



Gender Mainstreaming Manual

Resource Material for Gender Trainers

Ministry of Women's Affairs
Training and Advocacy Department

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Foreword

It is the mandate of the Ministry of Women's Affairs (MoWA) to provide support to other government institutions for gender mainstreaming. Training and Advocacy Department (TAD) of MoWA plays a critical role in delivering on MoWA's mandate particularly for the capacity building of the state institutions for the promotion of gender mainstreaming. To ensure TAD is more strategic in its training efforts, MoWA has recently developed this "Gender Mainstreaming Manual".

This Gender Awareness and Development Manual was developed with the technical and financial assistance from the Institutional Capacity Building support to MoWA programme of the United Nations Development Programme (UNDP). We thank UNDP for its support and appreciate their partnership with MoWA for the advancement of women's development in Afghanistan. I thank the author of the manual and all other agencies and the government institutions for their time and inputs to finalise this Gender Mainstreaming Manual.

I am confident that this Gender Awareness and Development Manual will assist the gender trainers in facilitating trainings and hope this will be used by gender trainers of other institutions as well as an instrument for the promotion of gender equity goals set in the ANDS and to facilitate the implementation of the National Action Plan for the Women of Afghanistan (NAPWA).

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Gender Mainstreaming Manual
Gender Resource Material

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TABLE OF CONTENTS

INTRODUCTION	1
<i>Who Can Use This Manual And How.....</i>	<i>1</i>
<i>The Afghan Context.....</i>	<i>2</i>
<i>Gender Roles.....</i>	<i>4</i>
<i>Women's Triple Role.....</i>	<i>4</i>
<i>The Reproductive Role:</i>	<i>4</i>
<i>The Productive Role:.....</i>	<i>4</i>
<i>The Community Managing Role:</i>	<i>5</i>
STRATEGIC AND PRACTICAL GENDER NEEDS	6
<i>Practical Gender Needs (PGN).....</i>	<i>6</i>
<i>Strategic Gender Needs (SGN).....</i>	<i>6</i>
<i>Gender Relations</i>	<i>7</i>
<i>Gender Equality</i>	<i>7</i>
<i>Gender Equality As A Goal.....</i>	<i>7</i>
<i>Gender Equity.....</i>	<i>8</i>
<i>Gender Analysis</i>	<i>9</i>
<i>Gender-Aware Policies</i>	<i>9</i>
<i>Gender Blind Policies</i>	<i>9</i>
<i>Access and Control, Condition And Position</i>	<i>9</i>
WOMEN IN DEVELOPMENT (WID) AND GENDER AND DEVELOPMENT (GAD) APPROACHES	10
THE EMPOWERMENT OF WOMEN	10
WHAT IS GENDER MAINSTREAMING?	11
<i>Why 'Adding Women' Is Not A Recipe For Success</i>	<i>13</i>
<i>The Need For Gender Mainstreaming.....</i>	<i>13</i>
<i>Is Gender Mainstreaming Really So Complicated?</i>	<i>14</i>
A SUMMARY OF MAINSTREAMING GENDER.....	15
THE FOUR KEY STEPS OF GENDER MAINSTREAMING.....	15
<i>Step 1: Sex Disaggregated Data And Gender Analytical Information</i>	<i>15</i>
<i>Step 2: Women As Well As Men Influencing The Development Agenda.....</i>	<i>15</i>
<i>Step 3: Action To Promote Gender Equality Based On Specific Contexts.....</i>	<i>15</i>
<i>Step 4: Organizational Capacity Building And Change</i>	<i>15</i>
ARGUING YOUR CASE: WHY GENDER MATTERS!	16
<i>"Selling" Gender Mainstreaming!.....</i>	<i>16</i>
<i>The "Added Value" Of Gender Mainstreaming.....</i>	<i>17</i>
Justice And Equality Arguments:.....	17
Credibility And Accountability Arguments:.....	18
Efficiency And Sustainability Arguments:	18
Quality Of Life Arguments:.....	19
Alliance Arguments:.....	19
Chain Reaction Arguments:.....	19
<i>The 'Culture' Argument Against Gender</i>	<i>20</i>
WHO IS RESPONSIBLE FOR WHAT IN GENDER MAINSTREAMING?	21
<i>The Responsibility Of All Staff</i>	<i>21</i>
<i>When To Call In Specialist Help</i>	<i>21</i>
<i>Gender And Communication</i>	<i>22</i>
Considering A "Gendered Public"	22
Possible Interventions For Communicating Progress In Gender Mainstreaming:	23
PRACTICAL TOOLS AND GUIDELINES	24
STEP 1: SEX DISAGGREGATED DATA AND GENDER ANALYTICAL INFORMATION	24
Sex Disaggregated Data	24
Gender Analytical Information	24
<i>What You Need To Know.....</i>	<i>24</i>
Beneficiary Groups.....	24
Development Policy-Making, Management And Implementation Agencies	25
<i>Mapping The Situation: What Information Do We have?</i>	<i>25</i>

<i>When And Where To Collect Information And Data:</i>	25
<i>Use Of Gender Analytical Information And Sex Disaggregated Data</i>	26
<i>Outline Gender Analytical Framework: Beneficiary Groups</i>	26
<i>Gender Budgets</i>	28
STEP 2: INFLUENCING THE DEVELOPMENT AGENDA	29
<i>Gender-Sensitive Stakeholder Analysis</i>	29
Gender-Sensitive Stakeholder Checklist.....	30
<i>Women In Decision-Making: Community Level</i>	30
<i>Issues To Address</i>	30
<i>Increasing Women's Involvement In Community Decision-Making</i>	31
Gender Analysis	31
Planning To Promote Women's Involvement.....	31
Activities To Promote Women's Involvement	31
<i>Women In Decision-Making: National Policy Processes</i>	32
<i>Working In Networks And Coalitions</i>	33
<i>Tips For Network Effectiveness</i>	33
<i>Advocacy And Lobbying</i>	34
<i>Gender Advocates</i>	34
Government Based Advocates	34
Civil Society Based Advocates	34
Donor Based Advocates.....	34
<i>Advocacy Strategies</i>	35
<i>Linking Gender Equality And Poverty Elimination</i>	36
STEP 3: ACTION TO PROMOTE GENDER EQUALITY	37
<i>What Does Gender Equality Mean?</i>	37
<i>Moving Towards Gender Equality: What Is The Goal?</i>	37
<i>Outline Gender Equality Action Framework</i>	37
<i>Gender In Project Frameworks</i>	39
<i>Gender Impact Assessment Checklist</i>	39
<i>The Role Of Project Planning Frameworks</i>	39
<i>When And If To Include Gender</i>	40
<i>How And Where To Include Gender</i>	40
Background And Justification.....	40
Target Groups	41
Purpose And Goal.....	41
Outputs	41
Activities	41
Risks	41
Budget.....	41
Annexes	42
Communication Strategy	42
<i>Monitoring: Keeping A Gender-Sensitive Eye On Things</i>	42
Levels Of Monitoring.....	42
Gender-Sensitive Monitoring Plans.....	43
Gender-Sensitive Targets And Indicators	43
<i>How To Develop Indicators?</i>	43
<i>What Are Indicators Designed To Measure?</i>	44
<i>How Do They Measure?</i>	44
Quantitative Indicators.....	44
Qualitative Indicators.....	45
<i>Evaluation: How Did We Do?</i>	46
<i>Feeding Back Into A "Gendered Agenda"</i>	47
STEP 4: ORGANIZATIONAL CAPACITY BUILDING/CHANGE	48
<i>"Policy Evaporation"- What Is Policy Evaporation?</i>	48
<i>Why Does It Happen?</i>	48
<i>How Does It Happen?</i>	49
<i>Implications</i>	49
ORGANIZATIONAL CAPACITY BUILDING FRAMEWORK	49
GENDER FOCAL STAFF	51
<i>The Role Of Gender Focal Staff</i>	51

<i>Common Constraints</i>	51
<i>Promoting Effectiveness</i>	52
GENDER POLICIES AND STRATEGIES	52
<i>Policy Commitments</i>	54
<i>Strategy</i>	54
<i>Lessons Learned</i>	54
Policy Evaporation	54
Focus On Process And Product	54
Practice What You Preach - Expectations Regarding Gender Programming From Partners.....	55
<i>Gender Training</i>	55
What Is Gender Training?	55
"Best Practice" In Gender Training: The Context.....	56
"Best Practice" In Gender Training: The Content	56
Problems With Gender Training	57
Commissioning Gender Training.....	57
Promoting Gender Training Capacity	59
<i>Management Support</i>	60
Demonstrations Of Management Commitment	60
Promoting Management Support.....	60
EMERGING LESSONS ON GOOD GENDER MAINSTREAMING PRACTICE	61
EMERGING LESSONS ON MAINSTREAMING GENDER IN NATIONAL POLICY FRAMEWORKS	62
<i>Evaluation Findings</i>	62
ANNEXES	64
ANNEX 1 OUTLINE GENDER ANALYTICAL FRAMEWORK: DEVELOPMENT ORGANIZATIONS	65
ANNEX 2 SOME GENDER MAINSTREAMING TOOLS	76
A MAPPING EXERCISE	76
POLICY REVIEW FROM A GENDER PERSPECTIVE	79
LEGISLATIVE REVIEW FROM A GENDER PERSPECTIVE	80
<i>Checklist For Evaluating Research Proposals</i>	81
ANNEX 3 TYPES OF NETWORK	82
Informal Support Networks	82
Formal Internal Networks And Working Parties.....	82
Advocacy Networks.....	83
Electronic Networks.....	83
ANNEX 4 GENDER BUDGET TOOLS	84
ANNEX 5 REFINING THE ISSUE: RESEARCH AND ANALYSIS	85
<i>Specifying The Research Question</i>	85
<i>What Is The Desired Output Of The Research?</i>	85
ANNEX 6 SOME TYPES OF INDICATORS	86
ANNEX 7 REFERENCE MATERIALS USED	87
ANNEX 8 OUTLINE HISTORY OF WOMEN, GENDER AND DEVELOPMENT	88
THE "WELFARE" APPROACH.....	88
THE "WOMEN IN DEVELOPMENT" (WID) APPROACH.....	88
THE GENDER "EFFICIENCY" AND GENDER "EMPOWERMENT" APPROACHES	89
THE "MAINSTREAMING GENDER EQUALITY" APPROACH	90
ANNEX 9 DIFFERENT POLICY APPROACHES TO THIRD WORLD WOMEN.....	91
ANNEX 10 SOME USEFUL MANDATES, POLICIES AND INTERNATIONAL AGREEMENTS.....	93

Introduction

Hadith

All people are equal, as equal as the teeth of a comb. There is no claim of merit of an Arab over a non-Arab, or of a white over a black person, or of a male over a female.¹

Most development specialists agree that sustainable development is not possible without the full participation of both halves, female and male, of the world's population. Development policies that incorporate gender as a factor reflect a growing understanding of the absolute necessity for women's and men's full and equal participation in civil, cultural, economic, political, and social life. Progress for women in Afghanistan will mean progress for all citizens, and women's status in Afghanistan should be the barometer of peace and security in the country. And yet, women are systematically under-represented in decision-making processes that shape their societies and their own lives. This pattern of inequality is a constraint to the progress of any society because it limits the opportunities of one-half of its population. The promotion of gender equality and the empowerment of women are critical for making good development strategies and are essential for sustainable development. With the participation of women in mind, many people think that any kind of female presence will help us move towards gender mainstreaming and gender equality but this is not the case.

