PART I

GENDER MAINSTREAMING:
10 STEPS FOR INTEGRATING GENDER INTO THE POLICY-MAKING PROCESS

- supervisors of policy makers and project staff can gain a better understanding of the ways in which gender mainstreaming will affect the workplans of their staff, and can subsequently incorporate gender mainstreaming into their performance appraisal systems, while also allocating adequate budget resources;

- gender focal-points and gender experts may find this handbook useful as a quick and succinct reference in their own work, or when training others.

HOW DO I USE THIS HANDBOOK?

This handbook is divided into two parts:

Part I – Gender Mainstreaming: 10 Steps for Integrating Gender into the Policy-Making Process

Part I of this handbook provides practical guidance for gender mainstreaming in any policy area or sector. The gender mainstreaming process is divided into 10 stages, and each stage is described with the help of various tools and checklists.

Although these 10 steps are presented as a cycle, you should begin with the Step that is the most appropriate entry point for the task at hand.

Part II – Gender Briefs: A Sectoral Approach to Mainstreaming

Part II is divided into a series of "Gender Briefs", organized according to sector or policy area. These Briefs highlight the main "gender issues" in each area, the main arguments for gender mainstreaming in this area, as well as possible indicators of progress and entry points for action.

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

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

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

Introduction

WHAT IS GENDER MAINSTREAMING?

As defined by the United Nations, gender mainstreaming is:

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

Gender mainstreaming is not only a question of social justice, but is necessary for ensuring equitable and sustainable human development by the most effective and efficient means.

Why is "Gender Mainstreaming" new?

Gender mainstreaming makes a gender dimension explicit in all policy sectors. Gender equality is no longer viewed as a "separate question," but becomes a concern for all policies and programmes. Furthermore, a gender mainstreaming approach does not look at women in isolation, but looks at women and men - both as actors in the development process, and as its beneficiaries.

Significantly, gender mainstreaming differs from a "women in development" (WID) approach in that it takes as its starting point a thorough and rigorous analysis of the development situation, rather than a priori assumptions about women's roles and problems. Experience has shown that gender issues differ by country, region and concrete situation. At the same time, experience has also shown that rigorous, gender-sensitive analysis invariably reveals gender-differentiated needs and priorities, as well as gender inequalities in terms of opportunities and outcomes. Gender mainstreaming seeks to redress these problems.

Given the above, it is clear that a "gender mainstreaming" approach does not necessarily make the need for specific policies, programmes or projects on gender equality obsolete. The level of intervention (from basic "gender sensitivity" to comprehensive, targeted gender programmes) will depend on the specific needs and priorities revealed by a gender-sensitive situation assessment.

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

WHO IS THE HANDBOOK FOR?

This handbook is designed specifically for policy-makers who are not experts in gender issues, but who nonetheless are charged with the day-to-day responsibility of gender mainstreaming, according to organizational mandates. This handbook is meant to guide these professionals in their work.

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

- UNDP programme staff can use it as a guide for gender mainstreaming in project and programme management;

- non-governmental organizations and advocacy groups can use it to monitor and support the actions of government and international organizations;

- students can gain an appreciation for how gender mainstreaming works in practice;

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

INTRODUCTION TO PART I

10 Steps for Integrating Gender into the Policy-Making Process

Gender mainstreaming, by definition, involves integrating a gender perspective and gender analysis into *all* stages of designing, implementing and evaluating projects, policies and programmes.

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

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

The **10 Steps for Gender Mainstreaming** include:

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

IS GENDER MAINSTREAMING REALLY SO COMPLICATED?

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

For the most part, practical gender mainstreaming is about running through a **checklist** of questions to ensure you have not overlooked anything. It is about **asking the right questions** so that you can see where limited resources should best be diverted. Gender mainstreaming is a necessary process for achieving gender equality in the **most effective and efficient** manner.

STEP 1

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

Step 1 concerns the project and policy making context. The actors involved in the process, along with their values and understanding of gender issues, will significantly determine the outcome of your policy or project.

