goals and targets. UN Member States have agreed that a major event on the follow-up to the Millennium Declaration and the MDGs will be organised in 2005. The UNDP is coordinating the MDG reporting process.

In order to establish links and measure progress towards achieving the MDGs, the Commission has identified, in close collaboration with the EU Member States and international organisations, a set of ten key indicators, drawn from the list of 48 indicators for the MDGs. Since 2003 the Commission has started to use them to assess the performance of its development counterparts.

How EC officials can collaborate in and benefit from the MDG process

- ☒ The European Commission can use the MDG process as a source of indicators to be reflected in CSPs and throughout the project/programme process. The Gender Budget Line credits for 2003 and 2004 are devoted to supporting strategic partnerships with South-based policy development and research institutes for cooperation on activities related to the third MDG.



Further reading

- *Millennium Development Goals: National Reports: a look through a gender lens* (UNDP, 2003)
- *OECD/DAC, Guidelines for Gender Equality and Women's Empowerment in Development Co-operation* (OECD, 1998)
- *Progress of the World's Women 2002: Gender equality and the Millennium Development Goals* (UNIFEM, 2002)

CHAPTER THREE

EC development dialogue and programming with a gender perspective

Overview

The previous chapter reviewed EC commitments to gender equality, and the international context in which these commitments were made. In the present chapter the translation of policy commitments to the strategic level is discussed.

The Country Strategy Papers (CSPs) provide an important opportunity for restating EC policy objectives with respect to development cooperation. These policy objectives include the objective of mainstreaming gender in development cooperation, with a view to achieving the goal of gender equality.

The main purpose of the CSPs is to provide a framework and strategic planning base for EC development cooperation in the country concerned. They thus provide an essential instrument for the mainstreaming of gender equality across the whole spectrum of development cooperation

As the process of drafting the CSPs is a participatory one, this process provides an opportunity for political dialogue with partners with regard to the centrality of gender equality in development cooperation. This is to say that gender equality issues must be mainstreamed into the political dialogue between the EC and its partners. As noted in Chapter Two, the EC, the Member States, the partner governments, and other donors, have all committed themselves to the same gender equality goals through a number of frameworks and processes (the Beijing Declaration and PFA, CEDAW, the MDGs, etc.). This means that knowledge of these commitments and their application in-country must inform the political dialogue which is the basis for the development of the CSP. Each party can recall its own commitments to gender equality and take the opportunity to remind the other parties to the discussion of the promises they also have made.

Many countries (and regions) have adopted their own indicators to measure progress towards the achievement of gender equality. Such indicators have been developed and refined in response the reporting requirements on international commitments made for example at the Beijing Conference, or relative to the achievement of the MDGs (see Chapter Two). Reference to these indicators should be made in the CSPs where relevant.

Engendering human development indicators: GDI and GEM

Since 1995 the annual UNDP Human Development Report has provided a series of tables according to which countries are ranked against the Gender-Related Development Index (GDI) and the Gender Empowerment Measure (GEM). The GDI is based on the Human Development Index and is adjusted for gender inequality taking note of the inequality in the achievements of men and women. Thus the GDI adjusts the average achievement of each country on life expectancy, educational attainment and income in accordance with the degree of disparity in achievement between women and men. The GEM reflects women's participation in economic and political life. UNDP Human Development Reports are available at www.undp.org.

3.1

Mainstreaming gender equality in the Country Strategy Papers

The EC Guidelines for the implementation of the Common Framework for Country Strategy Papers (2001) clearly state that 'at every stage of execution of the activities previously reviewed, a number of cross-cutting concerns have to be mainstreamed: the promotion of human rights, equality between men and women, children's rights, and the environmental dimension'.

At the start of the process a *situation analysis* should be conducted. An important part of this overall situation analysis would be an analysis of the situation of women and men in the country involved, in all areas and sectors and at all levels. Such an analysis is termed a *gender analysis* and more details on its conduct are available in Chapter Six of this Handbook.

A gender analysis should be based on sex-disaggregated data and qualitative information with regard to disparities between men and women. The gender analysis conducted at the beginning of the drafting process should inform all sections of the CSP, but is particularly crucial for the sections on the national policy agenda, the assessment of the political, economic and social situation, and the assessment of past and ongoing EC cooperation.⁴³

The CSPs are to be developed on the basis of dialogue between the EC Delegation and Brussels, the Member States embassies, government ministries and civil society in the country.

The CSPs consist of five main sections:

- *EC cooperation objectives;*
- *the partner country's national policy agenda;*
- *assessment of the political, economic and social situation;*
- *assessment of past and ongoing EC cooperation; and*
- *the EC response strategy.*

The *National Indicative Programme (NIP)* forms a sixth section.

In the following paragraphs we present the gender equality issues which should be reflected in each section of the CSP.⁴⁴

⁴³ See Chapter Six for analytical frameworks and tools needed to conduct gender analysis. The process is normally outsourced.

⁴⁴ A grid summarising the issues and the process and providing a practical tool for use at the Mid-Term Review can be found in Chapter Six, 6.1. Comprehensive information on the required content of each section is provided in the EC Guidelines for the implementation of the Common Framework for Country Strategy Papers, 2001.

3.1.1

EC cooperation objectives

In addition to other information required, this section of the CSP should contain information on EC policy statements and commitments to mainstreaming gender equality in development cooperation.

As noted in Chapter Two, there are several comprehensive policy commitments on the integration of gender equality into EC cooperation with third countries; Key references can be taken from:

- ☒ The Council Resolution on integrating gender issues in development cooperation, 1995;
- ☒ The Programme of Action for the mainstreaming of gender equality in Community development cooperation (2001–2006) (see Chapter Two, above).

In this section of the CSP, reference should also be made to any statements with respect to gender equality made in the corresponding Regional Strategy Paper (RSP) and Regional Indicative Programme (RIP) (see below).

3.1.2

The partner country's policy agenda

In addition to other information required, the national government's commitment to and follow-up of the Beijing process as reflected in the NPA (for the achievement of gender equality) should be noted. The degree to which gender equality is integrated across other policy areas (e.g. poverty, trade, structural adjustment, etc.) and in the National Development Plan (NDP) should also be reflected. Any gaps in gender equality policy formulation and implementation and the partner country's plans for addressing these gaps should be noted. Reference should be made to any indicators that have been developed at the national or regional level.

The partner country's commitment to women's rights issues as demonstrated through the ratification of, reporting upon, and realisation of CEDAW should be reflected under this section.

Information on the national programme of activities related to the achievement of the MDGs and to reporting on progress towards achievement of those goals also belongs in this section. Particular attention should be given to Goal 3 on promoting gender equality and empowering women, but also to the issue of integrating gender equality into the other Goals.

Suggested data sources at country level:

Country NPA (Beijing); periodic reporting on CEDAW; MDG Report; national UNDP Human Development Report.

Working in partnership to keep gender on the policy agenda

The 'entry point' for gender mainstreaming at the policy level is vital, and the approach that EC officials use to work in partnership with governments will vary depending on the cultural context. The following are some general suggestions for dialogue on gender equality issues at the policy level.

- Use the arguments from the various policy and legal commitments outlined in Chapter Two of this Handbook. Discuss with governments their commitments under CEDAW, Beijing, the Millennium Declaration.
- Use data and figures from the targets and goals of the MDGs.
- Discuss how gender mainstreaming has the potential to enrich development work, and ensure that services reach both male and female beneficiaries. Highlight cases from other countries where gender equality issues were ignored and service delivery to women and men was found to be inequitable.
- Ask partners for examples from successful programmes and projects where gender was mainstreamed. Provide examples of UN, the World Bank and other donors' programmes that mainstream gender. Liaise with the EC Gender Help Desk to highlight good practice examples of mainstreaming gender and the accrued benefits in terms of relevance, efficiency, effectiveness, impact and sustainability.
- Always provide proof in the form of statistics and qualitative information that gender inequality does exist. Useful sources of information include the UNDP Human Development Report, sections of the CSPs that reference gender-related issues, reports from other agencies and donors, and reports from academics from within the country, particularly well-respected ones.
- Sometimes arguments are put forward that women themselves are to blame for not taking advantage of the opportunities open to them. Ensure any dialogue examines country-specific research that highlights reasons for women not coming forward, including women's socialisation to acquiesce to traditional stereotypes of accepted gender roles, and fear of sanctions from their own family or community, as well as lack of information about their rights and about new opportunities available.
- Some senior civil servants may believe that gender equality goals are a Western imposition, so discussions would have to centre on how that much theory on gender and development came from the South. It is also useful to be able to list neighbouring governments that signed the Beijing PFA. Because gender equality is a human right, it can be linked to other discussions on human rights.
- Consult and involve the National Women's or Gender Machinery. Link up with well-respected national and international women's organisations and gender-sensitive institutions.

3.1.3

Assessment of the political, economic and social situation of the country

In addition to other information required, this section should include an analysis of the major gender equality issues at different levels and in different sectors and priority areas. Information should also be given on major structures and institutions working on gender issues (e.g. NWMs) and any major programmes, past or ongoing, which have been concerned with gender equality.

This section should also include an analysis of the country's achievements and constraints with respect to work on mainstreaming gender equality into development cooperation; their follow-up of Beijing commitments, and their periodic reporting on CEDAW as well as their participation in the MDG process.

Data needs should also be identified, as well as needs for strengthening the capacity to compile and analyse relevant data.

Statistical data disaggregated by sex and more qualitative information are required, in order to identify inequalities and to establish indicators that point to progress towards achieving equality. Very often sex-disaggregated data are available for health and education sectors, but lacking or less detailed for example with respect to economic participation, particularly with regard to the informal sector. However, work on follow-up to Beijing, or more recently on MDG reporting has placed a new emphasis on the need for statistics-based indicators, and requiring other kinds of data-collection, such as sociological surveys, focus groups, etc.

**Why qualitative indicators
on the political, economic and social situation
of the country should be disaggregated by sex**

Indicators in a given country in the transport sector with respect to road safety could be established to measure for example public opinion (disaggregated into male and female) ranked on a scale of 'good', 'sufficient', or 'insufficient'. Women may have different opinions on road safety issues: because of their caring role they might be more aware of the dangers of their children playing near roads, or because of their own vulnerability in public spaces there may be a need to provide well-lit shelters, public telephones, and separate seating in public transport. On the other hand, men involved in freight transportation and driving loads long-haul may have different perceptions regarding road safety, and be more aware of inadequate signs, dangerous bends in roads and road surface conditions.

In the field of food security, if a commitment had been made with respect to building the capacity of civil servants (in particular agricultural extension workers) to address the needs of rural women in their work in agriculture, a ranking system could be developed regarding progress towards this administrative reform commitment. Progress towards the achievement of the targets established could be measured on a grid that distinguishes between progress that is 'on schedule', 'roughly on schedule' or 'delayed'.

Suggested data sources at country level:

UNDP national Human Development Report, World Bank Gender Profile where it exists, situation analyses, annual reports, evaluations carried out by UNICEF/UNIFEM/ILO/WHO, etc.; national reporting on the Beijing follow-up process, CEDAW and the MDGs; any EC evaluations or reports of relevance.

3.1.4

Summary of past cooperation

This section should include information on all EC actions related to the achievement of gender equality, whether funded from thematic budget lines, regional programmes or bilateral programmes. Relevant actions include women-specific programmes as well as those aimed at capacity-building for gender mainstreaming through training, strengthening statistical capacity and qualitative databases, legislative reform, programmes to enhance women's decision-making role, information sharing and networking, etc.

The programmes of EU Member States and other multilateral and bilateral donors with respect to gender equality mainstreaming should also be reflected here.

Suggested data sources at country level:

Reports and evaluations of EC, from Member States, multilateral and bilateral donors and NGOs.

3.1.5

EC response strategy

The formulation of the EC response strategy with gender equality as an integral part flows from the data presented and analysed in previous parts of the CSP.

Among the *principles and objectives for cooperation* it is important to include gender equality as an objective in itself as well as essential to the achievement of other objectives.

In terms of *coherence with other development objectives* it is important to reflect that gender equality is an integral dimension of every area or sector to be supported, and must be reflected at the micro, meso and macro levels. Gender equality is an important dimension, whatever the aid delivery method chosen (project approach, sector programme, budget support to macroeconomic policies).

It is important to reiterate here that both gender-specific actions and gender mainstreaming actions are relevant to the achievement of the gender equality objective. Both specific actions and gender mainstreaming activities must be based on a gender analysis.

Complementarity with the work of Member States and other donors with respect to gender equality should be detailed here.

3.1.6

The National Indicative Programme

The NIP should reflect upon and make operational the analysis, priorities, and conclusions of the CSP.

The NIP should identify and define the appropriate measures and actions for attaining the objectives set down, including those concerning the promotion of gender equality and women's empowerment. The NIP must be consistent with the strategic analysis and the response strategy; therefore it is critical that parts of the analysis, conclusions and choices relating to gender equality as stated in the CSP are carried forward and not allowed to 'evaporate'.

The NIP should reflect the fact that gender equality is a goal in itself as well as essential to the achievement of other goals. The NIP should define specific objectives and expected results for each area of cooperation, following the principle that objectives define linkage to gender equality policies, and results reflect equal benefits to women and men. Main performance and outcome indicators need to be disaggregated by sex.

If the NIP is developed through consultation and coordination with a country team, the country team should be composed of an equitable number of women and men, and the levels of input of women and men at different levels of developing the NIP should be recorded. This can be measured qualitatively through observation and by stakeholder responses and quantitatively by recording the attendance at meetings by sex, age, ethnicity and socioeconomic background, the number of women and men in key decision-making positions (either as thematic specialists or specialists in the focal sectors, or as part of the responsible programming unit). The specific objectives and expected results for each area of cooperation in the NIP can be measured according to whether they reflect gender equality issues in the objectives. Whether gender equality has been included in all areas of the NIP rather than as a separate section is always a good pointer for gender mainstreaming.

3.2

Enhancing gender equality through the Mid-Term Review of the CSPs

The European Council has laid down four key requirements or criteria for the Mid-Term Review (MTR) of the CSPs. The MTR should:

- keep the strategy up-to-date with developments in the country brought about by internal, regional or external events, including the Poverty Reduction Strategy Process where it exists;
- take into account and operationalise as far as possible new EC policy initiatives and commitments that have an impact on third countries or, more generally, at international level, while fully respecting the principles of ownership and concentration of aid, the objectives and priorities of Community development policy, and the specificities of the relationship between each partner country and the EC;
- assess the results and performance and draw lessons;
- improve the quality of strategic documents, including correcting any weaknesses in the existing CSPs.⁴⁵

Because of the possible gender equality implications in each of these requirements, the Mid-Term Review process presents an important opportunity to address the mainstreaming of gender equality in the 'first generation' of CSPs and to examine the adequacy of the treatment of gender issues section by section, as indicated above.

A grid for assessing treatment of gender in the Mid-Term Review of the CSPs can be found in Chapter Six, 6.1.

⁴⁵ An earlier assessment of 40 CSPs which had already gone through the iQSG process (Assessment of CSPs with reference to gender (DG DEV, 2001)) concluded that 'the mainstreaming of gender equality has not been dealt with according to the intention and spirit of the EC guiding principles, and therefore the question that remains to be answered is "How will EC development co-operation in a specific country contribute to gender equality"....'. The assessment found that the link made between gender and poverty needed to be strengthened, that gender mainstreaming efforts would be particularly important in sectors of heavy concentration such as transport and macroeconomic support, and that more work was needed with respect to the links between gender and trade and gender and conflict. Gender equality mainstreaming in the national budget process also required further elaboration.

3.3

Mainstreaming gender equality into Regional Support Strategy papers

The Regional Support Strategy (RSS) is to be prepared by the EC along with the duly mandated regional organisation(s) and the countries of the region concerned.

The elements of the RSS are listed below. It is evident that each element provides an opportunity for the integration of gender equality, in a manner analogous to that indicated for the CSPs above.

The elements of the RSS are as follows:

- an analysis of the political, economic and social context of the region;
- an assessment of the process and prospects of regional economic integration and the region's integration into the world economy;
- an outline of the regional strategies and priorities pursued and the expected financing requirements;
- an outline of the relevant activities of other external partners in regional cooperation;
- an outline of the specific EU contribution towards achievement of the goals for regional cooperation and integration, complementary to operations financed by countries of the region and by other external partners, particularly EU Member States.

The Regional Indicative Programmes (RIPs) developed on the basis of the RSS should contain chapters on:

- focal sectors and themes;
- the most appropriate measures and operations to achieve the objectives set for those sectors and themes;
- the projects and programmes enabling those objectives to be attained, together with an indication of the resources and timetable for implementation.

Although there are differences from region to region, in general the regional UN economic and social commissions (ESCAP, ECA, ESCWA, ECLAC,⁴⁶ etc.) are charged with coordinating regional activities related to mainstreaming gender equality in development cooperation, and are able to provide information on the gender content in all items of the RSS/RIP. In addition, of course, there exist regional or subregional federations of NGOs working on gender issues, intergovernmental organisations, and regional academic, training, media and cultural institutions, which should also be consulted. The regional offices of UNIFEM can also be a useful source of information. For some regions both the UNDP and the World Bank provide regular reports on progress towards regional development goals.