Who Can Use This Manual And How

This handbook is designed specifically for implementers and policy-makers who are not necessarily 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. The guidelines below are not definitive but serve as a useful, comprehensive introduction to some gender vocabulary and concepts. They will help you think about different ways of mainstreaming gender in your organization, environment and activities.

This handbook provides practical guidelines and advice for translating some of the theory of gender mainstreaming into practice. To do so, it examines 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. This means that everyone involved with the gender mainstreaming process should be included in each and every part of the project cycle. Different parts of this handbook can in fact be approached as checklists. These will help you identify what activities you have already

¹ All Hadith in this document are from Imam Muslim. Sahih Muslim: Being Traditions of the Sayings and Doings of the Prophet Muhammad (PBUH) as Narrated by His Companions and Compiled under the Title, Al-Jami'-us-Sahih. Vols. I,A,B-IV. A,B. {8 Vols.} Translated by Abdul Hamid Siddiqi. Lahore: Sh. Muhammad Ashraf Booksellers & Exporters, 1990

implemented, while also providing you with guidance for expanding your approach to gender mainstreaming.

This is a resource document which means that users can apply their own judgement as to what they wish to use at any one time. It can be used as the basis for a series of trainings or to provide supplementary materials for training on and introduction to gender mainstreaming. References to the Quran, the Hadith and the situation in Afghanistan have been provided to demonstrate to users that the ideas and concepts being introduced are not necessarily 'foreign'.

It is recommended that those using the manual familiarise themselves with the materials it contains before deciding which parts are most useful for their purposes. The manual is supplemented by a number of annexes which provide in-depth information on specific parts of the process. It must also be noted that there are a large number of documents related to various aspects of gender programming available on the internet.

The Afghan Context

Afghanistan has been and still is predominantly a highly conservative rural society with strong traditions ensuring tribal and/or extended family survival. Life for women in the few urban centres is not a universal indicator for the millions of women and girls living in villages. Women, as carriers of culture, are pivotal in such a system and are seen as the main repository of honor. They are to be controlled and protected from outside influence that might pollute them thus threatening the well being and existence of the tribe or extended family. Women in a society adhering to such a worldview are confined to a narrow set of behavioral possibilities and life choices. Change is slow and there is stringent control on if, when and how women can contact the outside world or vice versa. For example, it is still only a relatively small percentage of the population who are now showing interest in education for girls beyond puberty and in possibilities for women to be gainfully employed in their own right, beyond the confines of the home.

Afghanistan has already advanced a long way since September 11th and the fall of the Taliban. There is a functioning government, an elected parliament with significant numbers of women and a Constitution which envisages equal rights for women and men. Previous to the changes of the last five years, much had already changed during two decades of war and the chemistry of Afghan society had been irrevocably altered. This means that rural and provincial Afghanistan although underdeveloped in most areas are not the same contexts which many adult Afghans knew as children or which their parents and grandparents knew.

Although it is true that Afghan women still suffer as a result of twenty three years of war and civil unrest as well as the fall out of discriminatory policies resulting from Taliban rule, there are other factors to consider. Many of the woes of Afghan women arise from their life in a mountainous and resource poor country which is very underdeveloped. Although some women's problems are unique to Afghanistan, many others are shared by women across the world and require time and patience for Afghan men and women to start the process of bargaining for positive change.

Afghan women do not live in a vacuum. The relationships which define their gender roles, their *gender relations*, have existed for hundreds of years in some cases and the duration of the war in others. There is no quick fix for the status of Afghan women and external pressure should be applied with a great deal of care in order to avoid gains made for women's equality being rejected later on as 'foreign', 'un-Afghan' and 'un-Islamic'.

We cannot avoid involving Afghan men in changing the situation of Afghan women because they share a life. Afghan women are not one homogenous mass with a single set of needs. As in any sizeable country with unequal development, the situation is highly complex and requires analysis and thought. Finally, Afghan women have constantly had their rights taken away and given to them by Afghan rulers who have used them as a symbol of modernization or, alternately, impeccable Islamic moral credentials. All Afghan women need ownership of and representation in the reconstruction process. Women's perspectives and leadership must be included within all the ministries and beyond government, in civil society and at community level. Effective change has to start in the rural areas at the same time as it starts in Kabul.

There is a temptation and propensity to analyze, plan and act on 'Kabul-vision'; but one would forget that in Afghanistan, in the past and in the present, decisions are still heavily influenced by what happens in the periphery. The implications of this for the status of women in a future Afghanistan are significant and the microcosm which is Kabul will be seen to be highly misleading as an indicator of the status of the majority of Afghan women. This means that provincial government and civil society working in rural and provincial areas have a big role to play in relation to women's access to the development process and the achievement of sustainable, positive outcomes.

The Basic Terminology

Gender is often (mis)understood as a woman's issue. The meaning is still unclear and for many it is an emotive issue possibly because there is no equivalent word in Dari or Pushtu. This makes it appear foreign and threatening. Even in the English language the word 'gender' has been borrowed and applied to the concept being introduced in this manual. As one Afghan lady commented, if 'gender' referred to a car part it would not elicit such a passionate reaction. There are many misconceptions about gender, women's empowerment and many other concepts which have been highlighted by development organizations of late. This section aims to untangle some of the confusion.

Gender refers to the social roles and status assigned to both men and women in their societies because of their sex. Therefore **gender analysis, mainstreaming, programming** etc. would ideally look at most important issues in the lives of *both* men and women, rather than women in isolation. In the Afghan context, attempts at dealing with gender issues primarily focus on women and girls who have primarily been the victims of oppression and arrested development – but the involvement and needs of men and boys should not be forgotten.

Sex: is the biological difference between men and women. Sex differences are concerned with men and women's bodies. E.g. women can bear children, men cannot.

Gender: Sex is a fact of human biology gender is not. The experience of being male or female differs dramatically from culture to culture. The concept of gender is used by sociologists to mean all the socially given attributes, roles, activities, and responsibilities connected to being male or a female in a given society. Our gender identity determines how we are perceived, and how we are expected to think and act as women and men, because of the way society is organized. This means that all women will not experience their gender roles, needs or relations in the same way – they are not a homogenous group. People tend to forget that there are hierarchies among men and women e.g. wealthy women, middle income women, poor women, disabled men and women, adolescents, old people, widows, orphans, rural groups, urban groups, religious and ethnic minorities, etc.

The term gender is often used as if it is identical and interchangeable with the word women. This is not the case. The reason why gender approaches often address women and girls is because of the acknowledged discrimination and exclusion which most women face in developing, and at times developed countries, but more importantly because of the confusion between Women in Development (WID) and Gender and Development (GAD) approaches discussed below.

Gender Roles

Gender is a basic organizing principle of societies, particularly in the division of labor and roles in families, communities, and the marketplace. Although gender roles limit both women and men, they generally have had a more repressive impact on women. Men and women's functions and responsibilities differ according to what their societies deem culturally appropriate for them.

Women's Triple Role

Almost all women have what is referred to as a Triple Role. Considering women's Triple Role is important for effective programming for reasons given in the short case studies below. The following definitions are taken from Moser (1995):

The Reproductive Role:

comprises the childbearing/rearing responsibilities and domestic tasks undertaken by women, required to guarantee the maintenance and reproduction of the labor force. It includes not only biological reproduction but also the care and maintenance of the workforce (husband and working children) and the future workforce (infants and school-going children). These are the tasks which are traditionally considered 'shameful' for men to do in Afghanistan. Examples may be washing clothes or sweeping the house.

The Productive Role:

comprises work done by both women and men for payment in cash or kind. It includes both market production with an exchange value, and subsistence/home production with an actual use-value, but also a potential exchange value. In some cases, work done primarily by men becomes lower paid and less prestigious when women begin to do it, and "women's work" earns higher pay when done by men. For women in agricultural production this

includes work as independent farmers, peasants' wives and wageworkers. This aspect of Afghan women's contribution, especially to the agricultural economy is largely ignored. However, women do weeding (*kheshawe*), fruit picking and processing for a wage. They take animals to summer pasture (*aylaq*). In Kunar and some parts of Laghman women do most of the heavy agricultural labour as well as chopping and carrying wood from the forest for sale in the market.

The Community Managing Role:

comprises activities undertaken primarily by women at the community level, as an extension of their reproductive role. This is to ensure the provision and maintenance of scarce resources of collective consumption, such as water, health care and education. Traditional Birth Attendants or *dayeh* provide such services. It is voluntary unpaid work, undertaken in 'free time'. The community politics role in contrast comprises activities undertaken by men at the community level organizing at the formal political level. It is usually paid work, either directly or indirectly, through wages or increases in status and power. This would include the *shura* or *jirga* to which women are generally not allowed.

Strategic And Practical Gender Needs

Meeting practical and/or strategic gender needs takes on importance when we consider WID and GAD approaches, elaborated below. The following definitions were taken from March et al. (1999):

Practical Gender Needs (PGN)

are the needs women identify in their socially accepted roles in society. Practical gender needs do not challenge the gender divisions of labor or women's subordinate position in society, although rising out of them. Practical gender needs are a response to immediate perceived necessity, identified within a specific context. They are practical in nature and often are concerned with inadequacies in living conditions such as a distant water source, lack of health care and income generation possibilities. While practical interventions to address such needs can increase women's participation in the development process, they are unlikely to change gender relations and, in fact, may preserve and reinforce inequitable divisions of labor.

Strategic Gender Needs (SGN)

are the needs women identify because of their subordinate position to men in their society. Strategic gender needs vary according to particular contexts. They relate to gender divisions of labor, power and control and may include such issues as legal rights, domestic violence, equal wages and women's control over their bodies. Meeting strategic gender needs helps women to achieve greater equality. It also changes existing roles and therefore challenges women's subordinate position. This may include the right to inheritance (*miras*) or a woman's right to refuse an offer of marriage when it is arranged by her family.

There is some criticism of trying to separate issues into these two categories. This is based on the observation that neatly separating these two sets of needs out is difficult and complex in reality and that they form a continuum. For example, starting a women's group to meet a practical need for child care or income-generation may improve women's economic position and political participation. A community-based reproductive health project, introduced to meet the practical need for family planning, may enable women to have greater control over their reproductive lives and to carve out a larger role in decision-making in the family.

Sura 49, al-Hujurat [The Inner Apartments]; Verse 13
O humanity! We created you from a single (pair) of a male and a female, and made you into nations and tribes, that ye may know each other (not that ye may despise each other).²

Gender Relations

These are social relationships between men as a sex and women as a sex. Gender relations are simultaneously relations of cooperation, connection, and mutual support, and of conflict, separation, and competition, of difference and inequality. Gender relations are concerned with how power is distributed between the sexes.

Gender Equality

Gender equality does not necessarily mean equal numbers of men and women or boys and girls in all activities, nor does it necessarily mean treating men and women or boys and girls exactly the same. It means recognizing that men and women often have different needs and priorities, face different constraints, have different aspirations and contribute to development in different ways. It means giving women equal opportunity to work.

Gender equality and women's empowerment are inextricably linked. Women will only win equality when they are able to act on their own behalf, with a strong voice to ensure their views are heard and taken into account. This means recognizing the right of women to define the objectives of development for themselves. In Afghanistan and other countries, women are often discouraged from doing this, for example, by those who remind them of their role to maintain *aberoo* or respect. They do not ask: "Is this good for me?" but rather "What will my family say? What will the neighbours say?"

Gender Equality As A Goal

The empowerment of women and the promotion of gender equality is one of the eight internationally agreed development goals, the Millennium Development Goals (MDGs) designed to contribute to the elimination of world poverty.

Millennium Development Goal 3: Promote gender equality and empower women

Target: eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015.