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

- *Who are the stakeholders? Do they include individuals or groups with a "gender perspective"?*

Gender mainstreaming means that "gender" stakeholders need to be identified and included throughout the policy or project cycle. Multiple stakeholders bring greater accountability and a wider variety of options to the policy-making process. It also introduces a series of "checks and balances" against competing viewpoints. Negotiating these multiple viewpoints will result in better policy-making.

- *Is there gender balance in all institutions and bodies involved?*

If strong gender imbalance exists among stakeholders or the core policy making group, take measures to involve more of the underrepresented gender – be it men or women. This is a question of accountability and credibility.

- *Where is gender expertise available?*

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

GENDER-SENSITIVE STAKEHOLDER CHECKLIST
Have the following individuals and groups been brought into the policy or project cycle?

➡ Gender focal points in other ministries or departments?

➡ Development partners with a gender equality mandate?

➡ A governmental or independent economist with gender expertise?

➡ Male and female representatives of private sector interests?

➡ An umbrella organization of women's or gender NGOs?

➡ Any NGOs or community groups that represent men's gender interests?

➡ Relevant sectoral or "special interest" NGOs that have an interest or experience in gender issues?

➡ Human rights groups or advocates?

➡ NGOs or lobby groups for European Union integration?

➡ Think tanks or policy analysts with experience and expertise in gender issues?

➡ Academics or researchers from university Gender Studies departments?

STEP 2

Mainstreaming a Gender Agenda: What Is the Issue?

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

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

This subject then needs to be examined from a gender perspective, in order to discern where, why and how specific gender mainstreaming initiatives may need to be applied. The following question will help you decide what the "gender issue" is:

- *Does this issue affect men and women in different ways?*

The answer is likely to be "yes". This means that the specific ways in which men and women are differently affected need to be refined (see **Gender Mainstreaming Steps 4** and **5**). Gender analysis is a vital part of clarifying the precise gender dimension of the issue (see Annex: **Gender Analysis – A Brief Guide**). The Gender Briefs in Part II can help you identify the "gender issues" of various development problems.

Step 2 is thus your first look through the "gender lens." While at this stage you will not yet be identifying specific gender problems that require policy solutions, Step 2 should introduce an appreciation of gender-related aspects of seemingly "gender-neutral" issues.

STEP 3

Moving Towards Gender Equality: What Is the Goal?

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

- *What do we want to achieve?*

In Step 2, you will have identified any gender dimensions inherent in the policy issue. It is also equally important to make this gender dimension explicit in your policy goal. This can happen in two different ways, and can be identified by asking two different questions:

- *Is the goal disaggregated by gender?*

The policy or project goal should address any differences between men and women and seek to redress them. If men and women have different needs, then the goal should be to meet both the needs of women **and** the needs of men. If men or women are disadvantaged in the given situation, then the policy goal should seek to redress this imbalance. These goals are thus **"corrective"**; they are about meeting the **practical needs** of both men and women.

- *Does the goal include a broader commitment to improving gender equality?*

The policy or project goal should also be examined in the light of gender equality more broadly. Perhaps elements of the institutions, structures or underlying principles that contextualize the issue fundamentally hinder de facto equality between men and women. If so, the goal should be broadened to address these elements as well. These goals are thus **"transformative"**; they are about **transforming institutions and structures** (social, political, economic, cultural, etc.) so that full gender equality can be more readily achieved.

These broad goals will be translated into specific targets and objectives (see **Step 6**), once you have refined the question (see **Step 5** and Annex: **Gender Analysis – A Brief Guide**) and are ready to develop concrete policy interventions.

STEP 4

Mapping the Situation: What Information Do We Have?

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

In Step 4 "Mapping the Situation," you must start thinking about refining both your question and your potential policy interventions. In order to do this, it is important to have an **inventory** of:

- what you know

- what you don't know

- what projects or policy interventions have already happened

- what is currently happening

- what other related interventions are planned

Answering the above questions will help you focus on "filling in the gaps", commissioning or undertaking necessary research and planning complementary initiatives rather than "reinventing the wheel". Mapping the Situation is also a critical stage for introducing **efficiency** into the mainstreaming process.