⁴⁶ Based respectively in Bangkok, Addis Ababa, Beirut and Santiago de Chile. See Acronym list.

Example of indicators in the area of women in power and decision-making developed for follow-up and evaluation of the Regional Programme of Action for the Women of Latin America and the Caribbean, 1995–2001 (Beijing PFA)⁴⁷

Paragraph from PFA	Indicator	Description	Sources
7.1 'Disseminate data on the number of women and men employed at various levels in Governments on a yearly basis [...], set up [...] mechanisms for monitoring progress in this field [...], and encourage [...] and ensure that government-funded organisations adopt non-discriminatory policies and practices'	7.1.1 Public sector employment practice that does not discriminate by gender	7.1.1 Proportion of all those employed in the highest positions or grades of the public sector who are women	7.1.1 Treasury inspector's offices, ministries of finance, government departments
7.2 'Develop mechanisms and training to encourage women to participate in the electoral process, political activities and other leadership areas'	7.2.1 Opportunities for women to be elected to parliament 7.2.2 Women serving as town councillors	7.2.1 Percentage of all candidates in the most recent parliamentary elections who are women 7.2.2 Percentage of all elected town councillors in the country who are women	7.2.1 Body regulating elections in each country 7.2.2 Body regulating elections in each country
7.3 'Recognise that shared work and parental responsibilities between women and men promote women's increased participation in public life, and take appropriate measures to achieve this, including measures to reconcile family and professional life'	7.3.1 Labour law framework that encourages sharing of parental duties	7.3.1 Listing of laws and regulations that are conducive to the burdens of parenthood being shared equitably between the sexes	7.3.1 Ministries of Labour and offices of women's or gender affairs

⁴⁷ Women and Development Unit, ECLAC, Gender indicators for follow-up and evaluation of the Regional Programme of Action for the Women of Latin America and the Caribbean, 1995–2001, and the Platform for Action. Santiago de Chile: ECLAC, 1999. The document provides a set of indicators devised on the basis of the measures recommended to governments in the Beijing PFA, the Regional Programme of Action for the Women of Latin America and the Caribbean, 1995–2001, and the Plan of Action of the Second Summit of the Americas.



Further reading

- *UNDP Human Development Reports* of global, regional and national scope can be found at www.undp.org.

CHAPTER FOUR

Mainstreaming gender equality through the project approach

Overview

This chapter discusses the process of mainstreaming gender in development cooperation through the project approach.

The information provided in this chapter is complementary to the EC Project Cycle Management Guidelines (2004),⁴⁸ with which readers are already familiar, and should be used in conjunction with them. The chapter provides guidance on implementing requirements requested by the PCM Guidelines with regard to gender equality.

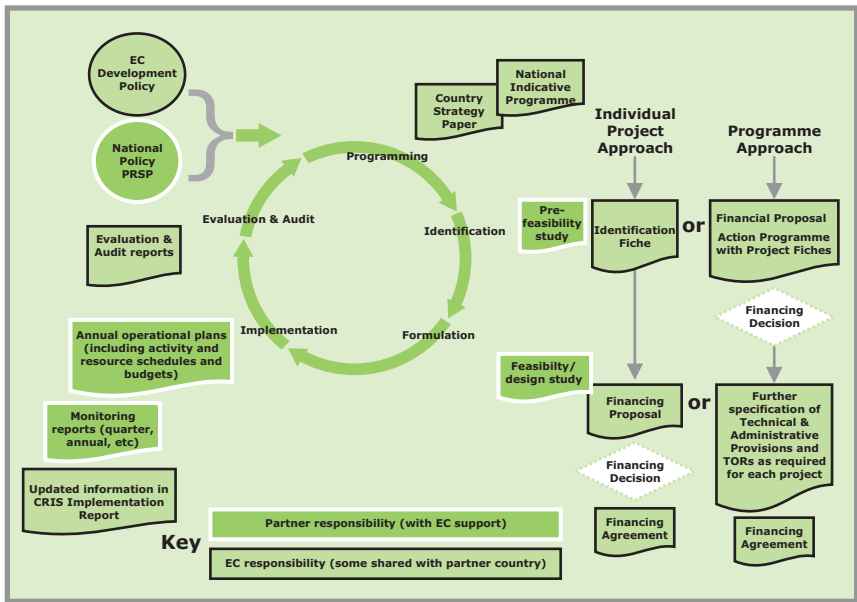
The chapter presents in detail the procedure of applying the standard PCM Quality Assessment Criteria with appropriate attention to gender equality issues. The Quality Assessment Criteria are intended to be applied at identification, formulation, implementation and evaluation stages. These criteria need also to be applied to assess the extent to which gender issues have been integrated at each stage of the project cycle.

4.1

Mainstreaming gender equality in the Quality Frame

A project is a series of activities aimed at bringing about clearly specified objectives within a defined time period and with a defined budget. Gender equality needs to be mainstreamed at each phase of the project cycle.

Engendering the project cycle: key entry points for mainstreaming gender equality



⁴⁸ EC PCM Guidelines 2004, op. cit.

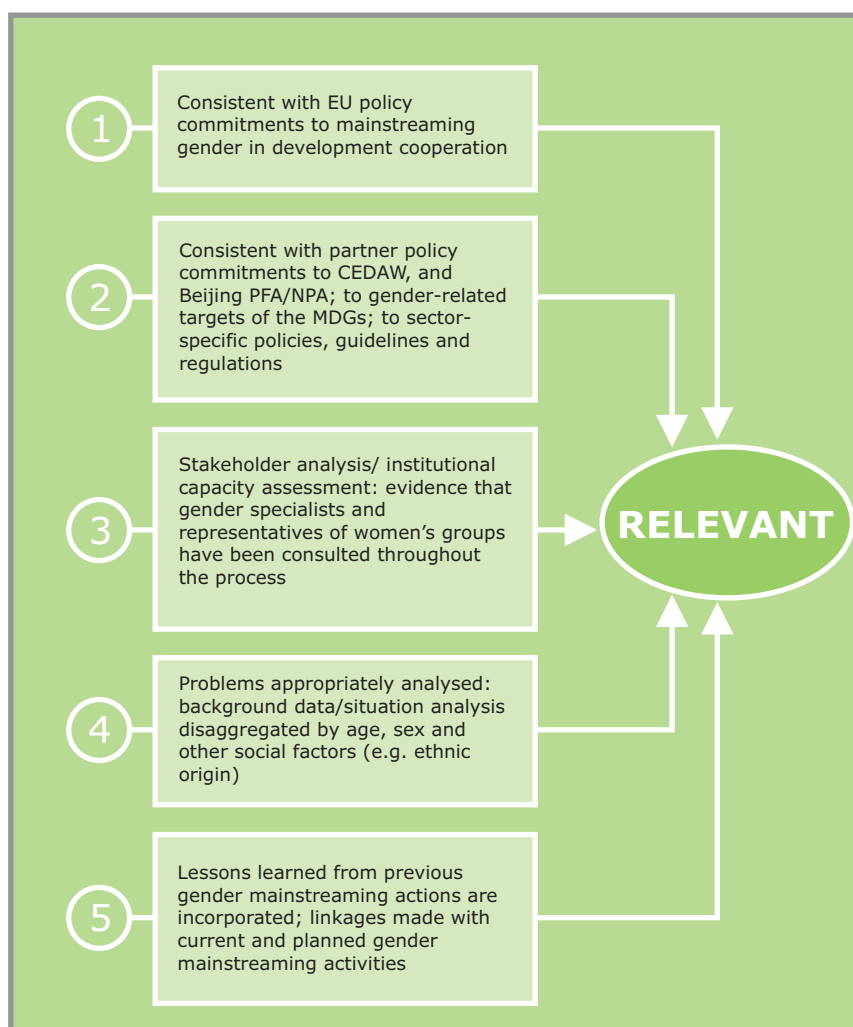
At each main decision point within the project management cycle, a set of quality assessment criteria are provided to ensure that decisions are based on sound and consistent analysis. At each stage of the decision-making the assessment should also determine whether gender equality issues have been analysed and correctly addressed.

The **Quality Frame** has been established as the common overall framework for quality assessment. It consists of three key **quality attributes** requiring assessment to show that a project is:

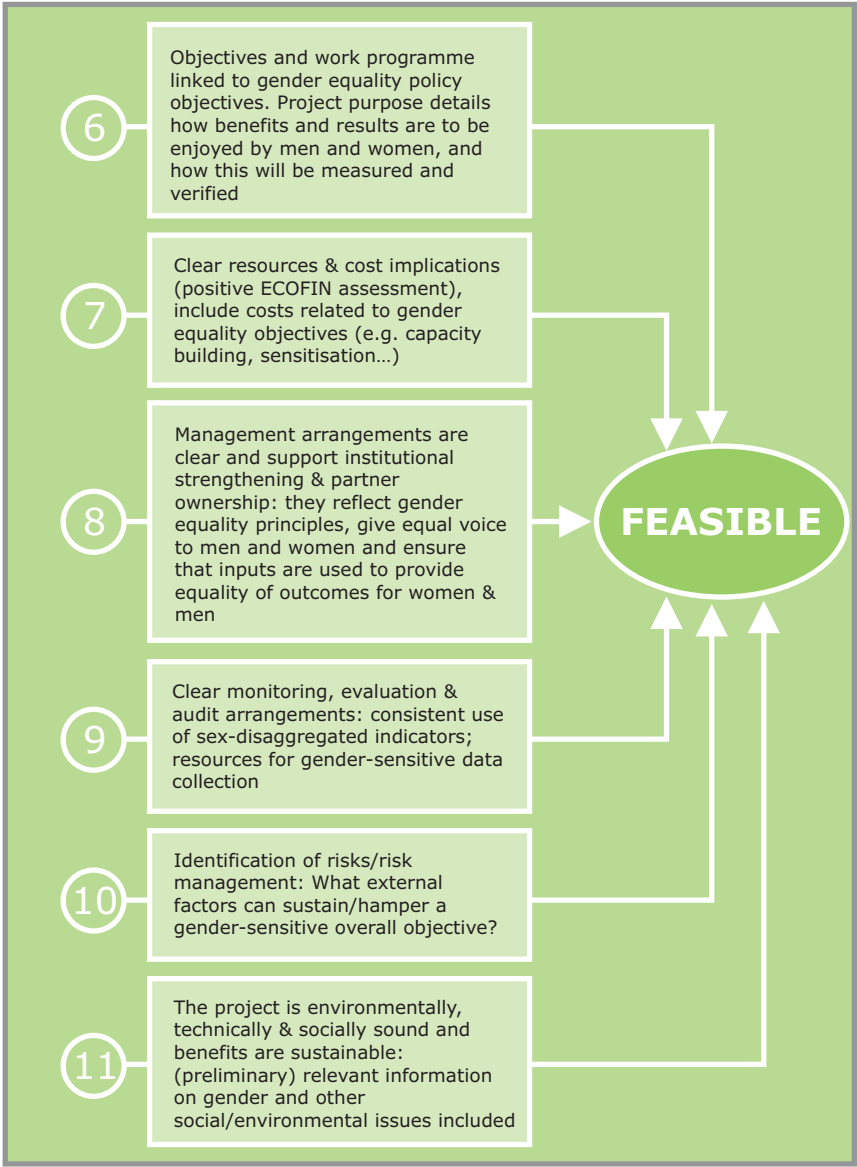
- A. **relevant** – that is, it meets demonstrated and high-priority needs, and is consistent with the policy objectives of the EC and those of its partner countries;
- B. **feasible** – that is, the design is technically, socially and economically sound and will provide sustainable benefits to the target groups;
- C. **effective and well managed** – that is, able to deliver sustainable benefits.

Under each of these main attributes there are a number of key criteria which need to be considered in order to assess the project's quality. The gender equality issues to be included in the assessments are summarised in the three diagrams below.

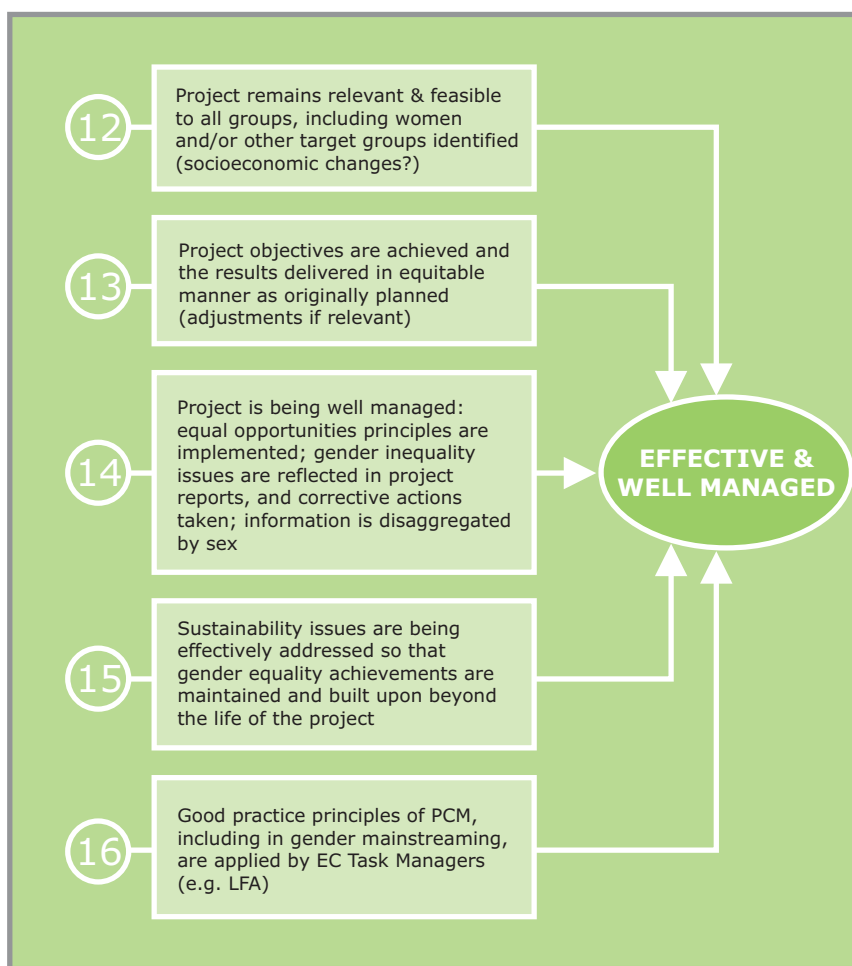
Quality Frame: the gender dimension (Relevance)



Quality Frame: the gender dimension (Feasibility)



Quality Frame: the gender dimension (Effectiveness)



In order to facilitate the task of mainstreaming gender throughout the project cycle, the following pages contain step-by-step guidelines on how to apply the Quality Frame from a gender equality perspective at the identification, formulation, implementation and evaluation stages. However, gender equality issues listed are indicative rather than exhaustive. Experience will determine which gender equality criteria should be applied in a given project context.

4.2

Mainstreaming gender equality at project identification stage

The purpose of the **identification** stage is to identify project ideas that are consistent with partner and EC development priorities and to assess the relevance and likely feasibility of the project concept or idea. **A preliminary analysis of gender issues and inequalities ('screening') is foreseen at this stage, aimed at assessing whether or not this project promotes gender equality and empowers women.** This analysis will allow the Task Manager to make effective and timely decisions as to how to proceed with regard to gender equality issues at the formulation stage.

Steps to be followed at the identification stage

- ✓ The TOR for including gender equality issues in pre-feasibility studies at identification stage have been provided for external consultants (see Chapter Six, 6.8).
- ✓ The Task Manager applies the Gender Equality Screening Checklist (GESCI). See Chapter Six, 6.9, which assesses whether a preliminary analysis of gender issues and inequalities has taken place.
- ✓ The Task Manager will determine what gender issues are relevant to the project and to what extent gender issues have been taken into account.
- ✓ On this basis the Task Manager will recommend what further actions need to be taken to strengthen gender mainstreaming or to develop specific actions for women and men. The Task Manager may recommend that a full gender analysis is needed at the formulation stage.

4.2.1

Highlighting gender equality criteria at project identification stage

The gender equality issues that the EC Task Managers or other staff managing this stage need to address are summarised below, according to the quality attributes and criteria of the PCM Quality Frame:

- A. RELEVANT:** The project meets demonstrated and high-priority needs
- 1. The project is consistent with and supportive of EC development and cooperation policies**

Task

Assess whether the project concept is consistent with EC policy commitments to promoting gender equality in development cooperation. These EC commitments have been expressed *inter alia* through the Programme of Action (2001), through commitments to the Beijing process and to the Millennium Declaration and MDGs, and are underpinned by the Regulation on promoting gender equality in EC development cooperation of 2004, which provides the legal basis for the Gender Budget Line (see Chapter Two, above).

The project concept also needs to be assessed with respect to its consistency with statements on gender equality in the CSP and RSP (see Chapter Three, above).