Indicators

- ratio of girls to boys in primary, secondary and tertiary education
- ratio of literate females to males of 15-24 year olds
- share of women in wage employment in the nonagricultural sector
- proportion of seats held by women in national parliament.

² All Suras in this document are from A. Yusuf Ali, translator. The Holy Qur'an: Text, Translation, and Commentary. Brentwood, Maryland: Amana Corp., 1983

Research has shown that education for girls is one of the most effective ways of reducing poverty. In this context, the elimination of gender disparity in education has been selected as the key target to demonstrate progress towards gender equality/women's empowerment. However, education alone is not enough. Progress towards gender equality in education is dependent on success in tackling inequalities in broader aspects of economic, political, social and cultural life, and this is reflected in the indicators of progress listed above.

Gender equality is given such high priority because: ***gender equality is essential to poverty elimination***. There is a growing and convincing body of evidence which shows that women not only bear the brunt of poverty but that women's empowerment is a central requirement for its elimination. Poverty elimination can only be achieved by addressing the disproportionate burden of poverty, lack of access to education and health services, and lack of productive opportunities borne by women - ***gender equality is integral to a rights-based approach to development***. Human rights, defined and upheld by the international community, are universal, and based on the equal worth and dignity of all women and men. Internationally agreed human rights include standards of health, education and the right to a secure livelihood, as well as civil, political and legal rights (See Annex 10 Some Useful Mandates, Policies And International Agreements). Everywhere there are significant ways in which men's and women's responsibilities, opportunities and influence are unequal, although the nature and extent of inequality varies from society to society.

Whilst there are instances where men are disadvantaged in comparison to women, generally women and girls have fewer opportunities, lower status and less power and influence than men and boys. Millions of women around the world:

- have to work harder than men to secure their livelihoods although their work may be invisible
- have less control over income and assets
- have a smaller share of opportunities for human development
- are subject to violence and intimidation
- have a subordinate social position
- are poorly represented in policy- and decision-making.

Gender inequality represents a huge loss of human potential, with costs for men as well as for women.

Gender Equity

An approach using gender equity is directed towards ensuring that development policies and interventions leave women no worse off economically or in terms of social responsibility than before an intervention. This approach tries to make equity visible by using indicators which reveal the human cost of many activities; provision of fuel, water, etc. This approach tries to ensure that women have a fair share of the benefits, as well as the responsibilities of the society, equal treatment before the law, equal access to social provisions; education; equal pay for work of the same value. Gender equity, as a goal, requires that specific measurements, monitoring and analysis are employed to ensure that, at a minimum, programmes, policies and projects

implemented do not leave women worse off than other sections of the population, in particular the men in their peer group and families.³

Gender Analysis

Such an analysis explores and highlights the relationships of women and men in society, and the inequalities in those relationships by asking a set of relevant questions. Gender analysis can break down the divide between the private sphere (involving personal relationships or the family) and the public sphere (which deals with relationships in the community and wider society). It can look at how power relations within the household interrelate with those at the international, state, market and community level.

Gender-Aware Policies

These recognise that women are development actors as well as men, that the nature of women's involvement is determined by gender relations. This makes their involvement different and often unequal. Consequently women have different needs, interests and priorities which may sometimes conflict with those of men. Gender-aware policies take such issues into consideration.

Gender Blind Policies

These recognise no distinction between the sexes and assume no difference in the way policies will affect men and women. They make assumptions which lead to bias in favour of existing gender relations and tend to exclude women.

Access and Control, Condition And Position

Access is the opportunity to make use of a resource while **control** is the power to decide how a resource is used and who has access to it. So for instance, women in a rural community may **access** livestock and use the dairy products for family consumption but they cannot always decide about the sale of the animals and **control** the income from such a sale. Also, where children are seen as a resource, the women generally have no **control** of the resource. This is seen in the case of divorce the husband keeps the children and in the case of death where his relatives keep the children.

Condition is the immediate material circumstances in which men and women live while **position** is the place of women in society relative to that of men. Thus, the **condition** of a woman in a wealthy family may be excellent because of good material circumstances which are provided for her but she may, in the case of domestic violence or divorce for example, have no legal rights as a result of women's **position** in society. In another example, improving women's living **conditions** by bringing better sanitation e.g. public baths, to their area will not change their **position** in society relative to men.

³ This definition is from <http://www.bigpond.com.kh/users/gad/glossary/gender.htm>

Women In Development (WID) And Gender And Development (GAD) Approaches

"The term [WID] was very rapidly adopted by USAID in their so-called Women in Development (WID) approach, the underlying rationale of which was that women are an untapped resource who can provide an economic contribution to development...More recently a further shift in approach...has recognized the limitations of focusing on women in isolation and has drawn attention to the need instead to look at 'Gender and Development' (GAD)...[due to concern] about the manner in which the problems of women were perceived in terms of their *sex* – namely, their biological differences from men – rather than in terms of their *gender* – that is, the social relationship between men and women, in which women have been systematically subordinated." (Moser 1995).

GAD includes three main concepts:

- Both men and women create and maintain society and shape the division of labor. However, they benefit and suffer unequally. Therefore, greater focus must be placed on women because they have been more disadvantaged.
- Women and men are socialized differently and often function in different spheres of the community, although there is interdependence. As a result, they have different priorities and perspectives. Because of gender roles, men can constrain or expand women's options.
- Development affects men and women differently, and women and men will have a different impact on projects. Both must be involved in identifying problems and solutions if the interests of the community as a whole are to be furthered.

Both WID and GAD can contribute women's advancement and increase gender equity. WID projects enable women to address their practical needs and gain experience for projects in which they are mainstreamed. GAD enables women to address strategic interests, and women and men to work together toward mutual goals and greater equality. As such, both deserve due consideration by development planners.

The Empowerment Of Women

Because there are risks and costs incurred in any process of change, such change must be believed in, initiated, and directed by those whose interests it is meant to serve. Empowerment cannot be given, it must be self-generated. All that a gender transformatory policy can hope to do is to provide women with the enabling resources which will allow them to take greater control of their own lives, to determine what kinds of gender relations they would want to live within, and to devise the strategies and alliances to help them get there (Naila Kabeer 1994).

The United Nations Development Fund for Women (UNIFEM) includes the following factors in its definition of women's empowerment:

- acquiring understanding of gender relations and the ways in which these relations can be changed

- developing a sense of self-worth, a belief in one's ability to secure desired changes and the right to control one's own life
- gaining the ability to generate choices and exercise bargaining power
- developing the ability to organize and influence the direction of social change to create a more just social and economic order, nationally and internationally.

An important message is that gender equality and the empowerment of women is achievable. Great progress has been made in the 20th century. Women enjoy greater freedom and more power than ever before. Progress has been greatest where there has been strong political will; where changes in laws, regulations and policies have been followed through with real action; where resources have been devoted to the explicit goal of reducing gender discrimination. Progress is not dependent on the income level of the society: Some developing countries have outperformed much richer countries in the opportunities they afford women. Another important message is that achieving gender equality is not a one-off goal. Progress can all too easily be eroded. Gender equality needs to be constantly promoted and actively sustained.

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."*⁴

Another definition is:

"Mainstreaming gender is both a technical and political process which requires shifts in organisational cultures and ways of thinking, as well as in the goals, structures, and resources allocation of international agencies, government and NGOs" (Kardam 1998)

A gender mainstreaming approach basically means looking at women and men in relation to each other. Many agencies feel that employing a few women means that gender has been addressed, and yet they fail to note, for example, that the majority of female staff have been employed in the administration, secretarial or domestic sectors. They have little or no influence on the distribution of resources or power in comparison to male colleagues. Gender mainstreaming does not mean hiring a gender focal point and then isolating him or her. It is the responsibility of everyone in the organization. Gender mainstreaming is not only a question of social justice⁵, but is

⁴ The Report of the Economic and Social Council for 1997. United Nations, 1997.

⁵ Social Justice is about preventing human rights abuses and ensuring adherence to international law. It is based on the idea of a just society, which gives individuals and groups fair treatment and a just share of the benefits of society.

necessary for ensuring equitable and sustainable human development by the most effective and efficient means.

Gender mainstreaming is a strategy. It integrates gender concerns in analysis, formulation and monitoring of policies, programs and projects. It is a never ending process, rather than a goal of 'doing gender' once and for all, because gender roles and relations continuously change. Gender mainstreaming aims to promote gender equality and the empowerment of women in particular. Gender mainstreaming aims to strengthen the legitimacy of gender equality values by addressing gender disparities and gaps which have been highlighted e.g. in the division of labor, access and control over resources, access to services, information and opportunities and distribution of power and decision-making.

Gender mainstreaming, as a strategy, does not exclude interventions that focus only on women or only on men. In some instances, the gender analysis that goes before programme design and development reveals severe inequalities that call for an initial strategy of sex-specific interventions. However, such sex-specific interventions should still aim to reduce identified gender disparities by focusing on *equality as the objective* rather than on men or women as a target group. In such a context, sex-specific interventions are still important aspects of a gender mainstreaming strategy. When implemented correctly, they should not contribute to a marginalization of men e.g. focusing on women in reproductive health. Nor should they contribute to the evaporation of gains or advances already secured by women. Rather, they should consolidate such gains since they are central building blocks towards gender equality.

The analysis required to 'mainstream gender,' ensuring that all programs and policies contribute to increased equity, cannot be taught in a single workshop; it is learned over time. The commitment from agencies, in terms of (wo)manpower, finances and time dedicated to mainstreaming gender should reflect an understanding of the long-term nature of effecting such change. Training which leads to gender mainstreaming should ideally be through mentoring and practical demonstration, by knowledgeable staff with technical expertise and experience. The approach needed is a multi-level one which goes down to district and community level Interventions. The process must be assessed and monitored, through development of suitable indicators, for appropriateness and impact throughout. Gender mainstreaming is not complicated. The analyses needed may require staff with a specific level of expertise but to a certain extent there are checklists of questions which can be used. As long as the right questions are being asked, resources can be put to good use.

Finally, the difference between good and bad gender mainstreaming is the same as the difference between, say, making a series of superficial adjustments e.g. hiring a female receptionist but no senior management staff, celebrating International Women's Day but not allowing women to become involved in decision-making, and making profound, long-lasting transformations which change staff attitudes and lead to sustainable changes lasting beyond funding and contracts with gender-friendly donors. Gender inequality in development is not a technical issue which can be addressed by means of technical solutions alone. Gender mainstreaming designed to address gender inequality involves emotional and psychological side effects which cannot be avoided.

Why 'Adding Women' Is Not A Recipe For Success

With the misunderstanding that gender equals women, comes the danger of presenting women-specific policies, programmes, projects and organisations as gender interventions. A project which really targets only women can be disguised as a more politically acceptable project aiming to redress gender-based imbalances but the problem of unequal gender relations in political and other spaces occupied by both women and men remains unaddressed. So many carpet-weaving projects for women claim to empower women but only burden them with more badly paid work without changing gender relations in the home or in the community. Another good example is woman-run NGOs, where women implement projects with women in conservative areas and the face of the organization in political circles remains male. The projects from these organisations may never bring about a change in gender relations because where it matters most they maintain the status quo. The reverse face of such NGOs is men who set up women's organizations and use the sympathy for 'vulnerable women' to attract funding. Such approaches see attention to women's needs as something *additional* to the main thrust of development, i.e. the 'women in development' – WID – approach. At worst this results in tokenism and marginalization of women's long-term interests. Most projects, programmes and organizations in Afghanistan currently use some version of the WID approach.