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

➡ Mapping Exercise

➡ Policy Review from a Gender Perspective

➡ Legislative Review from a Gender Perspective

GENDER MAINSTREAMING TOOL #1

A Mapping Exercise

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

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

Helpful Sources of Information:

- Database of government legislation

- Database of government documents

- Database of government-commissioned research

- Database of donor-funded technical assistance

- Database of NGO activities

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

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

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

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

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

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

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

SAMPLE MAPPING EXERCISE:

The following page shows a brief example of how you might use this tool to map the situation in the information and communication technologies (ICT) sector in "Country X".

Once completed, the "map" should indicate which areas require further gender analysis and investigation.

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

SAMPLE MAPPING EXERCISE

INFORMATION AND COMMUNICATION TECHNOLOGIES (ICT) in Country X			
Sectoral or Policy Issues ⇒	*Access to internet*	*Development of E-commerce for SMEs*	*Jobs in the IT sector*
Gender Questions ⇒	*Do men and women have equal access to internet? What are the effects of gender imbalance? Do men and women use the internet for different purposes?*	*Are men and women equally involved in the development of e-commerce? Will e-commerce affect men and women differently?*	*Do men and women have equal access to jobs in the IT sector? What are the barriers? What are the effects of gender imbalance?*
What Do You Know? ⇓			
Indicators (quantitative and qualitative)	*Internet user statistics are not disaggregated by gender*	*74% of SME managers are male. No specific data on e-commerce SME managers.*	*Labour market survey data:* • *73% of IT jobs held by men* • *91% of IT management jobs held by men* • *71 of IT students – male*
Research Reports available	*A recent review of IT by the Ministry of Communications did not highlight any gender implications to e-commerce in specific*	*Gender impact assessment already undertaken on SMEs in general – expert should be hired to apply the conclusions*	*No gender impact assessment of effects of this imbalance has been commissioned.*
Govt. Programme	*No current programmes. number of women involved in SME sector. No programmes on e-commerce development.*	*Small pilot project in district P to increase*	*No current programmes.*
Govt. Policy/Legislation/	*New concept paper on universal access has been drafted. Gender not mentioned. Special target groups noted:* • *school children* • *unemployed*	*New policy for development of e-commerce has been drafted. No gender aspect included. Labour Code prohibits gender discrimination.*	*Labour code prohibits gender discrimination. "Education for All" policy mentions target of equal enrolment of boys and girls in all programmes (what about engineering and IT?)*
NGO Projects	*Rural women's NGO Z currently providing training to women on how to use computers.* • *other projects?*	• *NGO business support centre in district R* • *SME training for women conducted by NGO Q in 5 cities*	*NGO "Women in Science" – do not know what they exactly do.*
Donors' activities	*Donor Y is currently funding free internet access in libraries. No gender dimension explicit in this project.*	*Donor Z financing e-commerce incubators in district P in conjunction with government programme.*	*None known.*

GENDER MAINSTREAMING TOOL #2

Policy Review from a Gender Perspective

Once the situation has been "mapped", a more in-depth policy review from a gender perspective will assist you in evaluating the extent to which gender concerns are currently reflected in public policy and programmes (you may wish to engage a gender expert to assist you in this task).

This process consists of examining the following elements of policy:

(a) Gender Equality as a Policy Priority:

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

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

Your policy audit should thus begin by reviewing the existence of gender equality concerns in any major policy commitments or pledges. Secondly, you should review whether this mandate expressly outlines *how* and *by whom* gender mainstreaming is to be undertaken, as this should delineate lines of accountability and responsibility. Any credible policy should also outline concrete goals, objectives and indicators of success.

(b) Sectoral Policies on Gender Mainstreaming:

Do ministries or departments have specific policies for gender mainstreaming?

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

(c) A Gender-Sensitive Approach to Sectoral Policy and Programmes:

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

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

➥ Was gender expertise part of the information and consultation inputs into programmes and policy formulation?

➥ Does the policy explicitly address gender issues in defining the problem?

➥ Do policy actions and solutions consider the potentially differential impact on men and women? Are target groups identified accordingly?