Sources of information and tools

- ☒ EC policy and legal commitments, and the international context, discussed in Chapter Two, above;
- ☒ Sources in individual countries, including their CSPs/NIPs;
- ☒ Chapter Six, 6.8, provides engendered TOR for external consultants engaged to assist in the identification process.

2. The project concept is consistent with, and supportive of, partner government policies and relevant sector programmes**Task**

Assess whether the project concept/proposal is consistent with partner government policies on gender equality (national and sectoral), and whether a specific linkage has been made between the gender equality issues expressed in the project concept/proposal and statements on gender in the national/sectoral policies of the partner government.

Sources of information and tools

- ☒ The commitments of the partner country to the Beijing process, expressed in the country's NPA; the commitments of the partner government to CEDAW and periodic reports on CEDAW implementation (see Chapter Two, above);
- ☒ Information on these documents should be available *inter alia* from the NWM of the partner country (see Section 4 of the Toolkit for contact information on NWMs in different countries);
- ☒ Information may also be available in the country's National Development Plan and from reports and evaluations of other donors, notably UNDP, UNIFEM, the World Bank. This information may also have been included in the CSP/NIP (see Chapter Three, above).

3. Potential stakeholder and target groups have been identified; there has been a preliminary analysis of equity and institutional capacity issues, and local ownership has been demonstrated**Task**

Assess the extent to which the project concept/proposal shows that gender and other social differences (e.g. age, ethnicity, social class) have been considered and some preliminary information provided. Is preliminary identification of stakeholders concerned with gender equality at the macro, meso, and micro levels reflected in the project proposal? Have sex-disaggregated data and qualitative information on gender differences been used in developing the project concept/proposal to this stage?

Sources of information and tools

- ☒ Chapter Six, 6.3–6.6, provides frameworks and tools for gender analysis.
- ☒ Section 2 of the Toolkit provides examples of gender analysis in different EC priority areas for development cooperation.

4. Problems have been appropriately analysed**Task**

Assess whether sex-disaggregated data and qualitative information on gender issues has been used, and whether the problem analysis included in the proposal identifies problems facing different stakeholders and target

groups. Different problems, and practical and strategic needs⁴⁹ specific to men and women, may have been identified at this stage. Have the interrelations between the roles of men and women been subject to preliminary analysis? Has dialogue taken place with both female and male potential stakeholders?

Sources of information and tools

- ☒ Information on different stakeholder groups in-country may be available from a variety of government and NGO sources, as well as from other donors. Among national sources to be consulted are the country's Beijing NPA, CEDAW periodic monitoring reports and MDG reports (see Chapter Two, above);
- ☒ Other sources of information are the UNDP national Human Development Report and the World Bank Gender Profile (where it exists). The CSP and reports and evaluations from other donors can provide useful sources of information (see Chapter Three, above)
- ☒ Tools for engendered problem analysis are included in Chapter Six, 6.5.

5. Have lessons learned from experience and linkages with other ongoing/planned projects or programmes been assessed and incorporated into strategy selection?

Task

Consider whether the project concept/proposal makes sufficient reference to past or current activities in gender mainstreaming in the country. Have possible linkages with the project proposal and other projects/programmes of relevance been made?

Sources of information and tools

- ☒ Sources of information on ongoing activities related to gender equality in-country could include the National Development Plan/Report, the Beijing NPA, the periodic CEDAW reports, MDG reports, the annual report of the EC Delegation, donor reports, and academic studies.

B. FEASIBLE: The project is well designed and is likely to deliver tangible and sustainable benefits to target groups

6. The preliminary objectives are clear and logical, and address clearly identified needs

Task

Assess the extent to which the project's preliminary overall objective is linked to gender equality policies, and whether the preliminary project purpose details how project benefits and results are to be enjoyed by men and women.

Sources of information and tools

- ☒ See Chapter Six, 6.7, for information on how to develop a Gender Mainstreamed Logframe.

7. The preliminary resource and cost implications are clear, and a preliminary economic and financial analysis has been carried out

Task

⁴⁹ *Practical gender needs* are defined as needs for items which would improve women's (or men's) lives within their existing roles; *strategic gender needs* are those which must be met if women (or men) are to take on new roles which would result in and reflect gender equality. Strategic gender needs can be met only by changes in the structures which maintain inequality, such as discriminatory legislation, differential access to education and information, and so on. Strategic gender needs must be addressed if gender equality is to be achieved and sustained.

The EC Task Manager or external consultant should assess whether the project proposal includes a preliminary consideration of the likely costs of including gender equality objectives in the project (e.g. capacity-building for project staff, publication of gender-sensitive materials), as well as consideration of the likely costs to female and male stakeholders who contribute time, skill, funds, etc. The different gender roles of women and men must be taken into account when assessing the relative costs borne.

Sources of information and tools

- ☒ See Chapter Six, 6.12, for some tools and concepts associated with this process.

8. Preliminary coordination/management and financing arrangements are clear and support institutional strengthening and local ownership (women and men)

Task

Assess the extent to which preliminary coordination/management structures reflect gender equality principles and will result in equal voice being given to men and women. Is there is evidence from the preliminary proposal that staff will monitor project disbursement to ensure equality of outcomes for men and women?

Sources of information and tools

- ☒ See Chapter Six, 6.4, on institutional and stakeholder analysis.

9. Assumptions/risks are identified and assessed, and appear acceptable

Task

Assess the extent to which the draft logframe matrix has identified assumptions and risks with respect to gender equality principles. For example, the project may assume that women will be allowed by husbands/fathers to participate in project activities on an equal basis, and have access to and control over the material and non-material resources they need in order to participate. The project may be designed on the assumption that discriminatory legislation will be removed.

Sources of information and tools

- ☒ See Chapter Two for information on women's rights issues, and Chapter Six, particularly 6.7, for a discussion of assumptions and risks with respect to gender equality mainstreaming.

C. WELL MANAGED: The preparation of the project is being managed well (by EC task managers)

16. Good practice principles of project cycle management are applied by EC Task Managers

Task

In assessing the project concept/proposal the EC Task manager/external consultant need to consider whether TOR reflect attention to gender equality issues; whether gender equality principles are observed in project management and decision-making (equal opportunities recruitment policies and practices etc.); and whether a concern with gender equality is evident in the draft logframe.

Source of information and tools

- ☒ See Chapter Six, particularly 6.3 and 6.7, and Section 2 of the Toolkit.

4.2.2

**The role of the Quality Support Group (QSG)
at the project identification stage**

At the end of the identification stage the Task Manager should be able to determine what gender issues are relevant to the project and to what extent gender equality issues have been taken into account, and will make recommendations to the QSG as to whether a more detailed gender analysis needs to be undertaken during the formulation stage.

At this stage the QSG concentrates in particular on relevance and sustainability, and verifies whether the conditions have been met in order to proceed to the formulation stage. With regard to gender equality issues the QSG will assess:

- to what extent gender equality issues relevant to the project have been identified and supported by reference to EC and partner governments' policy commitments to gender equality;
- whether the statistics used for project identification are disaggregated by sex, and whether qualitative information on gender issues has been used in the identification process;
- whether the preliminary stakeholder analysis identifies female and male stakeholders and the problem analysis also reflects the different interests and (practical and strategic) needs of women and men;
- whether both women and men have been represented in the consultative process;
- whether the TOR for the formulation stage are gender-sensitive (see Chapter Six, 6.10).

4.2.3

Outputs of the identification stage

The outputs of the gender-sensitive quality assessment at the identification stage will be reflected in the following documents:

- ☒ The Identification Fiche, containing specific questions/sections on gender equality;
- ☒ TOR for the formulation stage (see Chapter Six, 6.10);
- ☒ Specific TOR for a proper gender analysis if this is judged to be necessary (see Chapter Six, 6.3).

4.3

**Assessing gender equality at the project
formulation stage**

At this stage it is necessary to include systematically all gender equality issues relevant to the project. In order to do this and on the basis of the review and assessment carried out at the identification stage, it may have been decided to carry out a full-scale gender analysis during the formulation stage. The results of the gender analysis will be summarised in the project logframe (see Chapter Six for frameworks and tools used for gender analysis and for developing the Gender Mainstreamed Logframe).

Steps to be followed at the formulation stage

- ✓ The TOR for addressing gender equality issues in feasibility studies at the formulation stage (see Chapter Six, 6.10) will have been provided to the consultants if deemed necessary. These TOR will indicate what further work in terms of gender analysis needs to be undertaken (see Chapter Six 6.3).
- ✓ The Task Manager will screen the proposal using the Gender Equality Screening Checklist (see Chapter Six, 6.11).
- ✓ The Task Manager will indicate whether or not the gender analysis required by the TOR has been completed satisfactorily or whether additional work needs to be undertaken.
- ✓ The Task Manager will make appropriate recommendations to the QSG.

4.3.1

Highlighting gender equality criteria at project formulation stage

The gender equality issues to be addressed at this stage are summarised below, according to the quality attributes and criteria of the PCM Quality Frame:

B. FEASIBLE: The project is well designed and will deliver tangible and sustainable benefits to target groups

- 6. The objectives (overall objective, purpose and results/outputs) and the work programme (activities) are clear and logical, and address clearly identified needs**

Task

Assess whether the overall objective is clearly linked to a relevant policy or sector objective, and thus demonstrates how the project will contribute to a long-term development outcome, including the achievement/promotion of gender equality. The practical and strategic needs of male and female beneficiaries have been identified and the project purpose clearly specifies project benefits, whether common to men and women or specific to either sex.

Sources of information and tools

- ✓ See Chapter Six, below, for the Gender Mainstreamed Logframe (6.7) and other tools of relevance to this task.

- 7. Resource and cost implications are clear; the project is financially viable and has a positive economic return**

Task

Assess to what extent the project resources (staff, equipment, materials, etc.) will be deployed equitably, bearing in mind that sometimes disadvantaged groups require additional resources in order to catch up. Women may need foundation courses or literacy training in order to participate in a vocational training programme, for example. An assessment of contributions from primary stakeholders should also determine whether contributions in money, time and/or skills from women and men are equitable in terms of their respective overall workloads, bearing in mind that women usually have primary responsibility for care of the family.

Sources of information and tools

- ☑ The types of question which need to be addressed in each of the EC priority areas of development cooperation are detailed in Section 2 of the Toolkit.

8. Coordination/management and financing arrangements are clear and support institutional strengthening and local ownership

Task

Assess whether the management and financing arrangements reflect adherence to equal opportunities principles and gender-sensitive management. With respect to local ownership, assess whether men and women have equal voice.

Sources of information and tools

- ☑ See Chapter Six, 6.4 and 6.7.

9. The monitoring/evaluation and accountability system is clear and practical

Task

Assess whether or not the project's logframe matrix includes indicators disaggregated by sex. Adequate resources should be in place to ensure that sex-disaggregated data can be collected for monitoring/evaluation.

Sources of information

- ☑ See Chapter Six for information on quantitative and qualitative gender-sensitive indicators; see section 4.1.4 below for more information on gender-sensitive evaluation procedures.

10. Assumptions and risks are identified and assessed and appropriate risk management arrangements proposed

Task

Assess whether gender-related assumptions and risks have been taken into account. This would include ensuring men's support for their wives' participation, the removal of any legal obstacles to equal participation, etc.

Sources of information

- ☑ See Chapter Six for more information on inclusion of assumptions on risks in the Gender Mainstreamed Logframe.
- ☑ See Section 2 of the Toolkit: *EC Priority Areas for Development Cooperation: aspects for gender analysis*.

C. WELL MANAGED: The formulation of the project is being managed well (by EC Task Managers)

16. Good practice principles of project cycle management are applied by EC Task Managers

Task

Assess whether the good practice principles of PCM fully reflect gender equality issues, e.g. whether all TOR include requirements for gender-related knowledge and experience; check that the Gender Mainstreamed Logframe is in use.

4.3.2

The role of the QSG at the formulation stage

The QSG assesses the overall quality of the proposal when the preparatory phases of the action are deemed to have been completed, and the action is considered ready for implementation. At this second step it will also be verified whether the observations made concerning gender equality mainstreaming at the identification stage have been taken into account.

At this stage the QSG will confirm that:

- gender equality issues addressed in the project have are consistent with and refer to EC and partner governments' policy commitments to gender equality;
- the statistics used are disaggregated by sex and qualitative information on gender issues has also been used in the formulation process;
- the logframe has been engendered;
- the management systems established by the project respect the principles of gender equality and equal opportunity;
- factors affecting the sustainability of gender equality actions have been addressed (for example, is capacity for gender mainstreaming being enhanced through the project? Have strategic and practical gender needs been addressed? Have risks which could affect project implementation been clearly identified?)
- a full gender analysis has been carried out if previously recommended.

4.3.3

Outputs of the formulation stage

The outputs of the gender-sensitive quality assessment at the formulation stage will be reflected in the following documents:

- ☒ Financing Proposal with the Gender Equality Screening Checklist (GESC) (see Chapter Six, 6.11);
- ☒ *engendered* TOR/technical & administrative provisions for implementation;
- ☒ further studies (e.g. on gender issues in the project's field of action).

4.4

Assessing gender equality at the project implementation stage

It is necessary at the implementation stage to review continuously progress towards project objectives which also reflect gender equality issues, and to monitor results, activities, outputs and outcomes using gender-sensitive indicators.

4.4.1

Highlighting gender equality criteria at project implementation stage

The gender equality issues to be addressed at this stage are summarised below, according to the quality attributes and criteria of the PCM Quality Frame:

C. EFFECTIVE and WELL MANAGED: The project is delivering the anticipated benefits and is being well managed

12. The project remains relevant and feasible

Task

Assess whether changes in the political, legal, economic or social context of the project have affected the assumptions about gender roles and relationships made at the beginning of the project. Phenomena such as migration, civil unrest or the HIV/AIDS pandemic can all affect existing roles and relationships and may require adjustments to the project.

13. Project objectives are being achieved

Task

Assess whether project results are being delivered in a gender-equitable manner as was originally planned, and make adjustments if that is not the case.

Sources of information

☒ Internal monitoring procedures of the project.

14. The project is being well managed by those directly responsible for implementation

Task

Assess whether information on project achievements/results is disaggregated by sex, and whether action is taken to redress inequalities and shortfalls

15. Sustainability issues are being clearly addressed

Task

Assess whether capacity is being built within the project structure and among stakeholders to ensure that gender equality achievements can be maintained after the project ends.

16. Good practice principles of project cycle management are applied by EC Task Managers

Task

The Task Manager will ensure that skills in gender analysis are included as a component in all TOR, and that the Gender Mainstreamed Logframe is used as a management tool.

4.4.2

Outputs of the implementation stage

The analysis of the gender issues described above will be reflected in:

- ☒ *engendered* operational plans;
- ☒ *engendered* monitoring reports;
- ☒ updated information in the CRIS implementation report.

4.5

Gender equality issues at the evaluation stage

The evaluation criteria used in EC-funded evaluations are closely linked to the logframe. The criteria used are relevance, efficiency, effectiveness, impact and sustainability.

4.5.1

Highlighting gender equality criteria at project evaluation stage

The gender equality issues to be addressed at this stage are summarised below:

Task

Gender-sensitive evaluations ensure that the project is evaluated in terms of

- ☒ **Relevance** to gender equality issues. Were the project objectives identified with respect to gender equality issues appropriate to the problems and to the physical and social environment in which the project operated? Was the treatment of gender equality issues throughout the project logical and coherent? Were adjustments made to reflect any changes occurring in gender roles and relationships because of factors external to the project?
- ☒ **Efficiency** with respect to gender equality. This aspect of the evaluation addresses the question of whether or not project results for women and men have been achieved at reasonable cost, and whether or not costs and benefits have been equitably allocated and received.
- ☒ **Effectiveness** in reaching gender equality objectives. This aspect of the evaluation includes an assessment of the contribution made by the results to the achievement of the project purpose, and the way in which assumptions have affected project achievements. This aspect of the evaluation also includes a specific assessment of the benefits accruing to particular stakeholders and target groups, in each case disaggregated by sex.
- ☒ **Impact** of the project on the wider social environment, and its contribution to wider policy or sectoral objectives with respect to gender equality.
- ☒ **Sustainability** of the project with respect to the likelihood of achievements in gender equality being sustained after the flow of external funding has ended. This aspect of the evaluation addresses such issues as ownership of the project by beneficiaries, the extent to which the strategic needs of women and men have been addressed through the project, and the extent to which capacity for gender mainstreaming through the project has been built.

Sources of information and tools

- ☒ If the logframe for the project has been developed with a gender-sensitive purpose, objectives, results, activities and indicators (see Chapter Six, 6.7), this provides clear guidance for the conduct of a gender-sensitive evaluation.