The Need For Gender Mainstreaming

As mentioned, gender mainstreaming approach means looking at women and men in relation to each other. Gender mainstreaming makes a gender dimension clear 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 starts with a thorough analysis of the development situation, rather than assumptions about women's roles and problems. Many governments, NGOs, project designers and even the Women's High Association in Afghanistan, for instance, decided that most of women's problems would be solved if they had a sewing machine and generated some income. Many recent studies have shown that this is certainly not true.

Experience has shown that gender issues differ by country, region and concrete situation. You would not expect men and women in a mountainous part of Sweden or in Sudan to be facing exactly the same gender issues as men and women in Daikundi. Thorough, 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, which target women, 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 in every case.

Finally, as a comprehensive strategy, gender mainstreaming should also address the environment (ministry department, agency, NGO, 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 mainstreaming must also be ensured.

Is Gender Mainstreaming Really So Complicated?

Policy-makers, implementors and trainers 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 that nothing has been overlooked. 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.

A Summary Of Mainstreaming Gender

*The Four Key Steps Of Gender Mainstreaming*⁶

Step 1: Sex Disaggregated Data And Gender Analytical Information

Gender analytical research and sex disaggregated statistical data (about “beneficiary” groups *as well as* management and implementation organizations) is *essential* to effective gender mainstreaming. Information systems should regularly be disaggregated by sex; gender analysis (an examination of women’s as well as men’s experiences, needs and priorities) should be a regular part of social and institutional appraisal and monitoring processes; and gender analytical studies should be commissioned to examine particular issues and address information gaps. This information is necessary to identify gender difference and inequality; to make the case for taking gender issues seriously; to design policies and plans that meet women’s and men’s needs; to monitor the differential impact of policy, project and budget commitments on women and men.

Step 2: Women As Well As Men Influencing The Development Agenda

Women will only win equality when they are able to act on their own behalf, with a strong voice to ensure their views are heard and taken into account. This means promoting the involvement of women as well as men in decision-making at all levels, *and* ensuring that men and women committed to the promotion of gender equality are influencing decision-making. “Gender advocates” within government, civil society and donor organizations are most effective when they collaborate in identifying and developing strategic “entry points” for the promotion of gender equality.

Step 3: Action To Promote Gender Equality Based On Specific Contexts

Gender mainstreaming is a strategy to promote gender equality and the empowerment of women. Action to promote greater equality of influence, opportunity and benefit should be planned on the basis of sex disaggregated data and gender analytical information and a clear understanding of women’s and men’s priorities in specific contexts. Actions need to be explicitly included in policy and project documents and frameworks, backed up with staff and budgets, and monitored and reviewed through appropriate indicators of change.

Step 4: Organizational Capacity Building And Change

Gender mainstreaming, as an organizational strategy to promote gender equality, depends on the skills, knowledge and commitment of staff involved in management and implementation. “Evaporation” of policy commitments to gender equality is widespread and easily achieved. Developing appropriate understanding, commitment and capacity, as well as addressing issues of gender inequality within organizations, is a long-term process of organizational change. Appropriate capacity-building activities need to be explicitly included in policy and project documents and frameworks,

⁶ This section has been adapted from Derbyshire (2002)

backed up with staff and budgets, and monitored and reviewed through appropriate indicators of change.

The Rose Garden [Gulistan] Sheikh Muslihu al-Din Sa'di

**All Adam's race are members of one frame;
Since all, at first, from the same essence came.
When by hard fortune one limb is oppressed,
The other members lose their wonted rest:
If thou feel'st not for the others' misery,
A [child] of Adam is no name for thee.⁷**

***Arguing Your Case: Why Gender Matters!*⁸**

"Selling" Gender Mainstreaming!

Gender practitioners are probably aware that they may encounter resistance to 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. It is, therefore, useful to be equipped with potential strategies for combating this resistance. Tips for dealing with resistance include:

- When seeking programme or policy approval, approach decision-makers with concrete proposals, preferably in writing. In cases where you have a programme and budget proposal, it may be useful to present the programme first, and once general approval is attained, a budget can be presented. Use concrete data and research (preferably from your country or region) to back up your arguments.
- Responding to questions such as "Why should gender equality be a priority in a time of economic hardship?" is particularly difficult to answer. The focus of argumentation here should remind decision-makers that gender mainstreaming and gender equality enhance efficiency.
- 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 where possible. Timing is key and opportunities should be sought where public opinion has already been built up as a "launch pad" 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

⁷ Edward B. Eastwick, translator. Sadi: The Rose Garden. London: The Octagon Press Ltd. 1974

⁸ This section is largely adapted from Neimanis's document.

obstacles that decision-makers face. You should try always to offer “win-win” situations with solutions for the resistance which decision-makers may fear.

- 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. It is also a reason why gender practitioners have to be more resilient than most.

As mentioned, an important 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 adapting a gendered approach and for promoting gender equality in all projects and policies generally fall into one of the following six categories:

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

Justice And Equality 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 shared human rights. Most states are party to a variety of normative documents (for example, Afghanistan has ratified 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 not enough 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 actually offer concrete mechanisms for introducing a greater degree of accountability into governance.

Efficiency And Sustainability Arguments⁹: These arguments make clear an undeniable 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, and 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 – 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

⁹ Care should be taken when using efficiency arguments to avoid stressing that women are an “underutilized resource.” 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.

objective of creating a socially just and sustainable society, gender mainstreaming is 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.

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 Afghanistan, the most salient example was the rule of the Taliban where the mistreatment of women under that regime, together with the events of September 11th, in part set in motion the military campaign which brought about their fall. 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 if government or parliament wants to make the point that they have sovereign control over dictating their own national policy priorities. They can also backfire if the stability of the country can be shown to be at risk if gender equality is given too much prominence. This last argument has often been used by Afghan policy makers to avoid addressing gender issues in a substantive manner.

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 useful the 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 abolition of bride price and a higher marriage age led to the fall of two regimes. Family-friendly workplaces might bring backlash and even greater exposure to harassment against women in their place of work. Similarly, preferential employment of women may lead to greater aggression and resentment among men. These risks highlight the crucial need to create complex strategies for gender mainstreaming, whereby a number of initiatives are reinforcing each other. Thus a negative chain reaction argument can be used to convince decision-makers that mainstreaming must proceed in a **strategic and holistic** manner.

The ‘Culture’ Argument Against Gender

Resistance to ‘gender’ is usually based on the idea that gender is a foreign, or ‘Western’, concept that outsiders have no right to impose on other cultures. The following are some more points against the ‘culture’ argument so often used in the Afghan context:

- Any development intervention cannot leave traditional social practices untouched, nor ignore the existence of customary practice which at times stands in the way of development. This has happened with *bad*, where Afghan human rights and civil society groups have agreed that this custom cannot be justified even though some will argue strongly that it is part of Afghan culture.
- Culture and traditions are not fixed and immutable; they change and adapt to different external circumstances. It was culturally unacceptable for many groups to sell women’s handicrafts twenty or thirty years ago. Now communities clamour for women’s income generation projects.
- In the relationship of gender to culture, each situation is unique and specific. In some areas of Afghanistan, for example remote parts of Herat, fathers decide to bring girls up as boys and the whole community accepts this new identity. This is not the norm in every part of Afghanistan but people from communities where it happens will say that it is part of their culture as Afghans and Muslims. Similarly not all groups practise *bad* but some will insist that it is an important part of their cultural heritage.
- Examination of both non-Afghan and Afghan assumptions about Afghan cultural traditions will help get past gender as a ‘no-go area’. Afghan colleagues may, for example, try to convince non-Afghan colleagues that their culture is homogeneous and unchangeable but further examination will often show that this is not the case.

Who Is Responsible For What In Gender Mainstreaming?

The Responsibility Of All Staff

All staff should take responsibility for:

- understanding the different roles, responsibilities, and experiences of women and men in relation to the issue being addressed
- seeking out opportunities to actively involve women as well as men in consultation and decision-making processes
- acting on women's as well as men's priority concerns
- seeking out ways to promote benefit for women as well as men
- being personally informed about gender issues and gender mainstreaming, and seeking out ways of promoting this understanding and commitment amongst colleagues and partner organizations
- being aware of personal attitudes and behavior and the ways in which these affect communication with women and men and understanding of development and change.

When To Call In Specialist Help

Specialists should be called in when the organization is trying to:

- *ensure all women's participation.* Poor women in particular, as well as poor men, should always be in a position to speak for themselves. It is essential to create and support opportunities to ensure that this happens. This often means working with *female* planners, research staff and extension agents, as well as working with representative women's organizations, to enable poor women to express their views in a non-threatening environment and in a way that will influence the development agenda.
- *conduct gender analytical studies.* Good quality gender analytical information is required for policymaking, planning and monitoring purposes. Some of this may be available from secondary sources. *Conducting* gender analytical research requires well-developed social and gender analytical skills, and requires appropriately trained and experienced in-house staff or consultants.
- *promote gender equality at the community level.* Processes of social change designed to promote greater equality of influence, opportunity and benefit are complex and long term. The challenge of *promoting greater equality between women and men* should not be underestimated, particularly in contexts of considerable inequality. Specialist skills in participatory negotiated processes of working with community groups are essential and "front line" staff require regular personal and professional support.
- *promote gender equality within an institution.* Processes of organizational change designed to promote equal opportunities within the workplace, and to develop staff understanding of and skills in gender mainstreaming, are also

complex and long term. This requires staff with commitment, perseverance and influencing skills, backed up with appropriate resources and support. *Gender training* requires staff or consultants with skills in adult learning and participatory training, in addition to applied and practical understanding of gender analysis and gender mainstreaming.

Gender And Communication

Before discussing the main steps of gender mainstreaming, it is important to look at one of the fundamental issues in successful gender mainstreaming. Communication needs 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 so that everyone is aware about what is happening. In every case, the way in which you communicate (both pro-actively and reactively) influences the success of the project or policy.

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 the role of those responsible for gender mainstreaming 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, religious leaders, 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:

- Do literate 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 such as the Ministry of Women’s Affairs, 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. This option is limited in Afghanistan due to low literacy levels, lack of electricity, lack of access to computers, etc.

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. The Gender Studies Institute in Kabul University could play such a role.

Practical Tools And Guidelines

Step 1: Sex Disaggregated Data And Gender Analytical Information¹⁰

Sex disaggregated data and gender analytical information are fundamental to gender mainstreaming.

Sex Disaggregated Data

Sex disaggregated data is *quantitative* statistical information on differences and inequalities between women and men. Sex disaggregated data might reveal, for example, quantitative differences between women and men in morbidity and mortality; differences between girls and boys in school attendance, retention and achievement; differences between men and women in access to and repayment of credit; or differences between men and women in voter registration, participation in elections and election to office.

Gender Analytical Information

Gender analytical information is *qualitative* information on gender differences and inequalities. Gender analysis is mainly about understanding culture, e.g. the patterns and norms of what men and women, boys and girls do and experience in relation to the issue being examined and addressed. Where patterns of gender difference and inequality are revealed in sex disaggregated data, gender analysis is the process of examining why the disparities are there, whether they are a matter for concern, and how they might be addressed.

What You Need To Know

Beneficiary Groups

The precise sex disaggregated data and gender analytical information needed depends on the sector and context. There are a number of “gender analytical frameworks” designed to provide guidance on the kinds of questions that are likely to be applicable. However, no set of analytical categories caters to the information needs of every sector and situation. Analytical frameworks can be very helpful but need to be used critically and with care. They should be used to inspire not to restrict thinking.

The most useful starting point in determining information needs is to ask the question:

- What do we need to know in order to ensure that policy/project planning/monitoring addresses the needs of women and men (girls and boys) and benefits both women and men (girls and boys)?