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

GENDER MAINSTREAMING TOOL #3

Legislative Review from a Gender Perspective

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

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

➥ Is there adequate basic legislation that prohibits discrimination on the basis of sex (Constitutional law, Anti-discrimination Act)?

➥ Is there any evidence of explicit discrimination against men or women in any legislation?

➥ Is there evidence that implementation of legislation may result in indirect discrimination against men or women?

➥ Was gender expertise part of the information and consultation inputs into the drafting of legislation?

📄 See also Gender Brief on **JUSTICE AND HUMAN RIGHTS: Legislation**

STEP 5

Refining the Issue: Research and Analysis

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

During Step 5, you will need to conduct or commission research that will fill in these gaps. This is absolutely crucial in order to guarantee the **credibility, efficiency** and **effectiveness** of any projects or policies you develop.

This phase involves:

➡ Specifying the research question

➡ Determining necessary inputs

➡ Designing and/or Commissioning the research

1) SPECIFYING THE RESEARCH QUESTION:

The research question needs to be concrete and specific in order to be useful for policy making or project development. The most crucial factor will be understanding what **output** is required from the research. This is necessary in order to provide precise **terms of reference** for the researchers.

WHAT IS THE DESIRED OUTPUT OF THE RESEARCH?

Situational Analysis: If you have absolutely no data on a given subject, a situational analysis may be required. However, bear in mind that situational analyses do not provide you with concrete policy options or recommendations.

Policy Options/Recommendations: If your goal is the development of concrete policies, policy researchers and analysts should provide you with a "policy brief" that contains several options and highlights the advantages and disadvantages of each. These considerations should examine:

- **efficiency** (cost-benefit analysis),
- **effectiveness** (coverage, scope, sustainability), and
- extent to which **gender issues** are addressed: are needs of both men and women met? Are frameworks of gender roles and relations transformed?

2) DETERMINING NECESSARY INPUTS:

Research can be conducted in one of two ways:

- **in-house;** *or*
- **outsourced** (to individual experts, civil society groups, think tanks or commercial research firms)

Your budget, technical capacity and expertise, alongside the scope of the research, are the factors which will determine which route you choose. In either case, those conducting the research must meet the following criteria:

- **substantive expertise** concerning the sectoral or policy issue;
- **gender expertise** (i.e. professional and/or academic training in gender theory as pertains to public policy);
- specific **technical expertise** as demanded by the research question (i.e. economic modelling, population-based survey design, etc.).

The appropriate balance of these three elements is crucial for producing viable policy options. You may need to engage a **team** of researchers to ensure all three capacities.

3) COMMISSIONING THE RESEARCH:

Regardless of whether the research is conducted in-house or outsourced, you should refer to the following questions when evaluating any research proposals:

CHECKLIST FOR EVALUATING RESEARCH PROPOSALS:

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

➥ **Subjects:** Will the situation of both genders be researched? Will data be disaggregated by gender?

➥ **Methodology:** What methodology will be used? Is it sensitive to both men's and women's particular needs? (e.g. confidentiality, sensitivity to some issues)

➥ **Analytical Axes:** Does the research include gender as a important variable in determining social processes? Are other important axes for analysis considered (ethnicity, socio-economic status, geographical location, etc.)?

➥ **Theoretical Framework**: Is knowledge of gender analysis frameworks demonstrated? Will these frameworks be used in the analysis of data?*

➥ **Credibility:** Have steps been taken to ensure that results will be credible in the eyes of all stakeholders? Will both men and women have the chance to provide inputs and comments?

🖹 See also **ANNEX I: GENDER ANALYSIS: A BRIEF GUIDE**
🖹 See also Part II – Science, Research and Information Technologies

STEP 6

Formulating Policy or Project Interventions From a Gender Perspective

Once you have collected and analyzed the necessary data and information, you will have to decide on the appropriate course of action to move towards the goal articulated in **Step 3**.

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

CRUCIAL CONSIDERATIONS FOR POLICY OPTIONS:

- **efficiency** – cost-benefit analysis;

- **effectiveness** – the degree to which your goal will be met; and

- **social justice,** including **gender equality** – the extent to which social and historical disadvantages between different groups in society are addressed and compensated.