4.5.2

Engaging experts for a gender-sensitive evaluation

Task

Some issues to be considered by EC Task Managers at the evaluation stage are as follows:

- ☒ Are evaluators briefed on relevant gender issues and provided with background documentation, including literature and documentation relevant to gender equality issues and EC policy documents on gender equality?
- ☒ Is there a gender balance and/or adequate level of gender expertise in the evaluation team?
- ☒ How do the evaluators propose to measure the differential impacts of activities and interventions on women and men?
- ☒ Do evaluators understand how to disaggregate information by sex?
- ☒ Will the views of female beneficiaries be sought in a culturally appropriate manner?

Sources of information and tools

- ☒ See Chapter Six, 6.7.

4.5.3

Ensuring that gender equality issues are fully reflected in the evaluation report

Task

The standard format for evaluation reports is to be found on the Internet; however, EC Task Managers may wish to take note of the following points.

The evaluation report should be based on qualitative and quantitative data, disaggregated by sex, to measure results and longer-term outcomes for both women and men. Ideally gender equality issues should be included in all sections of evaluation reports – i.e., in the executive summary, the main text, the conclusions and recommendations, and the annexes – as appropriate, rather than mentioned only in a separate section devoted to gender.

Information from the evaluation stage will be reflected in

- ☒ A gender-sensitive final evaluation report.

CHAPTER FIVE

Gender in sector programmes

Overview

The sector approach is defined as a way of government and development partners working together, such that government ownership over public sector policy and resource allocation decisions within the sector is strengthened, coherence between policy, spending and results is enhanced, and transaction costs are reduced. As a result of following a sector approach, a government, in consultation with donors and other stakeholders, may develop a sector policy and action plan. This is defined as a sector programme when it includes an approved sectoral policy document and overall strategic framework, a sectoral medium-term expenditure framework and an annual budget, and a coordination process among the donors in the sector, led by government. The Sector Policy Support Programme (SPSP) is the programme of the European Commission by which financial support is provided to the partner government's sector programme.⁵⁰

The Sector Programme is based upon a comprehensive analysis of the underlying structural conditions – political, legislative, economic and social – that perpetuate inequality (gender and other) and low productivity. The Sector Programme approach thus offers certain advantages from the perspective of gender equality mainstreaming which is itself based on an analysis of these underlying factors; an analysis which normally falls outside the scope of individual projects.

This chapter reviews the approach to mainstreaming gender equality in Sector Programmes, and provides information on available tools and further references on the topic.

Examples of macro-, meso- and micro-level issues relevant to a Sector Programme approach include:

- ✓ At the **macro** level, study of society's legal and regulatory framework in order to understand how it affects women's citizenship rights, access to land, credit and material resources, access to contracts and other protections of the legal system, freedom of movement, etc.;
- ✓ Also at the **macro** level, study of the government's budget from the point of view of how it impacts on males and females (gender budget analysis);
- ✓ At the **meso** level, patterns of paid and unpaid employment among women and men, and how they affect their respective access to services in the sector (considering both monetary and time use implications of employment);
- ✓ Also at **meso** level, how the structure of sectoral services (e.g. location of clinics, schools or extension sites; types and levels of user fees; gender composition of service deliverers and decision-makers) affects male and female access to and use of services;
- ✓ At the **micro** level, the nature of the typical household division of labour between males and females and its implications for access to resources and hence to services by male and female household members;

⁵⁰ See Guidelines for European Commission support to Sector Programmes (EuropeAid 2003); Guide to the programming and implementation of budget support for third countries (EuropeAid, DG DEV, DG RELEX, March 2002).

Examples of macro-, meso- and micro-level issues relevant to a Sector Programme approach include:

- ☒ Time availability – relevant for travel to service points and engaging in service-related activities such as homework among school children
- ☒ Money – important for transportation costs, user fees, and purchasing needed equipment such as school uniforms and seeds
- ☒ Collaboration with other family members – relevant for reducing both time and money constraints

Adapted from Gender Equality in Sector Wide Approaches: a Reference Guide (OECD/DAC, 2002)

5.1

Mainstreaming gender equality in the seven key areas for assessment of a Sector Programme

There are *seven key areas* which must be assessed in order to reach a decision on providing EC support to any Sector Programme. These assessments should be carried out jointly with government, with other donors, and with other sector stakeholders. Wherever there are relevant pre-existing studies and materials, these should be drawn upon. The intention is to build an increasingly detailed understanding which is shared and discussed with government and donor partners through an ongoing dialogue. This approach provides excellent opportunities for raising gender equality issues in mainstream policy dialogue with partner countries and donors, and for creating synergies with existing gender knowledge and capacity at country level (women's affairs or gender ministries, focal points in line ministries, regional or national women's research institutes or NGOs).

Because of the systemic and implicit nature of gender discrimination in most societies, gender inequality issues need to be addressed in an integrated and multidisciplinary way. Each of the seven areas of assessment has various and sometimes overlapping gender implications, which need to be identified so that apparently neutral political and economic choices will not reinforce existing inequalities or miss the opportunity to promote greater equity.

Gender equality as a cross-cutting development issue⁵¹ needs to be addressed in each of the seven assessment areas. Indications of gender equality issues to be addressed in each of the assessment areas are presented below.

⁵¹ See Chapter One, 1.1.3.

5.1.1

The macroeconomic assessment

The macroeconomic assessment has three objectives: an assessment of the national development strategy and its consistency with EC development cooperation; an assessment of the stability of the macroeconomic situation; and an assessment of the potential for Budget Support financing of the Sector Policy Support Programme.

An integral part of the assessment of the national development strategy is a judgement as to whether its policy objectives are consistent with the principles of EC development policy on addressing gender equality and with other cross-cutting principles. This part of the assessment should also make a judgement as to whether or not the national development strategy and policy is based upon a national consultative process which has allowed inputs from women and men at all levels and in all sectors of society. This assessment would also include a review of the Poverty Reduction Strategy Paper (PRSP) and of the extent to which gender issues have been reflected in it.

The assessment of the national development strategy or PRSP should examine whether poverty reduction measures being undertaken are based on sex-disaggregated data and other qualitative information which enable gender differences in the causes and effects of poverty to be targeted and addressed. If statistical and qualitative information does not exist to enable such a gender analysis, one result of this assessment would be to recommend capacity-building for this type of data collection. If the data does exist but has not been reflected in the national development strategy or the PRSP, the assessment made at this stage could result in a recommendation for mainstreaming gender into these strategic documents.

As it reviews the macroeconomic stability, prospects and risks, the macroeconomic assessment should assess also their gender-differentiated impact. It is now widely recognised that economic reform programmes can impact differently on men and women. Economic reform measures may result in the elimination of lower-level civil service jobs in health, education, and social welfare. These are the types and levels of job overwhelmingly occupied by women in many countries. In addition to the abolition of jobs, reduction of government services and subsidies in these sectors also affect women more than men, since they have primary responsibility for the health and welfare of the younger and older members of their families and the sick of all ages. Research and studies have also shown that, while new economic opportunities may be introduced as part of the reform package, women may not be the best placed (because of lower education, insufficient training in information technology, continuing family responsibilities) to take advantage of new opportunities.

False economies

- A cut in expenditure on health services results in:
- An increased burden on women's time
 - Queuing in clinics
 - Decline in health status in families and communities
 - Reduction in women's time available for paid work and for work in the community or
 - Reduction in women's time for agricultural production activities
 - Reduction in agricultural and other outputs
 - Reduction in tax revenue for the government

With respect to the third objective of the macroeconomic assessment – to judge what potential might exist for Budget Support financing of the Sector Policy Support Programme – EC officials responsible for this part of the assessment should enquire whether a gender budget analysis at national or at local level has taken place or is planned for the future.

It is no longer generally considered that national budgets are neutral in their effects on men and women, and many countries and institutions are undertaking a gender budget analysis to understand and to redress this situation.⁵² Rather than being neutral, national budgets are often 'blind' to gender differences. Conduct of a gender budget analysis seeks to correct this situation.

Bringing together as it does both public expenditure and public revenue, the budget as a policy statement reflects the social and economic priorities of the government. Budget provisions affect men and women differently to the extent that their roles, responsibilities and capacities are different. For example, it has been pointed out by many scholars in the field that national budgets generally underestimate women's contribution to the macroeconomy as their work in the unpaid and the informal economy is unquantified and therefore invisible. Women's time-burdens are therefore under-estimated, though it is often assumed that they will have the capacity to take on more of the caring functions shed by the state as a result of economic reform programmes. Gender budget analyses usually involve time-use surveys which attempt to make visible and quantify women's unpaid contribution to the economy.

Public expenditure is also assumed to 'trickle down' in a neutral fashion, as it is normally judged in terms of the achievement of intended results at the lowest possible costs. A gender analysis would examine whether public expenditure outcomes meet the needs of women as well as men; it would ask: are men and women equally satisfied with the quality of services provided? and do the intended results include the reduction of gender inequality? An analysis can also be made of the share of the budget that goes to the government Ministry for Women's Affairs, or to the NWM.

Complementary work needs to be done on the different implications of taxation policies on men and women. The extent to which women's situation and opinions are included in the budget policy and preparation should also be reviewed.

The assessment of the macroeconomic framework should review whether any or all elements of a gender budget analysis have taken place, and may result in recommendations for further work to be undertaken.⁵³

Sources of information and tools

Sources of information include the PRSP and the CSP; the MDG Report (with particular reference to Goal 1 on eradicating extreme poverty and hunger); the UNDP national Human Development Report; the Gender Profile compiled by the World Bank (where this is available); the Beijing national Platform for Action.

See also, in this Handbook, Chapter Two, 'EC Commitments to gender equality and the international context', and Chapter Six, 'Tools for mainstreaming gender in EC development cooperation', especially 6.3 on gender analysis and 6.12 on gender budgeting,

See also Section 2 of the Toolkit, *EC priority areas for development cooperation: Aspects for gender analysis* (particularly Priority Area 1, 'Support for macroeconomic policies, poverty reduction strategies and social sector programmes in health and education'.

⁵² See Debbie Budlender and Guy Hewitt, *Gender Budgets Make More Cents: Country case studies and good practice* (Commonwealth Secretariat/IDRC/UNIFEM, 2002) for case studies from Australia, Korea, Mexico, the Philippines, Rwanda, South Africa, Scotland and the UK.

⁵³ See Chapter Six, 6.12, for a more detailed discussion of the tools required for gender budget analysis, and for further examples.

What is a gender budget analysis?

A *gender budget analysis* specifies the proportions of the national budget that are used to benefit women and men respectively. It may therefore cover expenditure and/or revenue, and focus on selected sectors or on all sectors. Gender budgeting is the term used for the identification of these gender-related proportions. Essentially, it involves the incorporation of gender analysis into a national budget analysis.

Typically, 90% of national budget expenditures fall into the category of general or *mainstream budget expenditures* which make goods and services available to the whole community, and therefore appear to be gender-neutral. However, gender budget analyses conducted to date reveal that in some situations men and boys tend to benefit more from government funds than do women and girls, as they are the prime users of transport and communication systems, or vocational training programmes, for example. Other expenditures may be *specifically targeted* to groups of women and/or men to meet prioritised needs or to promote *equal opportunities*. Gender budget analysis reviews revenue raising and expenditures of all three types.

Participants in gender budgeting exercises can include government agencies (e.g. MoFs), sectoral ministries, parliamentarians, or civil society organisations. Governments can conduct their own gender budget analysis.

Gender budgeting is a fairly new instrument for mainstreaming gender into macroeconomic policies and national expenditure and within the administrative structures of development organisations. Most gender-responsive budget initiatives to date focus on national budgets, although local-level gender budget initiatives are becoming increasingly important as governments decentralise policy-making and resource allocation.⁵⁴

5.1.2

The sector policy and overall strategic framework

This assessment should include a review of the extent to which gender equality principles and goals articulated at the national level are reflected in the sectoral policy.

Some basic questions to be posed at this stage, include the following:

- Do the stated policy objectives of the sector also take into account gender differences and the national gender equality goal?
- Have both women's and men's views, needs and experiences been taken into account when formulating the sector policy?
- Are targets and indicators for the sector disaggregated by sex?
- Does the strategy for achieving sectoral objectives and targets include gender equality objectives and targets, and is it coherent and affordable?

The role of the government, and its commitment to achieving gender equality goals in the sector (e.g. enhancing the economic and employment opportunities of women at all levels, ensuring that women and men have equal access to services, resources and decision-making in the sector) can provide insights here.

Sources of information and tools

Information should be available in the section of the CSP on the partner country's policy agenda, particularly with reference to gender equality commitments at national and sectoral levels.

Other sources of information include national commitments to the Beijing Process as expressed in the NPA, to CEDAW as reflected in the periodic reports on implementation, and to the MDGs as reflected in the MDG reports.

⁵⁴ Through the Gender Budget Line the EC is currently supporting UNIFEM in developing and applying gender analysis to local level budgets in India, the Philippines, Morocco and Uganda.

See also Chapter Two, 'EC commitments to gender equality and the international context'; Chapter Three, 'EC development dialogue and programming with a gender perspective'; Chapter Six, 6.12, for gender budgeting tools and gender-aware policy appraisal.

5.1.3

The Medium-Term Expenditure Framework (MTEF) for the sector

The MTEF is a system for planning actions and programming spending over a three- to five-year period. Assessment of the MTEF would examine whether or not the tools of gender budgeting presented in Chapter Six (6.12) have been employed here in order to assess whether a gender-balanced allocation of resources in the sector is made.

Experts in the field of gender budgeting have developed a Gender-Aware Medium-Term Economic Policy Framework to assess the impact of economic policies on women. The underlying principles are the disaggregation by sex of all variables which relate to people (e.g. labour supply), and the inclusion of new variables related to the unpaid care economy. Time-budget surveys have revealed the failure of conventional labour statistics to capture the extent, range and complexity of activities in which individuals engage, particularly women, amongst whom multi-tasking is common. Very often the work of women in the home and on the family farm is unremunerated and therefore does not appear in national statistics, so it is not taken into account in the national budget. Time-use studies are often conducted to investigate the allocation of time among different tasks (and leisure).

Some arguments that gender equality enhances efficiency,⁵⁵ for example, advance the case that productivity of investment could be increased by changing the gender distribution of resources in favour of women. Furthermore, as women are often presumed to have a greater propensity both to save and to spend on the welfare of the whole family, redistributing income towards women would raise the aggregate savings rate and enhance the well-being of their families.

Consideration of the specific constraints, options, incentives and needs of women and girls, men and boys at this stage can lead to appropriate allocation of public resources that can reduce the gender gap.

Sources of information and tools

In addition to the references cited in the boxes and at the end of the current chapter, see Chapter Six, 6.12, 'Gender budgeting' (gender-sensitive MTEF, gender-disaggregated public expenditure incidence analysis).

Integrating gender equality into appraisal of the composition of public expenditure

Different patterns of expenditure and taxation have different implications for women and men and differentially affect their abilities to contribute to production for the market and care of families and communities. In the language of economics these different patterns 'crowd-in' or 'crowd-out' the supply responses of men and women to macroeconomic strategies.

Economist Rhonda Sharp, who has worked extensively to integrate gender analysis in federal and state budgets in Australia, suggests a conceptual framework for reporting government expenditure of each department, looking at: expenditure specifically targeted to women (women's health programmes, education initiatives for girls, employment policy initiatives for women); equal opportunity initiatives in the public sector (re-drafting job descriptions to reflect equal opportunities principles, provision of crèches and parental leaves); and mainstream budget expenditures to be assessed for gender impact (users of hospital, education or transport facilities, recipients of agricultural support services).

Adapted from Debbie Budlender, Diane Elson, Guy Hewitt and Tanni Mukhopadhyay, *Gender Budgets Make Cents* (Commonwealth Secretariat/IDRC/UNIFEM, 2002).

⁵⁵ See, *inter alia* *Engendering Development* (IBRD/World Bank, 2001).

5.1.4

Accountability and public expenditure management systems

Assessment under this item primarily reviews how well public expenditure is managed, and looks at monitoring and reporting methods, internal and external controls, the legal and institutional framework and the selection of key indicators of budget effectiveness.

The inclusion of a gender perspective in this assessment would involve, at a minimum, examining whether the legal and institutional frameworks and public procurement rules respected the government's gender equality principles and commitments. This could be done by assessing, for example, whether women are adequately represented in decision-making bodies, whether budgeting and control involve the institutional participation of the gender machinery, or whether channels are available for women and women's groups to express their priorities through surveys, focus groups, the media, etc.

Experts in gender budgeting argue that indicators of budget effectiveness could include gender-responsive performance/outcome indicators that show how policies and budgets affect men and women, boys and girls. The inclusion of equity as a gender-sensitive indicator of public expenditure effectiveness could be considered as a means to enhance performance oriented budgeting in the sector.

Sources of information and tools

Sources of information on the extent to which women are represented in key societal positions include the Beijing NPA, the CEDAW periodic report, and the UNDP national Human Development Report. This information may also be reflected in the CSP, as described in Chapter Two of this Handbook. See also Chapter Six, 6.4, for the Spider diagram of organisational capacity.

Section 4 of the Toolkit provides suggestions on a country-by-country basis as to where relevant information may be available on the involvement of gender machineries in public expenditure management and control systems at national and sectoral levels

Chapter Six provides further information on the tools which might be applied for a gender-sensitive analysis of public expenditure management systems (e.g. gender-disaggregated beneficiary assessment).