Sector specialists, even those who know little about gender, will be able to brainstorm responses to this question and come up with an initial “gender analytical framework” of their own. This is a good point to refer to existing analytical frameworks i.e. do they include categories of enquiry that would be useful in your working context, but which

¹⁰ This section has been adapted from Neimanis and Derbyshire (2002).

you haven't considered? This manual includes an outline gender analytical framework to assist this process of brainstorming.

Development Policy-Making, Management And Implementation Agencies

In recent years research has drawn attention to the ways in which many institutions reflect in their structure, procedures and organizational culture gender inequalities found in wider society. Evaluations have also consistently drawn attention to the "evaporation" of policy commitments to gender equality as a result of inadequate procedures in management and implementation agencies, and lack of commitment, understanding and skills amongst staff.

The effective management and implementation of initiatives to promote gender equality preserved in planning and policy documents requires action *to develop staff commitment, understanding and skills* and to promote *greater gender equality within institutions such as development organizations* themselves. The design of appropriate capacity-building activities requires analysis of development organizations at the planning stage.

Mapping The Situation: What Information Do We have?

(See Annex 2 Some Gender Mainstreaming Tools)

After determining what the policy issue under consideration is and identifying potential gender dimensions of this issue, the next step is to identify the overall intended goals of policy or project interventions, and making sure these are gender-sensitive. After this one can start "Mapping the Situation," where both the question and the potential policy interventions are refined. 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 in "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.

When And Where To Collect Information And Data:

- It is important to draw on *existing* sex disaggregated data and gender analytical information where possible
- Attention should be focused on ensuring that *all data collection systems* (existing and newly created and including national, local, sectoral, and organizational systems) are routinely disaggregated by sex

- *Gender analysis* should be part and parcel of the routine processes of policy and project appraisal and monitoring. Gender analysis of beneficiary groups should be integral to *social* appraisal and monitoring processes, and gender analysis of development organizations integral to *institutional* appraisal and monitoring processes
- *New gender analytical studies* should be conducted or commissioned to address information gaps or to update existing information.

Use Of Gender Analytical Information And Sex Disaggregated Data

The collection of gender analytical information and sex disaggregated data is not an end in itself. It is required for certain specific tasks. These are:

- *Making the case for taking gender issues seriously.* Advocates seeking to promote attention to gender equality need relevant, up to date, context-specific information on gender differences and inequalities and men's and women's different priorities and needs. Advocating gender equality on the basis of allegations and passionate rhetoric is of limited effectiveness. Sex disaggregated data is particularly powerful for advocacy purposes, producing clear statistical evidence of gender difference and inequality.
- *Policy and project planning and review.* Context-specific gender analytical information and sex disaggregated data is necessary to:
 - ensure that women's as well as men's experiences and priorities inform the development agenda
 - plan appropriate actions to promote greater equality of influence, opportunity and benefit for women and men in beneficiary groups
 - plan appropriate actions to develop staff commitment, understanding and skills in development organizations
 - monitor the differential impact of policy and project commitments on women and men and review activities accordingly.

Outline Gender Analytical Framework: Beneficiary Groups

This outline gender analytical framework is designed to assist brainstorming on gender analytical information needs. It is an amalgamation between several commonly used gender planning frameworks and adds dimensions from sustainable livelihoods analysis¹¹.

¹¹ Adapted from Derbyshire (2002)

Category of enquiry	Issues to Consider
<p>Roles and responsibilities</p> <ul style="list-style-type: none"> ◆ What do men/women do? ◆ Where (location/patterns of mobility) ◆ When (daily and seasonal patterns)? 	<ul style="list-style-type: none"> ◆ <i>Productive roles</i> (paid work, self employment, and subsistence production) ◆ <i>Reproductive roles</i> (domestic work, childcare and care of the sick and elderly) ◆ <i>Community participation/self-help</i> (voluntary work for the benefit of the community as a whole) ◆ <i>Community politics</i> (representation/decision-making on behalf of the community as a whole)
<p>Assets</p> <ul style="list-style-type: none"> ◆ What livelihood assets/opportunities do men/women have access to? ◆ What constraints do they face? 	<ul style="list-style-type: none"> ◆ <i>Human assets</i> (e.g. health services, education, knowledge and skills) ◆ <i>natural assets</i> (e.g. land, labor) ◆ <i>social assets</i> (e.g. social networks) ◆ <i>physical assets</i> (transport, communications) ◆ <i>financial assets</i> (capital/income, credit)
<p>Power and decision-making</p> <ul style="list-style-type: none"> ◆ What decision-making do men and/or women participate in? ◆ What decision-making do men/women usually control (able to make decisions)? ◆ What constraints do they face? 	<ul style="list-style-type: none"> ◆ <i>household level</i> (e.g. decisions over household expenditure) ◆ <i>community level</i> (e.g. decisions on the management of resources and services) ◆ <i>local government level</i> ◆ <i>national government level</i>
<p>Needs, priorities and perspectives</p> <ul style="list-style-type: none"> ◆ What are women’s and men’s needs and priorities? ◆ What perspectives do they have on appropriate and sustainable ways of addressing there needs? 	<ul style="list-style-type: none"> ◆ “practical” gender needs (needs arising in the context of the <i>existing</i> gender roles/assets) ◆ “strategic” gender needs (i.e. requiring changes to existing gender roles/assets to create greater equality of influence, opportunity and benefit e.g. increasing women’s access to decision-making) ◆ perspectives on improved services and delivery systems such as prioritized services; choice of

Category of enquiry	Issues to Consider
	technology; location, type and cost of services; systems of operation, management and maintenance etc.

Annex 1 contains a general analytical framework, to assist gender analysis of development organizations.

Gender Budgets

Budgets are the most important government economic policy instrument. They demonstrate the spending choices a government has made to achieve social and economic objectives in the context of revenue raising activities and predicted revenue.

“Gender budgets” or “women’s budgets” are analyses of government budgets to establish the differential impact of revenue raising or expenditure on women and men and on different groups of women and men. They are designed to inform public policy debate, and as such are a particularly important lobbying tool in the context of national policy frameworks. In order to identify the differential impact of budget expenditures on women and men, three categories of expenditure are important:

- expenditure specifically targeted to groups of women or men to meet prioritized needs
- expenditure specifically targeted to promote equal opportunities for women and men
- general or mainstream budget expenditure making goods and services available to the whole community.

Typically 99% of expenditure falls into the third category and in this context, a budget can appear to be a gender-neutral instrument of policy. Sex disaggregated data and gender analytical information is needed to expose the differential gender impact of mainstream budget expenditure commitments.

Participants in gender budgeting exercises can include government, parliamentarians or civil society organizations, or a combination of these. A gender budget may cover expenditure and/or revenue, and may focus on selected sectors or all sectors. They might examine past budgets, past actual expenditure, estimated current budget allocations or future budgets as projected in medium term expenditure frameworks. They are conducted and used by governments to report on what they have done to meet women’s needs and to promote gender equality. More commonly, they are conducted by civil society groups and provide information for parliamentarians and civil society groups to use in lobbying for greater gender equality.

A number of gender budgeting tools and approaches have been developed. Choice depends on the availability of data, the expertise of personnel, and the links between

national budgets and national policy, as well as practical constraints of time and access to computers and software.

Sura-4, al-Nissa' [The Women] Verse 32

And in no wise covet those things in which God hath bestowed His gifts more freely on some of you than on others: to men is allotted what they earn, and to women what they earn: but ask God of His bounty. For God hath full knowledge of all things.

Step 2: Influencing The Development Agenda

Gender-Sensitive Stakeholder Analysis

This step concerns the project and policy making context. The actors involved in the process, along with their values and understanding of gender issues, will significantly shape the outcome of the policy or project. In order to ensure that women's as well as men's needs, priorities and constraints are recognized and addressed and influence the development agenda, all processes of policy development and project design should involve:

- participatory consultation with women as well as men in beneficiary groups
- women as well as men in decision-making at all levels
- gender equality advocates (men as well as women) devising ways of opening up spaces to ensure women's active involvement in consultation and decision-making.

This means finding ways to ensure that:

- women's groups are actively involved in consultation *and decision-making* processes
- the range of women's views and needs is adequately represented. Different women (and men) have different needs on the basis of class, ethnicity, age and family composition, and other factors. Urban, middle class women do not necessarily accurately represent the views and priorities of poor, rural women
- the usual processes of stakeholder analysis (drawing up a table of stakeholders; assessing the importance of each stakeholder and their relative power and influence; and identifying risks and assumptions that will affect project design) include:
 - women and men as separate stakeholder groups
 - where appropriate, different stakeholder groups amongst women (and men)
 - clarity regarding stakeholder groups which include *both* women and men
 - consultancy teams, working groups, management teams and implementation teams including women as well as men
 - gender equality advocates (in government, civil society and donor organizations) working in collaboration, thinking collectively and strategically about advocacy strategies.

Gender-Sensitive Stakeholder Checklist

Stakeholders with gender expertise can help identify entry points for gender mainstreaming and to implement a mainstreaming approach throughout the entire project or policy-making cycle.

It is important to know whether the following individuals and groups been brought into the policy or project cycle? Can you think of examples of such individuals?

- 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, such as the Afghan women's network
- 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, such as the Afghan Human Rights Commission
- Think tanks or policy analysts with experience and expertise in gender issues, such as the Afghanistan Research and Evaluation Unit
- Academics or researchers from university Gender Studies departments

Women In Decision-Making: Community Level

Issues To Address

Traditionally, women are often excluded from decision-making at community level. A number of factors combine to bring this about. These include traditional attitudes concerning the role and status of women, and also aspects of women's own work burden, knowledge, skills and confidence. Poor women's confidence can be undermined by less exposure than poor men to the world outside their immediate home, and by limited language and literacy skills. Even when steps have been taken to include women in community level decision-making, too often women have been token representatives on community committees with a passive role and few real responsibilities. Problems for women can be compounded during negotiations with local authorities. Community based groups may have been able to achieve considerable levels of women's participation, but decision-making power may lie at higher levels of the local administration, where women are not so well represented. Community efforts are often frustrated by bureaucratic delays or unwilling staff at the local/municipal government level, and women community representatives can be particularly vulnerable because of their generally lower social status.

Increasing Women's Involvement In Community Decision-Making

Gender Analysis

Before taking action to involve women in community level decision-making, it is important to be fully aware of *existing* gender roles, structures and attitudes in relation to decision-making at the community level.

Planning To Promote Women's Involvement

Action to promote women's involvement in community level decision-making should be planned on the basis of a clear understanding of existing gender roles, and on the basis of male and female community members' perspectives and priorities.

On this basis:

- appropriate ways of strengthening women's involvement in decision-making need to be specified in planning documents, included in implementation staff TORs (terms of reference) and supported with necessary funding - a good example can be found in the manual for the National Solidarity Project
- criteria for monitoring and evaluation of women's participation must also be established. Indicators of effectiveness should include qualitative as well as quantitative aspects of participation.

Activities To Promote Women's Involvement

- Practical measures to promote women's involvement in decision-making include the following:

Community consultation processes

- Practical measures are needed to ensure that project information reaches women, that they are able to attend meetings and that meetings provide a culturally appropriate forum in which they can actively participate
- Women themselves will often have insights on the best way to work around male dominated power structures and know best how to negotiate
- Open discussions involving men and women, where possible, may facilitate women's participation but specific measures may also be needed to overcome the deference or muting of women's views in front of men
- Particularly in large communities, it may be necessary to follow up large meetings with smaller planning groups, including key women representatives, where women's roles, responsibilities, priorities and constraints can be elaborated in more detail
- Given the limitations on poor women's time, considerable outreach work and flexibility is required about when and where to meet. One approach has been to arrange meetings in situ at, for example, water supply sites or clinics
- Working with existing women's NGOs or community organizations is a way to involve women directly. However, such organizations tend to be monopolized by more affluent women with more free time, and may exclude poorer sections of the community
- Women's organizations are not necessarily "gender-sensitive", in the sense that they may have limited understanding of ideas concerning gender mainstreaming and gender equality. It may be useful to take steps to

strengthen the gender sensitivity of community based organisations and networks.