The economic, social, equity, community, environmental and other types of impact of each option need to be assessed. To ensure a gender perspective, a "gender impact assessment" should also be conducted for each option. This should consider the following key questions[3]:

GENDER IMPACT ASSESSMENT CHECKLIST:

➥ What benefit (financial, human) will the option bring to both men and women ?

➥ What cost (financial, human) will the option inflict on both men and women?

➥ How do both female and male stakeholders perceive the option in terms of its costs, benefits, acceptability and practicality?

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

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

After weighing these factors carefully, you will be ready to formulate your intervention. This will entail preparing the actual policy or project document.

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

GENDER MAINSTREAMING CHECKLIST FOR PROJECT OR POLICY DOCUMENTS:

➥ **Background and Justification:** Is the gender dimension highlighted in background information to the intervention? Does the justification include convincing arguments for gender mainstreaming and gender equality? (See **Step 7**)

➥ **Goals:** Does the goal of the proposed intervention reflect the needs of both men and women? Does the goal seek to correct gender imbalances through addressing practical needs of men and women? Does the goal seek to transform the institutions (social and other) that perpetuate gender inequality? (See **Step 2**)

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

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

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

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

➥ **Implementation:** Who will implement the planned intervention? Have these partners received gender mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will both women and men participate in implementation?

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

➥ **Risks**: Has the greater context of gender roles and relations within society been considered as a potential risk (i.e. stereotypes or structural barriers that may prevent full participation of one or the other gender)? Has the potential negative impact of the intervention been considered (e.g. potential increased burden on women or social isolation of men)?

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

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

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

STEP 7

Arguing Your Case: Gender Matters!

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

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

THE "ADDED VALUE" OF GENDER MAINSTREAMING:

Arguments for adopting a gendered approach and for promoting gender equality in all projects and policies generally fall into one of the following 6 categories:

➥ Justice and Equality

➥ Credibility and Accountability

➥ Efficiency and Sustainability (the "macro" dimension)

➥ Quality of Life (the "micro" dimension)

➥ Alliances

➥ Chain Reaction.

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

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

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

Credibility and Accountability Arguments: Credibility arguments ask decision makers to "do the math": because women and men each make up half of the population, any data, policy or recommendation that does not recognize and address both genders equally will be ultimately flawed, and will thus have no credibility. These arguments are useful for justifying gender impact assessments (studies that examine how men and women are, will be or have been differently affected by actions or situational factors), or calling for more gender balance in decision-making processes.

Accountability arguments in particular are useful for reminding governments of their responsibility to ensure social justice and sustainable human development. In democratic states, governments must be accountable to the population and must further the interests of all its members – both men and women. A failure to address social justice or gender equality issues is also a failure of governments to be accountable to all citizens. Furthermore, many gender-sensitive interventions are not just gender exercises for their own sake – they are about holding governments accountable for their use of public funds and for the fulfilment of their political promises. Gender mainstreaming can offer concrete mechanisms for introducing a greater degree of accountability into governance.

Efficiency and Sustainability Arguments[4]**:** These arguments make clear an irrefutable fact: equal inclusion of men and women in all aspects of development and society pays off for the country as a whole. Nations cannot afford to ignore the contributions and economic and social capacities of both men and women in all spheres. The development of any country that does will ultimately suffer in the medium and long term. This is an argument that addresses "macro" aspects of development – i.e. the welfare and prosperity of a nation as a whole.

These arguments are particularly effective because they address the bottom line: money. They prove that investment in gender equality will pay off for the country as a whole in the future. Global studies have been done that prove the overall efficiency arguments[5] – these can assist you to make your argument, as will any national research you have to substantiate your case.

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

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

Moreover, while it is commonly recognized that women stand to benefit from increased attention to gender equality, quality of life arguments also point out the benefits to be gained by men and families as well. They stress the importance of social relationships and interdependence of social actors, claiming, for example, that if women are empowered, those closest to them stand to gain as well. On the flip-side, inequality or hardship for one

gender will negatively affect other social actors as well. For example, the negative effects of depression in men or poor employment opportunities for women affect families, children and spouses as well.