5.1.5

Donor coordination systems

Assessment under this item should examine whether or not gender equality policy and objectives for the sector have formed part of the dialogue between donors. As has been noted in previous chapters of the Handbook, most if not all partner governments have made the same commitments to the achievement of gender equality as has the EC and other donors. Such commitments have been made within the framework of global conferences, the ratification of CEDAW, and most recently with respect to the MDGs.

The assessment should review existing mechanisms for dialogue on gender mainstreaming in the sector, or the need for such mechanisms, within the larger donor coordination process. Donors and partners should agree *inter alia* on common objectives and strategy, as well as performance indicators with respect to gender equality in the sector. Donors should share information and should agree on complementary and collaborative roles. The assessment should examine to what extent it would be possible for individual donors to adopt a common approach to gender equality by using the same country gender profile, harmonising training procedures, funding complementary activities, and continuing to advocate for gender equality in all dialogue with government with respect to the Sector Programme.

Sources of information and tools

Information on existing donor coordination systems and the extent to which gender equality issues are part of the donor debate may be found in the EC Delegation Annual Report, in the CSP, or in the reports of Member States and other multilateral and bilateral donors.

5.1.6**Performance monitoring and client consultation systems**

Assessment under this item should examine, amongst other things, whether sex-disaggregated indicators have been selected with the leadership of the government. Sex-disaggregated indicators (both input and output) and indicators that measure final outcomes should form an integral part of any management information system which tracks impacts, outputs and processes and which can respond to programme failure or success. A gender-sensitive monitoring system provides opportunities to create a sound information base on existing gender disparities for planning purposes (e.g. in the MTEF). The quality and usefulness of indicators are often constrained by available data, and sex-disaggregated data are often simply not available. The existing mechanisms for statistical collection and performance measurement may require improvement.

Ideally, if gender budgeting processes are in place, indicators can be selected in terms of the government's financial commitment to the sector (input indicators) which is for the specific benefit of women and girls; which is spent on equal opportunity initiatives; and general budget expenditure which needs to be assessed for its gender impact.

Experience has shown that special attention must be given in order to ensure that client consultation systems are inclusive and really address the underlying conditions that result in inequalities between men and women. In order that women's voices are heard in such consultations it may be essential to ensure that a 'critical mass'⁵⁶ of women is represented. It may be necessary to consider the following questions:

- Is there in place a system of client consultation at different levels which respects gender differences and allows equal voice to women and men? Was this based on a stakeholder and problem analysis?
- What mechanisms are used to engage in consultation with male and female clients and stakeholders (surveys, focus groups, opinion polls, etc.) and are they equally accessible to women and men of different age, ethnicity, economic status, etc.?

Sources of information and tools

See Chapter Six, 6.12, for more information on gender budgeting and 6.4 for stakeholder analysis.

5.1.7**Institutional and capacity assessment**

This assessment includes evaluation of the institutional framework, assessment of the organisational capacity of key stakeholders (e.g. leadership and implementation capacity of the sector ministry) assessment of change-management and capacity-building processes (training, personnel performance evaluation system, equal opportunities policies, etc.).

In this light the assessment should review whether NWMs and other bodies concerned with women's and gender issues are involved in the proposed Sector Programme and what their capacity is with respect to the collection and compilation of sex-disaggregated data and qualitative information. Another key area to examine is

⁵⁶ See note 21.

the capacity of the institutions and organisations involved with respect to conduct gender training and gender budget analysis.

The assessment should provide an opportunity to review the institutional framework overall for its implementation of gender equality principles.

Sources of information and tools

See Chapter Six, 6.4, on tools for analysing the gender sensitivity of organisations.
See Section 4 of the Toolkit on gender machineries, sources of information, contacts and networks for details of institutions and organisations working on gender at national (as well as global and regional) level.

5.2

The Role of the QSG in sector policy programme support

The results of the examination of the seven key assessment areas will be reflected in the Identification Fiche, which is sent to the QSG for review.

Improving gender analysis in health sector programmes

Integrating gender analysis into health sector programmes involves recognising the sector as a gendered structure. To integrate gender issues into a health sector programme, national governments and concerned donors need to collaborate in:

- Redefining the scope of the sector by looking at the ways in which men and women within households provide as well as consume health services;
- Bringing the interactions of the paid (productive) and the unpaid (reproductive) economies into the analysis;
- Extending the policy framework to recognise institutional biases and gendered institutional norms which mean that women and men are not on a level playing field in terms of their access to health services as consumers, as producers or as decision-makers;
- Disaggregating health information systems by sex in order to analyse gender differences in health needs, utilisation of health services, and participation in decision-making about health provision;
- Recognising that the same health programme will very often deliver different benefits to men and women;
- Recognising that gender bias in health sector institutions damages the effectiveness and sustainability of sector programmes.

Adapted from Diane Elson and Barbara Evers, 'Sector programme support: the health sector. A gender-aware analysis' (University of Manchester, Genecon Unit, 1998).



Further reading

- Budlender, D., and Hewitt, G., *Gender Budgets Make More Cents: Country studies and good practice*. Commonwealth Secretariat/IDRC/UNIFEM, 2002
<http://www.bellanet.org/grbi/docs/26291GenderBudgetstext.pdf?OutsideInServer=no>
- Budlender, D., Elson, D., Hewitt, G., and Mukhopadhyay, T., *Gender Budgets Make Cents: Understanding gender responsive budgets*. Commonwealth Secretariat/IDRC/ UNIFEM, 2002
- Checklist to introduce gender into the Medium-Term Expenditure Framework (MTEF). For a copy contact: Tanzania Gender Networking Programme (TGNP), Gender Budget Initiative, PO Box 8921, Dar Es Salaam, Tanzania. Tel: +255 22 244 3205/244 3450/244 3286, Fax +255 22 244 3244. Email: info@tgnp.co.tz
- Concept notes on gender budgeting prepared by the European Research Office in cooperation with APRODEV February 2002.
<http://www.aprodev.net/files/gender/GenderBudgetingConcept.pdf>
- Elson, Diane, 'Accountability for the progress of women: Women demanding action', *Progress of the World's Women: UNIFEM Biennial Report*, 2002, in. This chapter introduces the concepts and practicalities of gender budget initiatives (GBIs), describing how they can help programmes aimed at gender equality that are currently failing through lack of resources.
<http://www.bellanet.org/grbi/docs/progr-ww5.pdf?OutsideInServer=no>
- Rusimbi, M., Budlender, D., Shayo, R., and Pehrsson, S., Checklist for mainstreaming gender into the government budget, June 2000

CHAPTER SIX

Tools for mainstreaming gender equality
in EC development cooperation

Overview

This chapter provides a number of tools to be used in mainstreaming gender equality in EC development cooperation. These tools are necessary for the application of information contained in the five preceding chapters of this Handbook.

The following table lists the 12 tools contained in this chapter, provides the link with previous chapters of the Handbook, and indicates the intended users. This list of tools is indicative rather than exhaustive, and it is anticipated that more tools will be added to the Toolkit over time.

Tool no.	Name of tool	Use	Other References
6.1	Grid for Mid-Term Review (MTR) of CSPs	Guidelines for gender mainstreaming in CSPs during the MTR: actions, indicators, sources of information <input checked="" type="checkbox"/> For EC staff involved in reviewing CSPs	Chapter 3 of this Handbook
6.2	Audit Grid for MTR of CSPs	Assessing gender in the MTR and other strategic documents <input checked="" type="checkbox"/> For EC staff involved in reviewing CSPs and other documents	Chapter 3 of this Handbook
6.3	Commissioning a gender analysis : elements to consider	Includes model TOR <input checked="" type="checkbox"/> For EC staff who need to commission a gender analysis for programming or implementation purposes	Chapters 1, 3, 4, 5 of this Handbook Section II : EC priority areas
6.4	Stakeholder analysis	Gender equality issues to be included in: stakeholder matrix; SWOT ⁵⁷ analysis; Venn diagrams; Spider diagrams <input checked="" type="checkbox"/> For those overseeing the analytical work conducted for the development of the Logical Framework, and <input checked="" type="checkbox"/> those assessing client consultation systems and institutional capacity in view of SPSP	Chapter 4 of this Handbook EC PCM Guidelines 2004
6.5	Ensuring gender equality in problem analysis	Gender questions required during problem analysis <input checked="" type="checkbox"/> For development of the logframe and for the identification phase of the project cycle	Chapter 4 of this Handbook EC PCM Guidelines 2004

⁵⁷ SWOT = Strengths, Weaknesses, Opportunities and Threats

Tool no.	Name of tool	Use	Other References
6.6	Gender-sensitive indicators	Key for all aspects of EC development cooperation <input checked="" type="checkbox"/> Required in most of the EC's development work including country gender profiling; Sector Policy Support Programmes (SPSP) and PCM in all phases; assessment of gender inequalities in the 6 priority areas of EC intervention; all phases of PCM, particularly monitoring and evaluation	Chapters 3, 4 & 5 of this Handbook. Guidelines for EC Support to Sector Programmes (2003). EC PCM Guidelines. 2004
6.7	The Gender Mainstreamed Logframe	Provides gender-sensitive questions for each step in the Logical Framework approach <input checked="" type="checkbox"/> For EC staff/consultants developing a logframe during the identification and formulation phases of the project cycle.	Chapter 4 of this Handbook EC PCM Guidelines 2004
6.8	TOR for including gender equality issues in pre-feasibility studies at the identification stage	Issues to be included in TOR <input checked="" type="checkbox"/> For EC staff managing the identification stage	Chapter 4 & 5 of this Handbook Section 9, EC PCM Guidelines 2004
6.9	Gender Equality Screening Checklist (GESCI) to be used at project identification stage	Checklist of questions used for screening gender equality issues at identification stage <input checked="" type="checkbox"/> For EC staff/QSG managing the identification stage	Chapter 4 of Handbook
6.10	TOR for addressing gender equality issues in feasibility studies at the formulation stage	Gender issues to be included in TOR for formulation stage <input checked="" type="checkbox"/> For EC staff managing the formulation stage	Chapter 4 of this Handbook, EC PCM Guidelines 2004
6.11	Gender Equality Screening Checklist (GESCI) to be included at the formulation stage	Checklist of questions used for screening gender equality issues at formulation stage <input checked="" type="checkbox"/> For Task Managers/QSG	Chapter 4 of this Handbook
6.12	Gender budgeting	Outline of gender budgeting tools and a list of references & on-line documents <input checked="" type="checkbox"/> For EC Officials working on the Sector Programme Approach. Also for those managing EC-funded programmes on gender budget analysis in various countries	Chapter 5 of this Handbook

Tool 6.1

Grid for Mid-Term Review of Country Strategy Papers

Where the Grid for MTR of CSPs fits in EC development cooperation activities

This grid provides guidelines for identifying and assessing possible gender equality implications during the process of the Mid-Term Review (MTR) of the CSPs as outlined in Chapter Three, 3.2. The Audit Grid for Mid-Term Review of CSPs (see 6.3, below) can be used at a later stage, for example to verify the extent to which gender has been integrated in the joint annual report or in the draft MTR conclusions.

Why the Grid is important

An earlier assessment of 40 CSPs⁵⁸ concluded that the mainstreaming of gender equality has not been dealt with according to the intention and spirit of the EC Guidelines for the implementation of the common framework for Country Strategy Papers (2001). The Mid-Term Review presents an important opportunity to address the mainstreaming of gender (and other issues) in the first generation of CSPs, and to examine the adequacy of the treatment of gender issues section by section in the CSPs using the Grid.

How to use the Grid

The Grid presents the rationale for mainstreaming gender in each of the chapters of the CSP. Actions that should be taken to mainstream gender in each chapter of the CSP are outlined, with key indicators to ensure that such actions have been taken, and sources of information.

⁵⁸ Assessment of 40 Country Strategy Papers conducted by DG DEV (2001). See Chapter Three (3.2).

Mainstreaming gender equality in the Mid-Term Reviews (MTR)

The following grid provides guidelines for gender impact assessments in the CSPs and their review processes.

Guidelines for 2004 MTR of the CSPs	Rationale for mainstreaming gender in the MTR	Actions	Key Indicators	Source
Specific objective of the MTR: To ensure that the MTR process results in improved quality of the CSPs in relation to gender	First-generation CSPs not adequately gender mainstreamed	<p>Correct weaknesses e.g.</p> <ul style="list-style-type: none"> establish linkage between EC policy on gender as a cross-cutting issue, the country analysis and the response strategy of the CSP; data has to be sex-disaggregated 	Gender reflected in the Joint Annual Report and MTR conclusions 2004	Assessment of CSPs with reference to gender, Nov+2001/DEV/B3 ⁵⁹ Country-specific grids of 30 CSPs ⁶⁰ Political manifesto
Chapter 2 Partner country's policy agenda	<p>Partner country's own national plans/policies on gender equality (not adequately reflected in the CSPs)</p> <p>Partner country's international commitment to gender (not adequately reflected in the CSPs)</p>	<p>Analyse partner country's plans and policies on gender equality</p> <p>Identify gaps in policies and implementation in practice e.g. human rights situation; unbalance power structures in relation to gender in society</p> <p>Assess partner country's commitment to international conventions and declarations</p>	<p>Existence and status of gender machinery (ministries/departments)</p> <p>Gender profile of political representation at national and local level</p> <p>Funding and status of human rights/women's/gender organisations</p> <p>Reporting on MDGs (2003)</p> <p>National reporting to Beijing + 5 (2000) available</p>	<p>Civil society networks/partner country/CEDAW</p> <p>Partner country report/UNDP</p> <p>UN Commission on Status of Women, Beijing PFA</p>
Chapter 3 Update on the political, economic and social situation	<p>National political, economic and social situation (gender not adequately reflected in the CSPs)</p> <p>Link to poverty reduction; sustainable development and macroeconomy</p>	<p>Assess available country gender profiles</p> <p>Assess national development policies' progress towards poverty reduction from a gender perspective</p>	<p>Gender reflected in the analysis of the country's political, economic and social situation</p> <p>10 core MDG indicators used</p>	<p>Member States</p> <p>World Bank⁶¹</p> <p>UNDP</p> <p>EC MTR guidelines for 2004 PRSP (Partner country)/WB/IMF)</p>
Chapter 4 Overview of past and ongoing cooperation 4.1 Focal sectors (and macroeconomic support)	National sector plans, EC focal sector policies (gender not adequately reflected in the CSPs)	Assess results achieved in focal sectors from a gender perspective	<p>Gender analysis used</p> <p>Gender gaps identified</p> <p>Focal sector indicators</p> <p>sex-disaggregated + key gender indicators used</p>	Sector progress reports (partner country)/Sector Reviews (EU/WB/UN)

⁵⁹ Sent to EC Delegations 17 December 2003.

⁶⁰ To be sent to relevant EC Delegations, country by country.

⁶¹ <http://www.worldbank.org/afr/countryprofile2.htm>

Tool 6.2

Audit Grid for Mid-Term Review of Country Strategy Papers

Where the Audit Grid for MTR of CSPs fits in EC development cooperation activities

The Audit Grid enables assessment of the integration of gender in the already drafted CSP and MTR Conclusions. Such an assessment would verify the gender quality of these documents according to the guidelines for possible gender equality implications as outlined in the Grid for MTR of the CSP (6.1) and Chapter Three, 3.2.

Why the Audit Grid for MTR of CSPs is important

This tool allows verification of the extent to which gender has been integrated into the strategy documents, assuming that the tool related to the CSP and MTR (6.1) has already been used in the drafting phase.

How to use the Audit Grid

The Audit Grid contains points that should have been taken into account when drafting the CSP and the MTR Conclusions, together with 'scores' that correspond to the level of integration of gender in these documents. Full scores should be given only if:

- a. sex-disaggregated data are present;
- b. interventions aiming at gender equality have been included in the sector examined; and
- c. the paragraph/section on gender takes into consideration the context in which these interventions took place.

Country:

Documents:
Date:

Document section Gender integrated in :	Fully (3)	Partly (2)	Mention (1)	Absent (0)	Sex-disaggregated data	Comments
Country policy agenda					<input type="checkbox"/> Yes <input type="checkbox"/> No	
Gender equality national policy					<input type="checkbox"/> Yes <input type="checkbox"/> No	
International commitments					<input type="checkbox"/> Yes <input type="checkbox"/> No	
Political, economic and social situation					<input type="checkbox"/> Yes <input type="checkbox"/> No	
Gender & poverty links					<input type="checkbox"/> Yes <input type="checkbox"/> No	
Past and ongoing cooperation					<input type="checkbox"/> Yes <input type="checkbox"/> No	
Focal sectors					<input type="checkbox"/> Yes <input type="checkbox"/> No	
					<input type="checkbox"/> Yes <input type="checkbox"/> No	
					<input type="checkbox"/> Yes <input type="checkbox"/> No	
					<input type="checkbox"/> Yes <input type="checkbox"/> No	
					<input type="checkbox"/> Yes <input type="checkbox"/> No	
Non-focal sectors					<input type="checkbox"/> Yes <input type="checkbox"/> No	
HIV/AIDS					<input type="checkbox"/> Yes <input type="checkbox"/> No	
Overall document assessment						Comments
Conceptual clarity on gender equality						
Coordination with other donors – documentation, gender profiles, human resources/expertise, etc.						
Allocation of financial and human resources for gender mainstreaming						
UNDP gender-related development rank	Mention <input type="checkbox"/> Yes <input type="checkbox"/> No	Position /144	Countries' gender profile (when applicable)	Sex-disaggregated data: <input type="checkbox"/> Yes <input type="checkbox"/> No	Comments:	

- Overall appraisal:
- Level of commitment to gender equality:
- National:
- EC:
- Reporting on international commitments (at national level):
- Assessment on statistics available for focal sectors:
- Further comments:

Tool 6.3

Commissioning a gender analysis: elements to consider

What is a gender analysis?