Activities to gain the support of men

- Early consultation with men, particularly community leaders, and attempts to promote positive attitudes towards women's active participation, are important. Where women are involved in separate activities or training, the potential advantages should be explained, and/or complementary or parallel activities organized for men
- Men's negative attitudes to women's increased involvement have often shifted once the benefits to the community, households, and women themselves have been clearly demonstrated and communicated.

Promoting women's active role in community level decision-making

- Women's involvement in selecting candidates is likely to result in a higher and more dynamic level of women's participation
- The *quality* of women's participation in committees, as well as the *quantity*, needs to be improved. For women who are unused to assuming positions of authority, considerable groundwork may be needed to develop the self-confidence and assertiveness skills necessary for dealing with village authorities. Women representatives may need special training, in leadership skills, confidence building and communication. Similar training should be offered to men to avoid alienation.

Links with local authorities

Local women's needs are often addressed most effectively by building gender-sensitive partnerships between community representatives and local authorities. This involves:

- supporting and training community representatives to negotiate effectively for gender-sensitive services
- training staff in municipal authorities to increase their understanding of gender issues, needs and rights, as well as their responsibility for delivering gender-aware responses
- developing activities to increase information to marginalized groups, including women, about the services and resources they can expect, e.g. service charters setting out standards of provision.

Women In Decision-Making: National Policy Processes

World Bank Poverty Reduction Strategy Paper (PRSP) gender guidelines specifically promote the need for gender-sensitive participatory consultation processes at the poverty analysis stage. However, no mechanism exists either within the World Bank, or within most national governments, to ensure that these guidelines are adhered to and no minimum level of consultation is stipulated in the guidelines. The level of women's participation in national policy consultation processes in many countries is currently very low. It is imperative for gender equality advocates within governments, donor organizations and civil society groups to push for women's right to participate and to be heard in national policy consultation processes, and for women and gender

equality advocates to participate in decision-making at all levels. This means giving consideration to:

- supporting the capacity of civil society groups committed to gender equality (women's groups, men's groups and mixed groups) to engage effectively with national policy processes. It is particularly important to make budget and macroeconomic processes as transparent and accessible as possible
- recognizing the strength that diversity amongst women's groups and civil society groups can bring, but balancing this with choices regarding focused advocacy on women's rights and gender equality
- developing the capacity of government staff to understand gender equality issues and support gender-aware participatory consultation processes. Linkages between gender advocates and government officials developed during training can assist later lobbying activities
- establishing standards by which the quality of gender-aware participation can be measured.

Working In Networks And Coalitions

Networking is fundamental to effective gender mainstreaming. It is professionally ineffective and personally undermining for organizations and individuals seeking to promote gender equality and women's empowerment to work in isolation. In the context of developing national policy frameworks, it is essential for gender advocates within government and donor organizations to work collaboratively with each other and with civil society groups. (For further details see Annex 3 Types Of Network)

Tips For Network Effectiveness

Great expectations can accompany the establishment of networks, only to find that membership trails off, little is achieved and members stop meeting after a while. To maximize effectiveness, networks need to pay attention to the following:

- *clear thought to membership*: this involves thinking through what each member will contribute, and what they will gain, as well as factors concerning overall coherence and viability of the group
- *well thought out need and goal*: it is important for members to reach agreement on a clear purpose and goal. This is motivating and gives a general direction to the group
- *good leadership*: networks work most effectively when members feel actively involved and responsible. The leader should have a strong commitment to the network goal, respect for members and a facilitative, inclusive style
- *good communication with members*: this includes regular meetings, an agenda circulated in advance, and minutes circulated afterwards
- *effective and efficient meetings*: meetings should give a sense of progress towards the goal, provide an opportunity for members' views to be heard and to reach consensus on decisions
- *clear, realistic and agreed action plan*: actions need to be agreed bearing in mind members' resources, time availability, opportunities, skills, knowledge and influence

- *concrete results*: achievement is highly motivating. Modest expectations accompanied by tangible progress, are much more motivating than ambitious goals with no clear strategy for bringing about tangible change.

Advocacy And Lobbying

Gender Advocates

Persuading those in positions of power and authority to take gender equality and women's empowerment seriously is essential for making progress. This is the role of "gender advocates" with government, civil society and donor organizations. Gender advocates can be men or women, and individuals or organizations. They may undertake this responsibility as part of their designated role, or purely on the basis of their own motivation and choice. Gender advocates require patience, persistence and commitment. They need the ability to think strategically and to take advantage of unexpected opportunities. They need to be able to recover from setbacks, be willing to compromise and recognize the significance of modest gains and breakthroughs. Promoting gender equality and the empowerment of women is a long-term, complex and difficult task especially in a context such as Afghanistan. Gender advocates face different opportunities and constraints in different contexts.

Government Based Advocates

In many cases, advocates operating within government ministries are highly constrained in their room for maneuver. See "Selling" Gender Mainstreaming! above.

Civil Society Based Advocates

Civil society based gender advocates are often more free to express their views than those working within government. However their degree of influence and leverage over government decision-making will depend on a number of factors:

- the extent to which women's empowerment and gender equality is accepted as a desirable goal by the government and in wider society
- the government's history of addressing women/gender issues for reasons other than self-promotion in the international arena
- the government's degree of dependence on civil society support (e.g. need for voter support to remain in power)
- government decision-making ideology and procedures
- the existence and capacity of internal gender advocates fighting for a similar agenda.

Donor Based Advocates

The majority of donor organizations have a stated commitment to the promotion of gender equality (a notable success for gender advocacy). The problem lies in translating this commitment into action. In the context of donor-funded *projects*, the range of stakeholders involved in planning and design is comparatively small and the donor organization is often in a powerful position to influence the planning agenda. As a consequence, *if* attention to gender equality is important to the donor, *and* the staff involved in planning have the appropriate knowledge and skills, then measures

to promote gender equality are likely to be included in project design. The most appropriate role for gender advocates in this context is to develop appropriate gender mainstreaming knowledge and skills amongst planning staff.

In contrast, the development of *national policy frameworks* is a complex process of negotiation involving multiple government, donor and non-government stakeholders. Individual staff and organizations, including donors, have limited power *on their own* to influence the agenda. This provides a very different context for donor based gender advocates to promote attention to gender equality. It is essential for gender advocates from donor organizations, ministries, parliament and civil society groups to work in conjunction identifying strategic entry points for the promotion of gender equality. It is unsustainable, inappropriate and unnecessary for donors to promote an agenda of gender equality single-handedly. Donor based advocates should:

- promote, as far as possible, co-ordination between donors on gender equality issues
- ensure that staff from different sectors are aware of, and speak in favor of gender equality policy commitments
- seek out and support (with funding, training and consultancy support) gender advocates within partner ministries. Development assistance can play a very important legitimizing role, supporting the advocacy work of gender staff
- support civil society advocacy organizations
- participate in gender networks and agree joint strategies.

Advocacy Strategies

Effective advocacy (for individuals or organizations, government, civil society or donor advocates) involves:

- identifying appropriate “entry points”. These could be:
 - international, national, sectoral or organizational policy commitments to gender equality
 - new research findings, or analyses of sex disaggregated data
 - the support of key individuals in powerful positions
 - specific events (elections, international conferences, local conferences, issues in the headlines)
 - new initiatives
 - reviews of existing initiatives
 - research funding
 - funding for training
- developing strategic alliances and recognizing the need for compromise
- developing a well argued case for taking gender issues seriously, drawing on appropriate sex disaggregated data and gender analytical information
- moulding arguments into a shape that fits the goals, culture and procedures of the targeted organization or process
- using a language that is bold and appealing to policy makers and practitioners, quite different from the complexity of academic gender analysis

- making clear, well thought through and realistic suggestions for change. In constrained circumstances, suggestions for change may have to be confined to least worst scenarios and damage control, rather than to more ambitious concerns with the promotion of gender equality
- anticipating opposing arguments and developing reasonable responses
- recognizing the importance of small incremental steps towards the long-term goal of gender equality
- revisiting strategies to take account of what has been achieved and learned as well as to assess new opportunities and changing circumstances
- recognizing that gains made towards the long-term objective of gender equality cannot be taken for granted.

In individual meetings, remember to be brief, clear, accurate, persuasive, timely, persistent and grateful!

Linking Gender Equality And Poverty Elimination

Gender advocates need to win allies and press their claims successfully against rival claimants. In an unsupportive context, the most effective course of action is to demonstrate positive spin-offs from gender mainstreaming, in terms that are compatible with the overall policy environment.

The current international policy focus on *poverty elimination* provides a relevant and conducive context for gender mainstreaming. There is a growing and compelling body of evidence which shows that women not only bear the brunt of poverty but that women's empowerment is a central precondition for its elimination. The undoubted links between the elimination of poverty and the promotion of gender equality opens up considerable space for attention to gender issues in all aspects of mainstream policy-making and planning.

In making links between poverty and gender equality, it is important not to imply that gender inequality is *caused* by poverty, or that measures to address poverty will automatically address gender inequality. Progress on gender equality is dependent on political will not on the income level of the society. Some developing countries outperform much richer countries in the opportunities they provide for women.

Step 3: Action To Promote Gender Equality

What Does Gender Equality Mean?

Gender mainstreaming is a strategy to promote the goal of gender equality and the empowerment of women. As mentioned, gender equality does not simply mean equal numbers of men and women or boys and girls in all activities, nor does it necessarily mean treating men and women or boys and girls exactly the same. It signifies an aspiration to work towards a society in which neither women nor men suffer from poverty in its many forms, and in which women and men are able to live equally fulfilling lives. It means recognizing that men and women often have different needs and priorities, face different constraints, have different aspirations and contribute to development in different ways. It means recognizing the right of women to define the objectives of development for themselves.

Moving Towards Gender Equality: What Is The Goal?

Once you identify the “subject” of the project or policy-making initiative, it should be possible to see what the goal is. This can be done by asking:

- **What do we want to achieve?**

Once the gender dimensions in a policy issue have been identified, it is important to make this gender dimension explicit in the 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 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 form the background to the issue fundamentally hinder actual 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 or gradually changing 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, once the question has been refined and there is readiness to develop concrete policy interventions.

Outline Gender Equality Action Framework

Choice of action to promote gender equality should be made on the basis of clear gender analytical information and sex disaggregated data, and on the basis of

women’s own priorities and concerns. It is wholly inappropriate for development organizations to devise actions to promote gender equality and women’s empowerment without having gone through these two steps. This outline gender equality action framework¹² is designed to assist in planning discussions. In all sectors and contexts, possible action to promote gender equality broadly falls into the listed categories. Agreed actions to promote gender equality should be included in policy and planning documents, and backed up with staffing, resources and indicators of change.