Moreover, quality of life arguments are useful for promoting a gender dimension in programmes aimed at curbing social "pathologies". For example, issues such as suicide, alcoholism, addictions and chronic stress are strongly linked to changing gender roles and relations in society and the inability of individuals to cope and adapt. The argument here therefore underlines how a gender perspective can limit these pathologies and improve the quality of life of members of society.

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

Alliance Arguments: Alliance arguments highlight gender equality as a prerequisite for forging formal alliances or partnerships with other nations. In the context of Eastern and Central Europe, the most salient example is European Union integration: candidate countries for EU accession are mandated to implement various instruments for the promotion of gender equality as a prerequisite for EU membership.

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

Chain Reaction Arguments: Lastly, all of the above arguments are strengthened when the links between them are highlighted. Gender equality can in fact produce a "chain reaction" of benefits, just as the effects of gender inequality can be passed on from individuals to families and communities. The "chain reaction" argument highlights how sound the

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

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

investment in gender equality actually is: it will bring not only short-term, localized benefits, but medium and long-term benefits that will ripple through society, strengthening the nation as a whole.

At the same time, mainstreaming should also remain aware of "chain reactions" that might produce negative gender equality effects if not anticipated and dealt with in an integrated manner. For example, a "top down" mandate for family-friendly workplaces might bring backlash and even greater exposure to harassment against women in their place of work. Similarly, advancement of women may lead to greater depression and pathological behaviour among men. These risks highlight the crucial need to create complex strategies for gender mainstreaming, whereby a number of initiatives are mutually reinforcing. Thus a negative chain reaction argument can be used to convince decision-makers that mainstreaming must proceed in a *strategic and holistic* manner.

"SELLING" GENDER MAINSTREAMING!

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

Therefore, it is useful to be equipped with potential strategies for combatting this resistance. Tips for dealing with resistance include[6]:

- When seeking programme or policy approval, approach decision-makers with concrete proposals, preferably in writing. In cases where you have a programme and budget proposal, it may be useful to present the programme first, and once general approval is attained, a budget can be presented. Use concrete data and research (preferably from your country or region) to back up your arguments.

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

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

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

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

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

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

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[6] These tips have been developed according to experienced shared by participants in three sub-regional seminars on Gender Mainstreaming organized by UNDP RBEC in June-August 2001. Thanks to all for their ideas and suggestions!

STEP 8

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

Monitoring is an indivisible aspect of gender mainstreaming. Three aspects of monitoring include:

I. LEVELS OF MONITORING

II. GENDER-SENSITIVE MONITORING PLANS

III. GENDER-SENSITIVE TARGETS AND INDICATORS

I. LEVELS OF MONITORING

Monitoring should take place at two different levels:

➥ Monitoring **progress** towards fulfilling substantive goals and objectives

➥ Monitoring the implementation **process**

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

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

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

• allow you to identify hindrances and gaps in the process that can be immediately redressed

• allow you to improve the design of future initiatives

• document obstacles to mainstreaming that can be later addressed in a wider institutional context

Questions to consider in monitoring the process might include:

➥ Are men and women equally participating in project decision-making?

➥ Are men and women treated with equal respect, as decision-makers, implementers and participants?

➥ Are those involved in project implementation continually motivated to maintain a gender perspective (opportunities to update their gender knowledge and skills, and discuss gender issues in a non-judgemental environment)?

II. GENDER-SENSITIVE MONITORING PLANS

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

• who is responsible for monitoring tasks

• how other stakeholders will participate in the monitoring process

• when monitoring will take place

• what tools will be used to record observations

• what mechanisms exist to review progress (periodic appraisal or review sessions)

III. GENDER-SENSITIVE TARGETS AND INDICATORS

Targets

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

Effective targets are:

• progressive but realistic

• time-bound

• measurable

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

Indicators

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

Effective indicators are:

- comparable longitudinally (over time) – *indicators that are measured only once cannot show signs of progress or decline*

- comparable with other countries, regions or target audiences

- measurable – *you need to be able to quantify or categorize your results*

- precise – *choose indicators whereby effects of external and environmental factors, other than those you hope to measure, are minimized*

- selective and representative – *too many indicators are difficult to track*

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

HOW DO I DEVELOP INDICATORS?