Gender analysis is the systematic attempt to identify key issues contributing to gender inequalities so that they can be properly addressed. Gender analysis provides the basis for gender mainstreaming and is described as 'the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc., between women and men in their assigned gender roles'.⁶² Gender analysis is also needed to determine whether specific actions are needed for women or men in addition to mainstreaming activities.

Gender analysis should be conducted at all levels, from the grass roots (the micro level) through intermediate levels (meso level) such as service delivery systems, to the highest political levels (macro level), and across all sectors and programmes of development cooperation.

Gender analysis must be based on an examination of statistics disaggregated by sex and qualitative information about the situation of men and women.

An analysis of gender issues must also recognise the other diversity issues which affect all members of society, such as age, ethnicity and socioeconomic conditions. Neither women nor men form a homogeneous group.

Where gender analysis fits in EC development cooperation activities

Among other analyses, such as environmental impact assessments, conducting a gender analysis is a prerequisite for examining policy alternatives appropriate to addressing a particular development issue, and for formulating EC projects and programmes. For example, a gender analysis of the linkages between poverty and gender issues in a given country may be necessary for the development of the CSP, or as a basis for gender budgeting. Environmental policies can have different implications for men and women because of their different occupational roles and different responsibilities for maintenance of the natural environment.

Preliminary information on gender issues provided at the project identification stage of the project cycle may indicate a need for a full gender analysis to be conducted at the formulation stage. External consultants are usually contracted to conduct such analyses.

Why a gender analysis is important

A gender analysis is important because gender inequalities need to be identified before they can be addressed through either mainstreaming actions or specific actions directed to women or to men.

Policies and legislation can be analysed in terms of gender outcomes or potential differential impacts on men and women.

A gender analysis is important when it is focused on institutions in order to determine how the nature of their service delivery affects women and men, or how institutions themselves are also 'gendered' in terms of recruitment practices, division of labour and decision-making.

A gender analysis provides information on the different roles of women and men at different levels, their respective access to and control over the material and non-material benefits of society, their priorities, needs and responsibilities.

⁶² *One Hundred Words for Equality*, op. cit.

A gender analysis needs also to show the linkages between inequalities at different societal levels; e.g., a good gender analysis will show how a legal system of inheritance which stipulates that women inherit nothing or a lesser amount from their parents puts women at a disadvantage in terms of economic opportunities throughout their lives.

A thorough gender analysis should reflect the ways in which all other cross-cutting issues (age, environment, ethnicity, rights) also impact on women and men. For example, older women of minority ethnic groups are more disadvantaged than younger, educated women of higher socioeconomic status. The former may feel more solidarity with men of their own status than with the more privileged women.

On the basis of a thorough gender analysis it will be possible to understand current gender inequalities in a given situation or sector and to propose a range of measures to be included in the project/programme to address and redress the situation.

Sources of data for a gender analysis

Gender analysis usually involves examining existing data on the concerned population, before deciding what other methods need to be employed to obtain additional information. A wide range of sources should be consulted, including reports and studies from partner governments, NGOs, other donors and academic sources. Additional data can be obtained by studies and surveys, or by using rapid appraisal and focus group techniques.

A range of gender analysis frameworks

There are a number of different gender analysis frameworks which can be used to organise the data obtained through gender analysis.

Frameworks are necessarily simplistic as they must focus on only some of the large number of factors and issues which affect a given situation. Some frameworks, such as the Harvard Analytical Framework, focus on social roles (i.e. the gendered division of labour and the gendered distribution of resources); other frameworks, such as the Social Relations Approach, focus on social relations (i.e. how individuals relate to each other, what relative power and bargaining power they have, etc.). Other frameworks try to combine these two dimensions of analysis.

Some frameworks also examine the structures of development agencies or the private sector and their service delivery in terms of the impact on women and men. These latter require an analysis of rules and regulations in organisations which affect access for women and men, or the ways in which legislation at the national level impacts on women and men differently.⁶³ Some other frameworks for analysis are provided in sections 6.4 and 6.5 of this chapter.

⁶³ See Candida March, Ines Smyth, and Maitrayee Mukhopadhyay, *A Guide to Gender-Analysis Frameworks* (Oxfam, 1999) for a review of the different frameworks available.

Some key elements of a gender analysis at different levels⁶⁴

Macro level

- ☒ Have gender equality commitments have been made by the government in the context of international processes such as the Beijing process, the MDG process, or the ratification of CEDAW?
- ☒ Do national and sectoral policies reflect these commitments by their awareness of inequalities between men and women at different levels and the inclusion of means to address them?
- ☒ How do current policies, laws and regulations (voting rights, rights to inheritance and credit opportunities, rights to divorce and child custody) impact differently on women and men?
- ☒ In national-level institutions (parliament, government ministries, universities, businesses), how are decisions made? How are women represented in the system? How are decisions taken?

Meso level

- ☒ Do service delivery structures (e.g. all civil service structures at this level – health, education, labour, transport etc. – the police, the judiciary, etc.) reflect gender balance in their membership and management? Do women and men have equal access to employment and services? Is equal treatment in terms of pay and benefit guaranteed for men and women?
- ☒ Do private-sector businesses and institutions (including companies, banks, media, etc.) reflect gender balance in their membership and management? Do men and women have equal access to employment and services?
- ☒ Is there occupational segregation of the labour market by gender, either horizontal or vertical?

Micro level

- ☒ What is the division of labour amongst women, men, young and old? Who normally does what? Have there been changes due to war, migration for labour, the HIV/AIDS pandemic?
- ☒ Are there gender inequalities in access to resources, including new resources, and who has control over different resources, including new resources and benefits from institutions, or development projects (or any outside interventions from the government)? Resources include non-material resources such as time, knowledge and information, and rights.
- ☒ What factors influence access to and control over resources (for example age, sex, position in an organisation, wealth, rural/urban location, education level, networks and patronage)?
- ☒ At the community level, how are decisions made about different resources and activities?
- ☒ At the household level, who makes decisions about different resources and activities?

⁶⁴ See also Section Two of the Toolkit: 'EC Priority Areas for Development Cooperation: aspects for gender analysis', for a detailed presentation of the gender equality issues at various levels in each of the priority areas for EC development cooperation.

General TOR for a gender analysis

The exact content of the TOR for a gender analysis will vary depending on the sector, the scope of the project or programme and the assignment in question.

Background to the assignment

A clear description of why a gender analysis is required should be elaborated and should include reference to previous studies that highlighted gender inequalities in the sector, or other inputs that brought forth gender-related questions requiring answers. Thus the background to the gender analysis assignment should reference national reports on gender issues, sector-relevant supporting data, monitoring reports, evaluations, etc. It is important that the background information indicates clearly what kind of inputs are required for the subsequent design (or redesign) of the EC aid delivery method, or what inputs from the consultant's report are required in terms of policy and procedural guidelines.

Study objectives

This section will be very specific. Active verbs should be used to describe objectives. What exactly will be studied under the gender analysis should be very clearly stated, including target groups, scope, etc.

Methodology

Ideally, a gender analysis should be conducted using participatory methods and obtaining qualitative information as well as quantitative data disaggregated by sex. Section 8 of the ECPM Guidelines 2004 outlines approaches to *promote participation and ownership*. The TOR should broadly specify what research methods are to be used by the consultant.

The TOR should also specify whether the consultant will be working with other gender experts, (such as national gender experts if the TOR are for an international consultant) or with sector specialists.

Expertise required

For gender-sensitive participatory approaches, being able to communicate in the local language is important.

Other relevant qualification and experience required often include:

- a post-graduate degree in social sciences or another relevant field (e.g. labour economics);
- training in the field of gender and development – a good indication of whether or not the consultant has the relevant expertise;
- normally 5–10 years' experience of conducting gender studies;
- publications or field reports on gender issues that credit the consultant;
- ability to work in a team – this is essential for gender analysis work, as the consultant will have to liaise with many different groups at different levels. including perhaps policy-makers, managers, field workers, technical experts etc.;
- the ability to communicate non-verbally and to decipher hidden meanings in responses is important. Good observation techniques are advantageous.

Reporting requirements

The consultant may also complement electronic reports with visual images from the results of participatory rural appraisal exercises, or photographs that visually illustrate gender equality issues.

Workplan and timetable

Gender cuts across many sectors and activities. Conducting a gender analysis means that a consultant has to familiarise her/himself with all aspects of the Sector Programme or all project activities. Macro level policies will have to be analysed, institutional service delivery mechanisms analysed in terms of gender sensitivity, and field-level realities studied and presented in a format that will inform the project. Often the time allocated for a gender analysis study is too short. Depending on whether the consultant is working in a team or not, it is both time- and cost-effective to allocate time prior to arrival at the project location to review all gender-relevant project documents and research policies.

Tool 6.4

Stakeholder analysis

Where stakeholder analysis fits in EC development cooperation work

Stakeholder analysis is part of the analytical work conducted during the project identification and formulation stages and provides information for developing the Logical Framework.⁶⁵

Why gender issues in stakeholder analysis are important

Development inevitably involves change. Understanding who the stakeholders are means understanding who has resources and/or interests at stake in decisions about change. Specific attention to stakeholders demonstrates that different groups have different concerns, capacities and interests, and these need to be explicitly understood in the process of problem identification, objective setting and strategy selection.

In most situations women and men differ in their access to and control over the material and non-material resources of the society to which they belong, in their specific problems and practical and strategic needs, and in the contribution (skills, time, funds) that they can bring to the project.

How to do a stakeholder analysis in a gender-sensitive way

Several tools are recommended in the EC PCM Guidelines 2004 to support stakeholder analysis. These include:

1. Stakeholder analysis matrix;
2. SWOT⁶⁶ analysis;
3. Venn diagrams;
4. Spider diagrams.

Additional gender equality issues and questions that can be asked concerning each of these tools have been highlighted below.

Stakeholder analysis matrix

Stakeholders are individuals (male or female), groups of people, institutions or firms that may have a significant interest in the success or failure of a project (either as implementers, facilitators, beneficiaries or adversaries).

Aspects to be verified at the macro, meso and micro levels are:

- Does the stakeholder analysis matrix reflect categories that may typically include groups of women and men? If the word 'people' is used, explicit reference should be made to 'including women'.
- Are there stakeholder groups from which women are excluded? Which ones? Why? What do they lose through non-participation?
- Are there stakeholder groups composed of women exclusively or men exclusively? If so, what is the focus of these groups? What do women/men gain from them?
- Are poorer and/or older women excluded from any of the stakeholder groups? Which ones? Why? What do they lose due to their lack of participation?
- Does the analysis of the way in which the stakeholder group is affected by the problem, include both women's and men's interests and concerns?

⁶⁵ See EC PCM Guidelines 2004, op. cit., Section 5.2.

⁶⁶ An analysis of strengths, weaknesses, opportunities and threats (SWOT).

- Are both male and female capacity and motivation to bring about change reflected in the matrix? (Very often women's capacity is overlooked.)
- Do the possible actions to address the stakeholders' interest include actions for both women and men?

SWOT analysis

Carrying out an analysis using a SWOT framework helps to focus activities in areas where the greatest opportunities lie. A SWOT analysis can be used either as a tool for general analysis or to look at how an organisation might address a specific problem or challenge. Relevant questions are:

- Who is involved in conducting the SWOT analysis?
- Are women involved in the SWOT analysis comfortable in speaking out in front of colleagues? (In comparison to men, women sometimes lack confidence to express their views in public.)
- Does the SWOT matrix represent both women and men's interests and ability to manage change?
- Is it necessary to do a separate SWOT analysis for women and men and compare them afterwards?
- Were gender equality interests mentioned at all? if they were, were they mentioned as strengths, weaknesses, opportunities or threats? What is the significance of these categorisations?

Venn diagrams

Venn diagrams are created to analyse and illustrate the nature of relationships between key stakeholder groups. Circles are used to indicate the relative power/influence of each stakeholder group, with spatial separation and overlapping indicating the relative working relation/interaction between groups.

- In some cultural contexts, it may be necessary to organise separate focus groups of women and men, with each group developing their own Venn diagrams and a comparison being done afterwards. If this is the case, a meeting should be organised where both groups present and compare the results of their Venn diagrams and an attempt is made to reach a compromise.
- Which organisations serve the interests of women's and men's groups respectively? How big is their 'stake' (circle) in each case?
- Do both women's and men's groups interact with organisations?
- Are there any gender-related conflict situations that may arise because of the proposed project idea?
- How will conflict amongst different groups outlined in the Venn diagram be dealt with?
- What are the linkages between local institutions and groups that have a large stake for women and those institutions at the meso and macro levels that may serve the interests of women?

Spider diagrams can be used to help analyse and provide a visual summary of institutional capacity. The institutional capacity should **also** be analysed in terms of gender equality and capacity for gender mainstreaming delivery. The questions below can help in assessing the organisational capacity in terms of gender, which then can be visually plotted / summarised on the Spider diagram.

Questions for assessing organisations	Yes	No
Has the organisation a gender policy statement?		
Does senior management demonstrate commitment to gender policy?		
Is there a balanced representation of women and men in senior management?		
Is there a balanced representation of men and women at all levels of staffing?		
Are sex-disaggregated data are routinely collected?		
Has the organisation conducted a gender analysis in the past?		
Does the organisation have links with women's organisations?		
Does the organisation have clear procedures for integrating gender concerns into projects?		
Has staff in the organisation been exposed to gender training?		

Tool 6.5

Ensuring gender equality in problem analysis

Where problem analysis fits in EC development cooperation activities

Problem analysis is part of the analytical work conducted during the identification and formulation of projects or programmes, usually prior to developing the logical framework.

Why ensuring gender equality in problem analysis is important

A *problem analysis* identifies the negative aspects of an existing situation and establishes the cause and effect relationships between the problems identified. Problem analysis tools can identify such negative aspects from both a male and female point of view. A comparison between male and female attitudes can be made if problem analysis steps are conducted by a skilled facilitator. Alternatively, problem analysis activities can ensure that women's voices are included in the analysis of the major problems identified. It must be clear whose problems are being identified, and who is representing whom.

How to ensure gender equality in problem analysis

The EC PCM Guidelines 2004 (section 5.2.3) outlines three main steps in problem analysis for project identification and formulation:

1. definition of the framework and subject of analysis;
2. identification of the major problems faced by target groups and beneficiaries (what is/are the problem/s? whose problems are they?);
3. visualisation of the problems in the form of a diagram called a problem tree, to help analyse and clarify cause-and-effect relationships.

The following key gender equality considerations and questions should be included in each of the above steps as appropriate.

- Is it clear that problems are identified by both women and men (or men only, or women only)?
- Who is representing whom in terms of collectively vocalising problems? Are they acceptable to both women and men whom they represent?
- What are the different problems identified by women and men? How do they differ?
- Can women speak freely, or should they be interviewed separately?
- Which problems result from the gender-based division of labour or from inequitable access to resources?
- Which problems are shared by both women and men?
- Which problems are shared by all the different groups involved in the problem analysis steps?
- What are the different problems identified by different socioeconomic groups?
- Which problems result from poverty or discrimination?
- How are the problems related to one another?
- What are the *causes* of the problem? Do any relate to gender issues?

- Can you link the causes of the problem to policies, intermediaries (such as government agencies or other service providers), or cultural, economic, political and social factors at the community level?
- What are the *effects* of the problem? Do any relate to gender issues? If the problems relate to gender issues, have practical and strategic gender needs been identified.⁶⁷
- What are the *solutions proposed*? Which of them can be implemented by the local community? If so, by which members?
- Do the solutions proposed require a change in policies?
- Which solutions require external assistance?
- Are there gender-linked problems for which no solutions were identified?
- Is there any overlap of causes, effects or solutions for priority problems of different groups (including men and women)? Among the different groups?
- Was there consensus or disagreement (among women and men) in establishing a hierarchy of cause and effects of problems? Or the ranking of problems in order of importance?
- How can you feed the results of the gender-related analysis into the next stages of project formulation (objectives and strategy analysis, etc.)?

⁶⁷ See Chapter One, 1.3, for a definition of practical and strategic gender needs.