Type of Action	Issues to Consider
ORGANIZATIONAL LEVEL	
Information systems and research	<ul style="list-style-type: none"> ◆ collating and commissioning targeted gender analytical research ◆ establishing sex disaggregated information systems
Building the capacity of staff in management, policy-making and implementation agencies	<ul style="list-style-type: none"> ◆ developing staff gender-related skills, knowledge and commitment through e.g. training workshops, consultancy support, provision of guidelines and checklists
Promoting gender equality in policy-making, management and implementation agencies	<ul style="list-style-type: none"> ◆ development of procedures to promote equality in recruitment and career development ◆ identifying and addressing gender-related issues in the organizational culture
Solidarity and networking	<ul style="list-style-type: none"> ◆ activities to link together individuals and groups working for gender equality
BENEFICIARY LEVEL	
Addressing women’s and men’s practical needs	<ul style="list-style-type: none"> ◆ recognizing and addressing practical needs/problems identified by and particular to either women or men e.g. providing childcare or developing domestic labor saving appliances for women to reduce drudgery
Promoting equality of access and benefit	<ul style="list-style-type: none"> ◆ promoting greater gender equality in relation to resources, services, opportunities and benefits e.g. encouraging qualified women to apply for typically ‘male’ posts such as engineering, agriculture, representation in male-dominated fora, etc.
Increasing equality in decision-making	<ul style="list-style-type: none"> ◆ promoting women’s and men’s equal participation in community level decision-making institutions and community representation

¹² This has been adapted from Derbyshire (2002)

Type of Action	Issues to Consider
Addressing the ideology of gender inequality	<ul style="list-style-type: none"> ◆ working with beneficiary groups to reflect on gender norms, traditions and values e.g. participatory community workshops on reproductive health ◆ addressing inappropriate gender stereotypes e.g. reviewing school text books for inappropriate gender stereotyping

Gender In Project Frameworks

Crucial considerations for policy options are as follows:

- efficiency – cost-benefit analysis;
- effectiveness – the degree to which the 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:

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 see the option in terms of its costs, benefits, acceptability and practicality?

The results of this assessment should be considered when weighing policy options.

The Role Of Project Planning Frameworks

In the context of *projects*, the project framework agreed between the donor and partner government/civil society organization is *the key document for mainstreaming gender*. It fulfils many functions:

- it provides a structured framework for participatory project design discussions
- it presents in summary form the agreed key aspects of the project.
- it is an instrument of accountability. The project management are accountable for delivering what is specified in the project framework: they are not accountable for what is not
- it provides the basis for budgeting, marking, and review/OPR (Output to Purpose Review) processes.

In the context of Poverty Reduction Strategies and Sector Wide Approaches, the *donor* project framework is an *internal* mechanism to agree and channel funds. It is not an instrument of accountability for partner governments. However, it is usual to find a project planning framework format used by governments to summarise objectives, activities, indicators and resource commitments. *This is then the key document for mainstreaming gender within policy frameworks.* It is the focus for planning, management, resource allocation, accountability and review.

When And If To Include Gender

Policy and project documentation, which is typically substantial, is important for planning, discussion and approval purposes. However, subsequent management, budgeting and review processes focus on the project planning framework summary. Therefore:

- if gender issues are relevant to the policy or project, *explicit references are required in the project planning framework.* Inclusion in social and institutional annexes or in social and institutional appraisal sections of the policy/project documents is not enough.
- if the policy/project is concerned with making an impact on poor people's lives, it is hard to imagine circumstances where gender would not be relevant in some way.

How And Where To Include Gender

The extent to which gender issues are included in project planning frameworks depends on the motivation, influence and knowledge of the people involved in drawing them up. In many situations, staff with the motivation to include gender equality issues lack the influence to put this into practice. In this situation, it is important to bear in mind that almost *any* mention of gender/women in the project planning framework is better than nothing, and advocacy activities should be geared to this end. This ensures that at least some attention is paid to gender issues in processes of management, resource allocation, and monitoring, and it opens the door to increasing attention to gender issues in review processes. However, where staff are in a position to address gender issues more systematically in the project planning framework, it is useful to bear the following points in mind.

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?

Target Groups

- it should always be clear from the project planning framework who the policy/project is targeting:
 - this should be clear from the use of sex disaggregated indicators
 - it should be clear which activities and outputs are targeted to women, which to men and which to both
 - replacing general terms such as “the poor” or “poor farmers” with, where appropriate, “poor men and women” and “poor male and female farmers” makes women as well as men clearly visible and avoids misunderstanding.

Purpose And Goal

The promotion of gender equality (benefit for women as well as men) should be an aspect of the purpose and goal of all development policies/projects concerned with impacting on people’s lives. This should be reflected in indicators and, where possible, also in the wording of the purpose/goal statement (See “gender-sensitive indicators”). If benefit to men and women is part of the goal and purpose, specific activities/outputs will be required to bring this about and need to be included in the project planning framework.

Outputs

It may be useful to have one output specifically concerned with targeted activities for women. However, it is important not to ghettoize women’s activities within one output with a very small claim on resources and no influence on the rest of the policy/project. Targeted outputs of this kind should complement activities to mainstream gender throughout the policy/project. Benefit for women as well as men should be considered as an aspect of each output. It is crucially important to include gender in output indicators and associated activities.

Activities

The promotion of benefit for women as well as men requires targeted activities, backed up with human and financial resources. Resource allocation is directly linked to the activity line of a project planning framework.

Risks

Has the greater context of gender roles and relations within society been considered as a potential risk (i.e. threats of violence, 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 risk of violence, greater 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? Is there for instance enough budget to cover the cost of *mahrms* should women need to travel? Has the need to provide gender sensitivity training or to engage short-term gender experts been factored in to the budget?

Annexes

Are any relevant research papers (or excerpts) included as annexes (particularly those that provide sound justification of 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? This is most crucial in Afghanistan as misinformation can lead to project failure at best or violent backlashes in extreme cases.

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

Levels Of Monitoring

Monitoring should take place at two different levels:

- Monitoring *progress* towards fulfilling concrete goals and objectives
- Monitoring the implementation *process*

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

When monitoring progress towards concrete 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
- chart obstacles to mainstreaming that can later be addressed in a wider institutional context

Questions to consider in monitoring the process might include:

- Are men and women participating equally in project decision-making?
- Are men and women treated with equal respect, as decision-makers, implementers and participants?
- Are obstacles to women's participation being dealt with systematically?
- 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-judgmental environment)?

Gender-Sensitive Monitoring Plans

Plans for monitoring both substantive progress and the implementation process should be developed and included in the official document outlining an 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 and what mechanisms exist to review progress (these are called “periodic appraisal” or “review sessions”)

Gender-Sensitive Targets And Indicators

Targets are set so that implementers can “keep their 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 and measurable. Integrating a gender perspective means that effective targets are also gender sensitive: they consider the situation and needs of both women and men.

Effective **indicators** are:

- comparable 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 impact of interventions by gender.

How To Develop Indicators?

The indicators chosen should provide answers to questions about concrete 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 boys and girls equally able to access education?
- Deciding about the type of information needed to answer the question–
What do I need to measure or compare?

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

- Identifying the source of such information
E.g. Population based surveys on use of education services, which disaggregates and compares responses of men and women.

What Are Indicators Designed To Measure?

Gender-sensitive indicators allow measurement of benefit to women and men. Depending on the policy/project, this might include:

- the impact/effectiveness of activities targeted to address women's or men's practical gender needs i.e. new skills, knowledge, resources, opportunities or services in the context of their existing gender roles
- the impact/effectiveness of activities designed to increase gender equality of opportunity, influence or benefit e.g. targeted actions to increase women's role in decision-making; opening up new opportunities for women/men in non-traditional skill areas
- the impact/effectiveness of activities designed to develop gender awareness and skills amongst policy-making, management and implementation staff
- the impact/effectiveness of activities to promote greater gender equality within the staffing and organizational culture of development organizations e.g. the impact of affirmative action policies.

There is no standard or agreed-upon method for measuring women's empowerment. Aspects of empowerment can be reflected in numbers (such as an increase in numbers of women in positions of power), but above all, empowerment concerns women's perceptions of their own lives and experiences. To measure qualitative aspects of empowerment, it is important that it is clearly defined. Most definitions stress two main areas:

- a personal change in consciousness involving a movement towards control, self-confidence and the right to make decisions and determine choices
- organization aimed at social and political change.

The greater the degree of existing gender inequality, the more subtle changes are likely to be. It is important in this context for indicators to recognize the significance of modest gains and breakthroughs.

How Do They Measure?

Gender-sensitive indicators need to capture quantitative and qualitative aspects of change.

Quantitative Indicators

Quantitative indicators refer to the numbers and percentages of women and men or organizations involved in or affected by any particular group or activity. Quantitative

indicators draw on the sex disaggregated data systems and records that have been examined during processes of policy or project planning. The availability of quantitative baseline data means that indicators usually include some element of target setting. For example:

- women form at least 33% of water committee members by the end of Year 2
- at least 50% of network members have developed a gender policy by the end of Year 3
- equality in girls and boys access to primary education by 2005
- 25% increase in number of female police officers by 2005, from a baseline of x%.

Monitoring information should be available through routine data systems and records. Common sources are censuses, labour-force surveys, administrative records, target population-based sociological surveys.

Qualitative Indicators

Qualitative information refers to perceptions and experiences. Qualitative information is vitally important. It is not enough to know that women are participating in an activity: the quality of their participation and experience, whether in community level meetings, primary school classes or as users of public services, is all-important.

Qualitative indicators (as well as quantitative indicators relating to visible change at the community level) should be developed together with beneficiary groups. In project documents it is legitimate to use a phrase like "quantitative and qualitative indicators to be developed with beneficiary groups in first six months of the project". This creates the space to develop indicators in conjunction with beneficiary groups once they have fully understood the nature of the project. (What changes would they like to see? What will the change look like? How can it be measured?). This process should take place using qualitative methods such as focus group discussions and informal interviews.

It is only possible to set targets for qualitative change if baseline data is available. This requires baseline surveys: it is highly unlikely that appropriate baseline data will be available from secondary sources. Where baseline data is available on experiences and perceptions, targets for qualitative change can be set. For example:

- at least 50% of women participating in water committees report active involvement in management and decision-making by the end of Year 2 (from a baseline of 10% at the start of the project)
- at least 70% of women respond positively to evaluation of police handling of their case in targeted police stations by the end of Year 3 (from a baseline of 5% average at the start of the project).

Where baseline data is not available, or is not easily aggregated into numbers and percentages, it is necessary to resort to general statements of improvement. For example:

- significant improvement in staff knowledge, skills and attitudes on mainstreaming gender equality in participating organizations by the end of Year 3 (where each organization starts with markedly different levels)
- significant increase in quantity and improvement in quality of media reporting on gender violence.

Information on qualitative indicators should be collected through evaluation surveys. Depending on the indicator, these might be questionnaire surveys reviewing perceptions and experiences of agreed indicators, or participatory methods such as focus group discussions and case studies. Common sources include:

- public hearings
- focus groups
- attitude surveys and interviews
- participatory appraisals
- participant observation
- sociological and anthropological fieldwork

Evaluation: How Did We Do?

The conclusion of the monitoring process occurs with evaluation. This stage is vital for establishing good practices and lessons learned from an initiative, for the ultimate purpose of improving such 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 is given 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 combining inputs and deciding 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 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 the 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 memory¹³?
- In general, how and to whom are you communicating the results of your initiatives?

¹³ Institutional memory is a collective of facts, concepts, and experiences held by a group of people, especially in a professional context.

Step 4: Organizational Capacity Building/Change

Organizational change depends on collective learning by the organization. Transparency and accountability are also key concepts in creating a learning organization. Organizational learning may also imply unlearning. The following are some ways in which organizations can learn:

- Training
- Information systems
- Consultation processes

“Policy Evaporation”- What Is Policy Evaporation?