The indicators we choose should provide answers to questions we have about substantive progress or the implementation process. Choosing appropriate indicators therefore means:

➥ **Asking the right question – What do you want the indicator to tell you?**

E.g. Are both men and women equally able to access social services?

➥ **Determining the information needed to answer the question– What do I need to measure or compare?**

E.g. Extent to which female needs for existing social services are met as compared to extent to which male needs for existing social services are met.

➥ **Identifying the source of such information**

E.g. Population based surveys on use of social services, which disaggregates and compares responses of men and women.

Quantitative vs Qualitative Indicators and Sources of Data

Quantitative indicators can be defined as measures of quantity (total numbers, percentages, etc). They are useful for showing what the average outcome is, or the degree to which a goal or objective has been attained.

Common sources:

- censuses

- labour-force surveys

- administrative records

- target population-based sociological surveys

Qualitative indicators can be defined as people's judgements and perceptions about a subject. They are useful for understanding processes, but frequently do not show how typical or widespread are the views expressed.

Common sources:

- public hearings

- focus groups

- attitude surveys and interviews

- participatory appraisals

- participant observation

- sociological and anthropological fieldwork

Adapted from: Progress of the World's Women, Unifem 2000, which adapted it from the Canadian International Development Agency, 1996.

SOME TYPES OF INDICATORS – There are many different ways to classify indicators. The following table can help you choose which indicators will be most useful in providing an answer to the "monitoring questions" you have formulated.

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

STEP 9

Evaluation: How Did We Do?

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

Three levels of evaluation include:

1. Evaluation of **outputs** (Have objectives been met?)

2. Evaluation of **outcomes** (To what extent has the development goal been achieved?)

3. Evaluation of **process** (*How* were outputs and outcomes delivered?)

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

Evaluation criteria

➥ Who determines the evaluation criteria?

➥ What level of importance or priority is afforded to gender equality considerations?

Evaluation Actors

➥ Do evaluators' Terms of Reference specify the need for gender expertise?

➥ Are all stakeholders involved in the evaluation process?

➥ Who will provide inputs for evaluation data?

➥ Will the opinions of both men and women be considered?

➥ Who will be responsible for consolidating inputs and determining the validity and priority of differing opinions or observations?

Evaluation Process

➥ Will participatory methods be used?

➥ How and to whom will results of the evaluation be disseminated?

➥ Will both men and women stakeholders be given the opportunity to formally comment on or state their reservations about the evaluation results?

FEEDING BACK INTO A "GENDERED AGENDA"!

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

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

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

➥ Does your evaluation include concrete **recommendations** for follow-up initiatives? What other entry points can be accessed to ensure this follow-up?

➥ Does your evaluation point to **implications** for other ministries or stakeholders more broadly? How will you communicate these implications? Can you propose any concrete entry points?

➥ Are you documenting the process and results of your initiatives in a way that will guarantee **institutional memory**?

➥ In general, how and to whom are you **communicating** the results of your initiatives? (see Step 10)

STEP 10

En-Gendering Communication

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

> 📄 **See PART II, Gender Brief on MASS MEDIA for more detailed analysis of working with mass media to promote gender equality**

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

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

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

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

CONSIDERING A "GENDERED PUBLIC"

Using a gender perspective when designing communication strategies should highlight the different ways in which men and women respond to different messages. Key questions you might ask during a gender analysis of communication strategies include[7]:

➥ Do men and women read different publications?

➥ Do men and women watch or listen to different electronic media?

➥ Are media consumption patterns (frequency, time) different for men and women?

➥ Do men and women have different credibility criteria (regarding "authorities", arguments used, etc)?

➥ Do men and women have different values that cause them to respond to certain messages in different ways?

POSSIBLE INTERVENTIONS FOR COMMUNICATING PROGRESS IN GENDER MAINSTREAMING:

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

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

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

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