Tool 6.6

Gender-sensitive indicators

Where gender-sensitive indicators are needed in EC development cooperation

Gender-sensitive indicators are needed in order to measure progress towards targets which themselves need to be gender-sensitive. A prerequisite for the establishment of gender-sensitive indicators is the availability of statistical data disaggregated by sex and other types of qualitative information reflecting differences between women and men.

A **Gender Mainstreamed Logframe** (see 6.7, below) requires indicators and sources of verification to be gender-sensitive in order to ensure that gender is mainstreamed throughout projects and can be accounted for during monitoring and evaluation.

Indicators for Goal 3 of the MDGs

Governments, donors and other development organisations have committed themselves to ensuring that development indicators are gender-sensitive within the framework of the MDGs (see Chapter Two, 2.2.3).

The core indicators drawn from the MDGs are used as a reference for analysis in the EC CSPs. Performance towards Goal 3, 'Promote gender equality and empower women', requires the following indicators at the national level:

- ☒ Ratio of literate women to men, 15–24 years old ;
- ☒ Share of women in wage employment in the non-agricultural sector;
- ☒ Proportion of seats held by women in national parliaments.

Quantitative and qualitative gender-sensitive indicators

Gender-sensitive indicators can be quantitative or qualitative.

Quantitative indicators, as the term suggests are measures of quantity (total numbers, percentages etc.). They are needed for showing the average outcome, or the degree to which a goal or objective has been attained.

Sources of quantitative indicators are data systems and records where information is presented in a sex-disaggregated manner. Typically these sources include censuses, labour-force surveys, administrative records, or sociological surveys of the target population. Quantitative indicators tend to be easier to define, record and assess than qualitative indicators.

Qualitative indicators can be defined as people's judgements and perceptions about a given subject. They are useful for understanding processes, but frequently do not show how typical or widespread the views expressed are. Qualitative indicators are harder to measure as they involve processes and use categories of classification such as those based on perceptions.⁶⁸ Typical sources of qualitative indicators are public hearings, focus groups, attitude surveys and interviews, participatory appraisals, participant observation, sociological and anthropological fieldwork.

⁶⁸ Qualitative indicators may further measure changes in attitudes and behaviour; growth in knowledge and skills, self-reliance, confidence, independence or self-esteem; and progress in building contacts, networks, or mechanisms for social support.

Examples

Quantitative indicator:

To measure the numbers of new jobs created for women and men respectively in the small enterprise sector as a result of a government focus on this sector.

Qualitative indicator:

To measure the level of men's and women's confidence in and approval of revised legislation pertaining to family law.

Qualitative/Quantitative indicator:

To measure the (changing) proportion of women and men who perceive the local government management as very participatory over a certain period of time. A scoring or ranking system, such as a scale of 1–5, would have to be prepared in advance to measure perceptions of local government management capacity.

Gender-sensitive indicators at different levels (macro, meso, micro)

It is important to be clear about the types of indicators required at different levels

Macro level

Typically indicators are used to measure the following gender equality issues at the macro level:

- ☒ Changes in legislation/policy frameworks affecting gender equality;
- ☒ Changes in national/sector budget allocation towards gender equality issues;
- ☒ Changes in institutional focus on women's/gender issues, for example by creating or strengthening new NWMs;
- ☒ Changes in political participation by women and men at different levels, as reflected in voting patterns or numbers of women parliamentarians;
- ☒ Rates of employment/unemployment (female and male) in different sectors and at different levels;
- ☒ Access to productive assets (land, credit, vocational training);
- ☒ Access to basic services (education, health, water) by women/men, girls/boys
- ☒ Trends affecting gender roles and relations such as economic reform, migration of men to urban areas, introduction of new employment opportunities through trade liberalisation, new technology, etc.

Meso level

At meso level indicators may be used to measure the following issues:

- ☒ Changes in quantity/quality of gender-competent staff in partner government, NGOs, EC and other donors;
- ☒ Changes in creation and use of tools and procedures to mainstream gender equality;
- ☒ New initiatives and partnerships to create synergies for collaboration on gender equality;
- ☒ Changes in recruitment practices towards equal opportunities;
- ☒ Changes in budget allocation towards gender at this level.

Micro level

Indicators at this level are needed in order to measure the following:

- ☒ Participation (quality/quantity) of women and men in project activities;
- ☒ Access to decision-making, project resources and project services by women and men;
- ☒ Expected/unexpected project outcomes for women/men (compared with project objectives);
- ☒ Met/unmet practical and strategic needs of women and men (compared with expressed needs);
- ☒ Changes in project budget allocation towards gender at this level;
- ☒ Changes in capacity to mainstream gender equality by project staff;
- ☒ Emergence of new gender issues in the project or as a result of the project.



References related to gender-sensitive indicators

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- World Bank, Gender-sensitive HIV/AIDS indicators for monitoring and evaluation. Fact sheet, July 2003, <http://www.worldbank.org/gender/genaids/factsheet.pdf>

Tool 6.7

The Gender Mainstreamed Logframe⁶⁹

Where the Gender Mainstreamed Logframe is used in EC development cooperation

The Logical Framework Approach (LFA) is a core tool used in project cycle management and is outlined in full in Part 2 of the EC PCM Guidelines 2004.

This tool links directly with Chapter Four. The results of gender-disaggregated problem analysis and stakeholder analysis and gender-sensitive indicators all feed into the logframe. The answers to the gender-related questions in the Gender Mainstreamed Logframe should produce the outputs required for an engendered Quality Frame, also outlined in Chapter Four, 4.1.

Why a Gender Mainstreamed Logframe is important

The conventional use of the logframe has often been described as 'gender-blind' because it may not necessarily allow for issues around gender roles and relations to be taken into account. The Gender Mainstreamed Logframe tool contains gender-related questions that should be asked at each stage of the logframe's preparation to ensure attention to gender equality at each such stage of the logframe development.

How to develop a Gender Mainstreamed Logframe

Drawing up a Gender Mainstreamed Logframe has two main stages: (a) analysis, and (b) planning. Both of these are carried out progressively during the identification and formulation phases of the project cycle. A Gender Mainstreamed Logframe cannot be drawn up without the gender-disaggregated results from the analysis stage (for gender analysis see 6.3, above). More often than not, gender analysis requires a participatory process, where both women and men stakeholders are involved and are given the opportunity to voice their opinions.

- a) The analysis stage includes four elements:
 1. Stakeholder analysis;
 2. Problem analysis;
 3. Analysis of objectives;
 4. Analysis of strategies.
- b) The planning stage is where the Gender Mainstreamed Logframe matrix is prepared. Activities and resource requirements are defined and scheduled and a budget is prepared.

Thus using the results of the analysis stage, and during the planning stage, review the questions in the logframe matrix below and ensure the answers have been covered during the analysis stage. Decide which questions are the most relevant for the project in hand.

⁶⁹ H. Hambly Odamé, Engendering the Logical Framework (ISNAR, August 2001), <http://www.isnar.cgiar.org/gender/hambly.htm>.

	A. Project description What does the project want to achieve?	B. Indicators How can we tell if we have achieved it?	C. Source of verification Where can we find information that will tell us if we have achieved it, and to what extent?	D. Assumptions What else should happen if we are to succeed?
1. Overall Objective	Does the wider policy objective to which this project contributes address gender equality issues? Are there gender issues which will be affected by or have influence on the wider objective and its contribution?	What impact indicators can verify the achievement of gender-related goals in the Overall Objective?	Are the data for verifying the Overall Objective sex-disaggregated and analysed in terms of gender? What gender analysis tools will be used (e.g. in impact assessment)?	What are the important external factors necessary for sustaining an Overall Objective that is gender-sensitive?
2. Purpose	Does the purpose clearly identify the stakeholders/beneficiaries disaggregated by sex? Are any measures specified at institutional and policy level which address gender equality? Does the project have outcomes and benefits which may be different for women and men? Does the project address sex-specific as well as gender mainstreaming issues? Are practical and strategic needs being addressed?	What outcome indicators can verify achievement of these purposes?	Are the data for verifying the project purposes sex-disaggregated and analysed in terms of gender? What qualitative information is needed? What gender analysis tools will be used (e.g. rapid rural appraisals, focus groups etc.)?	What are the important external factors that should be in place to achieve the project purpose?
3. Results	How will the results that the project delivers take gender roles and relations into account? Are project results specified separately for men and women?	What output indicators will be needed to verify the results of the project?	Are the data for verifying project results sex-disaggregated? What gender analysis tools will be used (e.g. in participatory field evaluations)?	What are the important external factors necessary to achieve project results ?
4. Activities	Do activities reflect gender differences in roles and responsibilities (access to/control over material and non-material resources)?	Inputs: What goods and services do project beneficiaries contribute to the project? Are contributions from women as well as men accounted for? Do external inputs account for gender differentials in access and control?	Are the data for verifying project activities sex-disaggregated and analysed in terms of gender? What gender analysis tools will be used (e.g. in monitoring the activities)?	What are the important external factors necessary for achieving the activities and especially ensuring the continued engagement of men and women participants in the project?

Tool 6.8

TOR for addressing gender equality issues in pre-feasibility studies to be conducted at the project identification stage

Rationale for inclusion of gender equality issues in TOR for the pre-feasibility study at the project identification stage

The objective of the pre-feasibility study which is conducted at the identification stage is to provide decision-makers in the government and the EC with sufficient information to justify the acceptance, modification or rejection of the proposed project idea and to determine the scope of follow-up planning work. With respect to gender equality issues, this exercise should provide a preliminary analysis of gender issues and inequalities, aimed at assessing whether or not the project promotes gender equality and empowers women.

These issues will be explored in more depth and detail in the formulation stage. It is essential to mainstream gender at the start of the project cycle because it helps to set the project agenda, thus increasing the likelihood of gender mainstreaming being maintained through subsequent stages. Should gender equality be overlooked at this initial stage, there is a considerable risk that it will be also overlooked in later phases of the project cycle.

Gender equality issues to be included in the TOR for the pre-feasibility study at identification stage

In line with the information provided in Chapter Four, the TOR for preliminary gender analysis to be conducted as part of the pre-feasibility study during the identification stage should specify the need to:

- Assess the proposed project's coherence with the EC's policy commitments to mainstreaming gender equality in EC cooperation programmes, as expressed for example through the Programme of action (2001), and with the country's CSP and PRSP with respect to statements on gender equality issues.
- Assess the proposed project's coherence with the partner government's policy on gender equality (national and sectoral), and assess whether a specific link is made between the project concept and these policy statements.
- Identify key stakeholders and target groups, ensuring that women and women's groups have been consulted in the project identification process as well as men and men's groups. Ensure that there is clarity as to which population groups would be served by the project (women only, men only, men and women). Age, ethnicity, socioeconomic background should also have been considered.
- Make a preliminary assessment of problems and practical and strategic needs specific to men and women or common to both, ensuring that both women's and men's opinions have been sought. Gender-related issues should be included in a clear and appropriately structured problem analysis.
- Identify lessons learned from past experience, including context-specific lessons learned in terms of appropriate cultural ways to work with women and men, and analyse the proposed project's coherence with current/ongoing initiatives, including any gender mainstreaming initiatives;
- Make a preliminary assessment of institutional capacity issues, including institutions' ability to deliver services in a gender-appropriate manner, and the degree of local ownership.

- Provide preliminary gender inputs for development of the logframe matrix, having addressed the questions in the Gender Mainstreamed Logframe (6.7).
- Assess the likely costs of including gender equality objectives in the project, and the likely costs to stakeholders (funds, time, skills).
- Analyse and formulate, as appropriate, proposed management/coordination arrangements, such that management would have adequate capacity to enhance women's participation in the project activities and to work towards gender equality objectives.

Tool 6.9

Gender Equality Screening Checklist
to be used at project identification stage (GESCI)

As stated in Chapter Four, at project identification stage a preliminary analysis of gender issues and inequalities is foreseen. The objective of this analysis is to determine whether or not the proposed project promotes gender equality and empowers women.

The Identification Fiche/Financing Proposal developed at this stage should be screened by the Task manager/QSG to assess the following points:

Have gender equality issues relevant to the project been identified?

Yes☐No☐

Comments

Are the gender equality issues identified supported by reference to partner government's/EC's policy commitments to gender equality?

Yes☐No☐

Comments

Are statistics used for project identification disaggregated by sex?

Yes☐No☐

Comments

Has qualitative information on gender equality issues been used in the project identification stage?

Yes☐No☐

Comments

Does the preliminary stakeholder analysis clearly identify women and men stakeholders and their respective roles?

Yes☐No☐

Comments

Does the problem analysis provide information on the problems specific to men and women, or common to men and women?

Yes☐No☐

Comments

Have both women and men been part of the consultative process?

Yes☐No☐

Comments

Is there a requirement for more in-depth gender analysis to be undertaken at the formulation stage?

Yes☐No☐

Comments

Has the requirement for more in-depth gender analysis been reflected in the TOR prepared for the formulation stage?

Yes☐No☐

Comments

Tool 6.10

TOR for addressing gender equality issues in feasibility studies to be conducted at the formulation stage

Rationale for inclusion of gender equality issues in TOR for at the formulation stage

The objective of the feasibility study which is conducted at the formulation stage is to provide decision-makers in the government and the EC with sufficient information to justify the acceptance, modification or rejection of the project proposal, and to give adequate information on which to proceed to concluding a financing agreement. With respect to gender equality issues this exercise should provide an analysis of all gender equality issues relevant to the project as indicated by the Quality Support Group (QSG). The QSG may indicate that a full gender analysis is required as part of the Feasibility Study to be conducted at the formulation stage or that additional information is required with respect to some specific gender equality issues.

Gender equality issues to be included in the TOR for the feasibility study at formulation stage

In line with the information provided in Chapter Four, the TOR for the gender analysis to be conducted as part of the feasibility study during formulation stage should specify the need to:

- Assess the proposed project's coherence with the EC's policy commitments to mainstreaming gender equality in EC cooperation programmes, as expressed for example through the Programme of Action (2001), and with the country's CSP and PRSP, with respect to statements on gender equality issues.
- Assess the proposed project's coherence with the partner government's policy on gender equality (national and sectoral) as reflected for example in commitments to CEDAW or the Beijing process, and assess whether a specific link is made between the project concept and these policy statements.
- Identify key stakeholders and target groups, ensuring that women and women's groups (e.g. the women's or gender ministry, women's associations and NGOs), as well as men and men's groups, have been consulted in the identification and formulation process. Ensure that there is clarity as to which population groups would be served by the project (women only, men only, men and women. Age, ethnicity, socioeconomic background should also have been considered.
- Ensure that the project will address problems and practical and strategic needs specific to men and women, and/or common to both, ensuring that both women's and men's opinions have been sought and that mechanisms are in place to ensure continued feedback from women and men throughout the project. Gender-related issues should be included in a clear and appropriately structured problem analysis.
- Ensure institutional capacity to deliver services in a gender-sensitive manner.
- Provide inputs for development of the logframe such that gender equality issues are included.
- Determine the likely costs of including gender equality objectives in the project, and the likely costs to stakeholders (funds, time, skills).
- Formulate proposed management/coordination arrangements, such that management would have adequate capacity to enhance women's participation in the project activities and work towards gender equality objectives.

Tool 6.11

Gender Equality Screening Checklist (GESCF)
to be used at the project formulation stage

As detailed in Chapter Four, all gender equality issues relevant to the project as indicated by the QSG must be systematically included at the project formulation stage.

The Financing Proposal produced at this stage must be screened by the Task Manager/QSG relative to the following points:

Has a full-scale gender analysis been done during the formulation stage? Yes ☐ No ☐

Comments
.....

Have gender equality issues relevant to the project been identified? Yes ☐ No ☐

Comments
.....

Are the gender equality issues identified supported by reference to the partner government's/EC's policy commitments to gender equality? Yes ☐ No ☐

Comments
.....

Are the statistics used for project formulation disaggregated by sex? Yes ☐ No ☐

Comments
.....

Has qualitative information on gender equality issues been used in the project formulation stage? Yes ☐ No ☐

Comments
.....

Has the logframe been engendered? Yes ☐ No ☐

Comments
.....

Do the management systems established by the project respect the principles of gender equality and equal opportunities? Yes ☐ No ☐

Comments
.....

Have all factors potentially affecting the sustainability of gender equality actions been thoroughly addressed? Yes ☐ No ☐

Comments
.....

Tool 6.12

Gender Budgeting

What is gender budgeting?

The way in which governments generate funds and allocate resources affects the welfare of individual male and female members of the population as well as the development of the nation as a whole. Budgets reflect the priorities and commitments of governments, including their commitment to the achievement of gender equality.

The overall objectives of gender budgeting are, first, to ensure that the budget formulation process includes the voices of women and men at all levels, and, second, to ensure that the content of the budget reflects gender equality goals in the ways that funds are allocated and revenue generated.

Gender budget initiatives may take place at national, ministerial/departmental/institutional or local levels, as well as at sector programme or project level. Initiatives at national level are crucial in terms of the democratisation of macroeconomic policies and the analysis of the actual application of government commitments to gender equality. In practice it is recognised by experts in the field that it is extremely difficult to conduct this exercise at national level.⁷⁰

A number of countries (e.g. Australia, South Africa) have implemented gender budgeting at ministerial level, whereby ministries were asked to report on resource allocation and revenue collection. This required them to report on programmes and expenditures specific to women or men; programmes and expenditures aimed at achieving gender equality; the gender impact of general expenditures; and taxation according to the tax base disaggregated by sex.

Budget initiatives at local level are particularly helpful in the context of decentralisation for introducing transparency and accountability into decentralised expenditure and revenue collection processes.

Sex-disaggregated data and other types of qualitative information on women and men are essential for the conduct of a gender budget analysis.

This section contains an introduction to the concept of the gender budgeting process, ideas on how to initiate the process and a detailed list showing where to obtain further technical information.

⁷⁰ See Diane Elson, 'Gender-responsive budget initiatives: some key dimensions and practical examples', presentation to Conference hosted by the Belgian Government and organised by UNIFEM/OECD/Nordic Council of Ministers/Commonwealth Secretariat/IDRC, Brussels, 2001, page 2.

Proposed framework for gender budget analysis of a ministry or programme

A gender budget analysis needs to review the following issues:

Inputs (money appropriated and spent): are these adequate to achieve gender equality?

Activities (services planned and delivered, e.g. health services, industrial support services, social transfers, tax collection): have activities been well-specified? are they designed to be appropriate to the needs of both women and men, or to be appropriate to the specific needs of either group? are channels of delivery clear and well-specified?

Outputs (utilisation of planned and delivered services, e.g. patients treated, businesses supported, incomes increased, taxes collected): are outputs fairly distributed between women and men, and do sex-specific outputs reach the intended group? have sources of relevant statistics and other information been identified?

Impacts (planned and actual achievements in relation to broader objectives, e.g. healthy people, competitive businesses, poverty reduction, sustainable growth of national income): do impacts promote gender equality as well as other objectives? are the linkages between outcomes and impacts clearly specified?

Adapted from Diane Elson, 'Towards gender-responsive budgeting', presentation to Conference hosted by the Belgian Government and organised by UNIFEM/OECD/Nordic Council of Ministers/Commonwealth Secretariat/IDRC, Brussels, 2001.

Why gender budgeting is important

Gender-sensitive budgets provide mechanisms to:

- Increase transparency and accountability in the overall budget process by focusing in on where spending actually goes, and who benefits;
- Enhance the focus of government programmes on disadvantaged groups and in particular on women by attempting to disaggregate the way in which public expenditure is distributed between men/women or different groups, combining expenditure with household survey information;
- Hold governments to account over international commitments to furthering gender equality (as outlined in Chapter Two, 2.2) by attempting to examine the gender implications of national policies;
- Ensure that government budgets do not allocate resources in ways that perpetuate gender biases (such as cutting budgets that cover health care and education, drawing attention to how women have to substitute their unpaid work for such services);
- Enhance governments' potential to transform gender inequalities (e.g. by the allocation of funding that will help to increase female mobility, or will create female-friendly facilities in institutions);
- More actively address concerns such as low levels of health care and their effects on both women and men, low rates of literacy, high levels of maternal mortality and low levels of female political and economic participation, thus contributing to gender equality commitments in the MDGs.

Gender budgeting and the EC

Several initiatives have been taken to promote Gender Budgeting in recent years. In October 2001 the Commission (DG EMPL), in cooperation with the Belgian Presidency, organised a technical seminar on gender budgeting, gathering independent experts and representatives of DG ECFIN, DG MARKT, DG EAC and DG TAXUD.

The Advisory Committee on Equal Opportunities for Women and Men adopted an Opinion on gender budgeting in May 2003, proposing that the EC should launch a feasibility study on undertaking a gender-based assessment of the European Structural Funds, and on ensuring an assessment of the gender impact of all parts of the EC budget process. The Opinion is available on the Europa website.

In January 2003 the European Parliament's Committee on Women's Rights and Equal Opportunities held a public hearing on gender budgeting, the aim of which was to exchange information and to consider ways of developing efficient tools and mechanisms that will ensure that EU budget resources are spent in a gender-equitable way. Based on the results of this hearing, the European Parliament adopted a Resolution 'Gender Budgeting: building public budgets from a gender perspective' (A5-0214/2003) calling for the Commission to put gender budgeting into practice, to communicate the Advisory Committee's Opinion very widely, to produce a Communication on gender budgeting within two years, and to include a gender budgeting policy in the objectives, tools and mechanisms of the Community Framework Strategy for Gender Equality.

How to initiate gender-sensitive budgeting

- One of the key factors required for generating gender-sensitive budgets is commitment (and an understanding of the importance of gender-sensitive budgeting). Commitment is firstly necessary from parliament, so that it becomes a partner in engendering the budget and will hold the government accountable.
- The Ministry of Finance (in collaboration with the ministry dealing with gender issues, or women's affairs) will need to take centre stage in issuing circulars on engendering budgets at all levels, to provide guidelines on how to do gender budgeting, and to take the lead in building the capacity of key civil servants involved.
- An interministerial thematic group could be set up with the goal of ultimately institutionalising the process. Coordination between various line ministries is key. *In Uganda, for example, a desk was created to help in mainstreaming all budgetary processes within parliament.*
- The focus of gender budgeting should be clearly linked to national poverty eradication goals via national data on gender variables in poverty and the feminisation of poverty. Gender-sensitive indicators for poverty reduction should be developed. *For example, in Uganda gender budgeting was linked to the National Poverty Eradication Action Plan prepared in 1997.* If gender issues in poverty reduction have been included in the CSP, useful information will be available for the gender budgeting process.
- Commitment to national gender mainstreaming goals is also required from accountants and senior civil servants (involved in expenditure tracking) and others involved in setting the agenda for the budgeting process. Information and background concept notes on the process is key. *In Uganda it was found that it was important to use the context of the MDGs and other international commitments without losing focus on gender concerns.*
- A national high-level conference on gender budgeting should be organised with experts in gender budgeting and expenditure tracking. Often there is a need to involve economic experts with gender expertise or those with previous experience of the gender budgeting and planning process. Generally, it is recommended that

sector-specific gender specialists should be available and should be invited to participate in thematic groups or national workshops.

- By and large, national capacity to facilitate expenditure tracking will have to be strengthened, so as to ensure that gender considerations are tracked in budgetary spending. Suitable concept notes and information leaflets have already been prepared by various agencies and should be further adapted to different targets for the specific country context.
- Increased financial resources must be made available for gender budgeting, bearing in mind that it is a long process and requires genuine political will to reduce inequalities between women and men. Funding may be required for preliminary studies on national budget accounts and on how to implement results-based budget planning and implementation. Sex-disaggregated data to document the extent of inequality is required. Data are needed on women's and men's unremunerated work, and time-use surveys which measure paid and unpaid work are required (see box below). Funding will be required to build capacity in the production of gender-disaggregated data and analysis.
- Administrative procedures will require scrutiny in order to include accountability and transparency mechanisms. This also requires funding.
- An incentive system should exist for civil servants, accountants and other staff to ensure they adhere to new procedures that have been set up under expenditure tracking. Performance reports for civil servants should include gender-mainstreaming results as one aspect of appraisal.
- Guidelines on engendering budgets, based on lessons learned from various countries, should be developed and widely disseminated. Visits to regions where gender budget initiatives are already taking place would be helpful
- Gender budgeting should also examine the revenue side of the budget (contribution and benefits).

Applying the framework for gender budget analysis to ACP-EU trade negotiations

Trade policies, like other macroeconomic, policies are not gender-neutral, since the economic roles, responsibilities and benefits of women and men are very different. A gender analysis of ACP-EU trade arrangements would address the following key questions:

- What impact do specific trade measures (e.g. the elimination of tariffs on particular products over a particular timeframe) have on gender equality?
- Are specific tariff reduction programmes in the circumstances faced in individual ACP countries likely to reduce, leave unchanged or increase gender inequality?
- Are the specific trade measures being proposed likely to improve, worsen or leave unchanged the position of the most disadvantaged women/men?

In order to answer these questions the gender dimensions of inputs, activities, outputs and impacts would need to be identified and analysed.

See European Research Office and APRODEV, Concept notes on gender budgeting, February 2002, <http://www.aprodev.net/trade/Files/gender/GenderBudgetingConcept.pdf>

Tools for gender budget analysis

Gender Budget initiatives were originally conceived as a set of analytical tools, a methodological framework and an implementation strategy for use by governments to incorporate a gender perspective into budgetary processes. Initiatives to date have focused on expenditure allocations. Notions of gender in revenue analysis have largely been confined to the distributional effects on tax regimes. In general direct taxes affect men disproportionately because of their higher participation in the labour force and higher incomes. Indirect taxes (value-added or consumption taxes) usually have a greater impact on poor people because they spend a larger proportion of their income on consumer goods. Women are usually disproportionately represented among the poor and therefore will be disproportionately affected by indirect taxes. Some tools related to gender analysis of revenue are included in the following list.

Analytical tools for a gender budget analysis include:

☒ **Gender-aware policy appraisal:**

Applying a gender-aware policy appraisal means looking at policies and programmes funded through the budget from a gender perspective and asking the question 'In what ways are policies and their associated resource allocations likely to reduce or increase gender inequalities?' Analysis involves scrutinising the explicit and implicit gender implications of national and sectoral policies, and examining the ways in which priorities and choices are likely to reduce or increase gender inequality.

☒ **Gender-disaggregated beneficiary assessments:**

This is a more participatory approach to policy analysis. It involves asking actual or potential beneficiaries the extent to which government policies/programmes match their own priorities. This can be done through opinion polls, attitude surveys, group discussion or interviews. Questions may focus on the overall priorities for public spending or upon the details of the operation of public services.

☒ **Gender-disaggregated public expenditure incidence analysis:**

Incidence analysis of public expenditure is a useful tool for helping to assess the gender distribution of public spending. It compares public expenditure for a given programme with data from household surveys to reveal the distribution of expenditure between women and men, boys and girls. This tool can also suggest the gender impact of supposedly gender-neutral budget cuts.

☒ **Sex-disaggregated analysis of the impact of the budget on time use:**

This tool examines the relationship between the national budget and the way time is used in households. In particular, it draws attention to the ways in which the time spent by women in unpaid work is accounted for in policy analysis. Changes in government resource allocation through economic reform, for example, have impact on the way that time is spent in households. In particular, cuts in some forms of public expenditure are likely to increase the amount of time women have to spend in unpaid care work for their families and communities in order to make up for lost public services.

☒ **Gender-aware medium-term economic policy framework:**

This tool enables governments to incorporate gender variables into models on which medium-term public expenditure planning is based. This can be done by disaggregating by sex all variables employed (e.g. labour supply), or by including new variables to represent the unpaid care economy, based on exercises to quantify time spent by women (and men) in work in the family and community, or in the informal economy, which is normally not reflected in national statistics.

✓ **Gender-disaggregated tax incidence analysis:**

This tool examines direct and indirect taxes and user fees to calculate how much tax is paid by women and men. This analysis focuses on the gender-differential effects of direct/personal income tax, which may, for example, penalise married couples by obliging them to file joint returns; and on indirect/commodity tax, which may have a different impact on men and women given that women and men use or consume different products and services and may have unequal access to and control over the family budget.

User fees have been introduced by some governments in order to finance public services (water, health, etc.). These fees may constitute a disproportionate burden or even a source of exclusion for women, who tend to be less involved in the monetary economy and to have less control over family income.

✓ **Gender-aware budget statements**

This is an exercise in government accountability, which may use any of the above tools. It requires a high degree of commitment and coordination throughout the public sector as ministries and departments undertake and publicise an assessment of the gender impact of their line budgets. This statement should include information on the share of total expenditure targeted to gender equality programmes; gender balance in public sector employment; the share of expenditure devoted to the specific needs of women and men from public services; the share of expenditure devoted to the NWM and gender and women's units in ministries; gender balance in subsidies, training or credit provided for business support; gender balance in membership of government committees and other decision-making bodies.

More details on gender budgeting are available in publications from the Commonwealth Secretariat, the UNDP and other sources. For such detailed information see the list of references and on-line documents provided below.



References related to budgeting from a gender perspective

- APRODEV: Concept notes on gender budgeting, prepared by the European Research Office in cooperation with APRODEV (February 2002), <http://www.aprodev.net/files/gender/GenderBudgetingConcept.pdf>

This nine-page concept note contains the following:

1. Gender budgeting and the EU aid effectiveness debate;
2. Gender budget initiatives and EU budgetary support;
3. Applying the framework for gender budget analysis to ACP-EU trade network

- AUSAID: Budlender, D., Sharp, R. and Allen, K., *How to Do a Gender-Sensitive Budget Analysis: Contemporary research and practice* (AUSAID, 1998)

These guidelines, which grew out of the experiences of developing gender-sensitive budgets in several countries, demonstrate how gender-sensitive budget analysis can be achieved.

- BRIDGE: *Cutting Edge Pack on Gender and Budgets*, <http://www.ids.ac.uk/bridge/reports/CEP-Budgets-report.pdf>
http://www.ids.ac.uk/bridge/reports_gend_CEP.html

The pack contains an Overview Report by Helena Hofbauer Balmori and a Supporting Resources Collection together with a Development and Gender *In Brief* on the same theme.

- Budlender, D., and Hewitt, G., *Gender Budgets Make More Cents: Country studies and good practice* (Commonwealth Secretariat, 2002)

This volume of case studies gives practitioners' accounts of the challenges and opportunities of gender budget work across Africa, Latin America, East and South-east Asia, Europe and the Pacific.

- Budlender, D., Elson, D., Hewitt, G., and Mukhopadhyay, T., *Gender Budgets Make Cents: Understanding gender responsive budgets* (Commonwealth Secretariat, 2002)
<http://www.bellanet.org/grbi/docs/26291GenderBudgetstext.pdf?OutsideInServer=no>

This publication aims to inspire government officials, policy-makers, donor agencies, and civil society groups to engage in gender-responsive budget initiatives by demonstrating both equity and efficiency gains.

- Çagatay, N., Keklik, M., Lal, R., and Lang, J., *Budgets As If People Mattered: Democratising macroeconomic policies* (UNDP, 2000)

This conference report brings together accounts of budget initiatives from around the world that are people-centred, pro-poor and gender-sensitive.

- Commonwealth Secretariat: Detailed information on budgeting from a gender perspective can be located on the Commonwealth Secretariat's homepage on gender and development, <http://www.thecommonwealth.org/gender/>

- Esim, S., *Gender Analysis of Budgets as a Tool for Achieving Gender Equality in the Arab World* (Economic Research Forum, 2002), http://www.erf.org.eg/nletter/Newsletter_Sum02/NewsletterSumIssue.Q33-36.pdf

This newsletter from the Economic Research Forum (ERF) highlights existing policy-relevant research to assist governments, organisations and researchers to track, monitor and evaluate national and local public budgets from a gender and poverty perspective. Examples of tools to do gender budgets include gender-aware policy appraisal, which looks at the differential impact of particular policies on women and men, and gender-disaggregated public expenditure incidence analysis, comparing how women and men benefit from public spending.

- Rusimbi, M., Budlender, D., Shayo, R., and Pehrsson, S., *Checklist for mainstreaming gender into the government budget*. (TGNP, June 2000)

This checklist outlines a step-by-step process to introduce ideas about gender into the MTEF. It is a tool aimed at all government officials in ministries, departments and agencies dealing with planning and budgets, primarily those who already have a basic understanding of gender concepts. For a copy of this publication contact:
Tanzania Gender Networking Programme (TGNP, Gender Budget Initiative, PO Box 8921, Dar es Salaam, Tanzania.
Tel: +255 22 244 3205/244 3450/244 3286, Fax +255 22 244 3244.
Email: info@tgnp.co.tz.

- Senapaty, Manju, *Gender budget initiative in India – education sector insights* (UK Department for International Development – India, 2002), http://www.siyanda.org/docs_gem/index_sectors/education/genbud.ppt

A presentation given at a DFID seminar entitled 'Gender Budgeting' in July 2002, outlining gender budgeting efforts in India at the national and state levels. Case studies from the education sector are provided.

- UNCTAD/UNDP, LDCs: Building capacities for mainstreaming gender in development strategies. Draft joint UNCTAD/UNDP Report, launched on 15 May 2001 at the third United Conference on the Least Developed Countries, Brussels, <http://www.unctad.org/en/docs/poldcm74.en.pdf>

Section B, entitled 'Engendering national budgets and development strategies' (pp 69–120), contains useful information with examples from Malawi and South Africa.

- Elson, D, – 'Accountability for the progress of women: Women demanding action', in Progress of the World's Women: UNIFEM Biennial Report (UNDP, 2002), <http://www.bellanet.org/grbi/docs/progr-ww5.pdf?OutsideInServer=no>

This chapter of the UNIFEM report introduces the concepts and practicalities of gender budget initiatives, describing how they can help programmes aimed at gender equality that are currently failing through lack of resources.