Since the early 1990s, many governments, donor organizations and NGOs have taken significant steps to mainstream attention to gender equality in their work. Repeatedly and consistently, evaluations of gender mainstreaming have found that policy commitments to gender equality “evaporate” in planning and implementation processes, with the result that impact on women’s and men’s lives is very limited. The following findings are typical:

- there is a lack of reliable systems and procedures in place; for example, attention to gender equality is not systematic in policy-making, planning, implementation and evaluation
- high level commitments made by governments are often not reflected in sectoral policies
- there is a general lack of understanding on what mainstreaming involves
- there remains a tendency to view women as a sector, and not address gender equality in standard processes of sectoral analysis and planning
- gender equality is not systematically included in the job descriptions of staff and consultants
- gender-awareness amongst staff is not necessarily easily translated into policy and planning initiatives: there is a need for tools
- mainstreaming gender equality is often reduced to a women’s component in projects that has a very small claim on resources
- concern for gender equality can be seen as imposed by donor agencies, leading to lip service from partner agencies.

Why Does It Happen?

The extent to which gender equality policy commitments will be formulated and then effectively implemented depends on the understanding, skills and commitment of staff in policy-making, planning and implementation roles. Most development organizations in developed and underdeveloped countries have not yet built significant staff capacity in gender mainstreaming. As a result, only a small minority of staff have the level of understanding, skills and commitment to act effectively and consistently in line with gender equality policy commitments. Far more staff, whilst sympathetic to the issues, lack confidence, understanding or skills. There is additionally a proportion of staff in development organizations who are hostile to the

notion of gender equality. Staff responsible for promoting attention to gender issues are frequently under-resourced. Too often, they lack the time, resources, skills and positioning to undertake their role effectively.

How Does It Happen?

Gender policy is 'evaporated' by:

- (a) Procedures for verbal defense
 - Denial – insist the problem does not exist
 - Inversion – blame the victim
 - Policy dilution – pretend existing policy is weaker than it actually is
- (b) Procedures for diversionary action
 - Lip service – admit to the problem but do nothing
 - Commission unnecessary or inappropriate research on the issue
 - Shelve the research
- (c) Procedures for ineffectual organizational change
 - Compartmentalization – set up a separate women's office or women's issues post on the periphery of decision-making structures
 - Subversion – give the post to a person with no power or ability to achieve change
 - Tokenism

Another tactic is to focus on 'tools', with staff at times demanding emotionally neutral, technical solutions to problems which deal essentially with ideology, attitude and organizational culture. Although there may be a genuine desire for tools, there is also wishful thinking with staff expecting a magic charm to ensure gender sensitivity without the process of deep personal and institutional self-questioning required.

Implications

It is unrealistic to expect that commitments to the promotion of gender equality, expressed in policy and planning documents, will be effectively implemented without significant resources being devoted to developing staff commitment, understanding and skills. This is a long-term process of organizational change with both political and technical dimensions.

Organizational Capacity Building Framework

Activities to develop staff understanding and skills in gender mainstreaming should be developed on the basis of a clear understanding of existing levels of knowledge. This assessment should be part of the process of institutional appraisal. Staff with designated responsibility for mainstreaming gender and building staff capacity will almost always be necessary. Their "entry points" to capacity-building and opportunities to promote attention to gender will vary in different organizations and plans should allow them a degree of flexibility. Capacity-building initiatives should be included in policy documents and project plans, backed up with staffing and resources, and measured with appropriate indicators of change.

Type of Action	Issues to Consider
<p>Gender Focal Staff</p> <p>(with responsibility for leading, supporting and sustaining gender mainstreaming in the organization as a whole)</p>	<ul style="list-style-type: none"> ◆ Clear and agreed TORs ◆ Training in gender mainstreaming and advocacy ◆ Professional support i.e. back-stopping consultancy, mentoring, networking
<p>Financial Resources</p>	<p>Budget allocations for</p> <ul style="list-style-type: none"> ◆ Staff capacity building activities ◆ Gender equality initiatives
<p>Capacity Building Strategies</p> <ul style="list-style-type: none"> ◆ Gender policy and action plan ◆ Staff gender training ◆ Internal and external networks ◆ Development of checklists and guidelines ◆ Commissioning gender research ◆ Developing sex disaggregated information systems ◆ Including gender issues in staff TORs/interviews/appraisals ◆ Monitoring and reviewing policy commitments 	<p><i>Note:</i> Appropriate strategies will vary in different organizations and contexts. It is important for planning to allow focal staff the flexibility to take advantage of opportunities, set realistic goals and recognize that setbacks will occur.</p>
<p>Political will/management support</p>	<p>In all contexts, political will and management support is crucial. Gender staff need to think strategically about ways of promoting, sustaining and capitalizing on this.</p>
<p>Equal opportunities</p>	<p>Attention needs to be paid to gender equality within the structure, culture and staffing of development organizations as well as in their policies, programmes, and procedures.</p>

Sura 42, al-Shura [Consultation]; Verse 38-39
...Those who hearken to their Lord, and establish regular prayer; who (conduct) their affairs by mutual Consultation; who spend out of what we bestow on them for Sustenance; And those who, when an oppressive wrong is inflicted on them (are not cowed but) help and defend themselves...

Gender Focal Staff

Evaluations of gender mainstreaming repeatedly and consistently conclude that effective gender mainstreaming in any context requires staff (not consultants), variously referred to as gender focal persons/change agents/gender “entrepreneurs”/gender advocates, to take responsibility for leading, supporting and sustaining gender work. The role of these staff is not to take full personal responsibility for gender work, but to act as catalysts supporting and promoting gender-related skills and approaches amongst professional colleagues. The evidence is overwhelming that unless there are staff with designated responsibility, responsibility for gender equality all too easily becomes “mainstreamed” out of existence.

The Role Of Gender Focal Staff

The role of staff with responsibility for promoting gender mainstreaming involves:

- thinking strategically about where efforts and available resources should be focused
- identifying and taking advantage of opportunities and “entry points” to mainstream gender
- seeking out allies (internally and externally)
- mobilizing resources
- providing convincing justifications for the relevance of gender mainstreaming to the organization and its activities
- facilitating the development and monitoring of gender policy and action plans
- developing and monitoring systems and procedures for mainstreaming gender
- developing and supporting gender mainstreaming skills, knowledge and commitment with professional colleagues and partners i.e. through training, guidelines and support.

Common Constraints

The effectiveness of gender focal points, particularly those based in sectoral and regional ministries and project implementation teams, has often proved disappointing, at least partly because expectations of what they might achieve can be unrealistically high and full responsibility for gender mainstreaming is assigned to them. Gender focal points commonly face the following constraints:

- lack of clarity about their roles and responsibilities

- lack of management support
- no additional time/resources allocated to their gender focal point role
- women staff members selected as focal points on the basis of their sex rather than their commitment to or understanding of the issues
- relatively junior staff members selected as focal points but lacking the authority and seniority to undertake this role effectively. The potential for introducing change from below in an organization accustomed to hierarchical top down forms of decision-making is inevitably limited
- huge demands on their personal and professional initiative and resilience
- many existing gender analysis methodologies and training packages are oriented to data gathering/analysis at the community/project level.

Women may also be responsible for ghettoizing gender in the organization – gender experts may create resistance by monopolizing gender issues, disempowering potential allies including men, or mystifying gender issues with jargon or heavily charged language.

Promoting Effectiveness

Positive focal point experiences, associated with promoting tangible change and sustaining momentum, are strongly related to supportive management, scope and resources for developing and implementing policy and activities, and adequate support. Donors have an important role to play in facilitating the effectiveness of gender focal points both in partner organizations and in project implementation teams. In view of this:

- focal point TORs: terms of reference for the gender focal point should be clearly spelt out, and, if appropriate, developed in conjunction with senior managers and gender focal points themselves. TORs should realistically bear in mind the time and resources that will be available to individual focal points, and confirm the role of the gender focal point as a catalyst
- capacity-building: this could include training (in gender mainstreaming and advocacy skills), mentoring, links to professional networks, participation in workshops, etc.
- professional and personal support: through backstopping support and involvement in networks.

Gender Policies And Strategies

An organizational mission statement/policy is a useful starting point for gender mainstreaming. Once gender equality is being effectively addressed in mainstream policy documents, a specific and separate gender mainstreaming policy may no longer be necessary.

A gender mainstreaming policy or strategy usually includes:

Background information

- What is the issue? - Problem/situation analysis, focusing on beneficiary groups.

The main development problem or issue at hand first has to be identified. This can be accomplished by answering a basic question:

- What is the subject of the 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 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. Gender analysis is a vital part of clarifying the precise gender dimension of the issue. This step is therefore the first look through the “gender lens.” While at this stage practitioners will not yet be identifying specific gender problems that require policy solutions, this step should help begin to appreciate gender-related aspects of seemingly “gender-neutral” issues.

An example would be water supply. Installing infrastructure to deliver clean water to communities seems straightforward and gender-neutral because everyone needs to drink water. One can assume that everyone will benefit from the healthy water. But who collects water in the community? Is it males or females? If it is females, do they have to maintain strict *hejab*? How does the position of the infrastructure affect women’s water collection? What other activities do women conduct at water collection points? Can they wash clothes at the new point while maintaining *hejab* or are they in full view of strangers? Can they stop for a chat with their neighbour or are they upset because they will be easily seen and therefore unable to socialize? Will anyone else use this infrastructure?

- Use appropriate sex disaggregated data and gender analytical information to determine what is being done (generally) to address the issue of gender inequality.
- Examine existing/previous government/ NGO initiatives and approaches. Focus on:
 - achievements
 - challenges, especially in the external environment
 - lessons learned
 - own organization
 - history in addressing the issue of gender inequality
 - current work and responsibilities
 - achievements/challenges/lessons learned.
 - ways forward.

Policy Commitments

This requires a succinct statement of policy rationale (a statement of organizational vision and mission in relation to gender equality. Statements of principle and belief including words like “we believe” or “we recognize”). For example:

“We believe that women and girls are overrepresented amongst the poor, marginalized and oppressed, as a result of the unequal distribution of power and resources between women and men in all societies.”

The policy rationale can then be followed by a succinct statement of policy commitments in relation to specified areas of work (statements of action including words like “we will”). It is possible and quite helpful to use a logical framework format for this). For example:

“We will provide appropriate training and support to all staff to ensure they have adequate awareness, knowledge and skills with which to concretely address gender issues in their work.”

Strategy

A strategy is an action plan to put policy commitments into practice. In relation to all policy commitments, it is important to specify the following:

- activities
- indicators
- time frame
- designated responsibility
- budget.

Lessons Learned

Policy Evaporation

All too often, gender mainstreaming policies “evaporate” before implementation, and remain paper commitments only. As discussed above, policies must include strategies/action plans with clear procedures and targets as well as designated roles and responsibilities for promotion, implementation, and monitoring. These must be based on a clear and realistic analysis and understanding of the organization/department including its decision-making structures, incentive systems, planning routines and history with respect to gender equality.

Focus On Process And Product

The value of a gender mainstreaming policy lies at least as much in its formulation as in its existence. The formulation of a mainstreaming policy is a golden opportunity to involve as many staff and, where appropriate, stakeholders external to the organization as possible. This process promotes widespread “ownership” of the policy; enhances understanding and commitment to gender equality issues; ensures that the

policy “fits” with the organizational culture, structures and procedures; and substantially increases the chance that the policy will be implemented. In this context:

- gender policies from other similar organizations can be used for ideas and inspiration, but should never be copied or used as blueprints
- external consultants may have a useful role to play in *facilitating* a consultation and policy development process, but should not be recruited to *write* a mainstreaming policy.

Practice What You Preach - Expectations Regarding Gender Programming From Partners

Gender equality in the workplace, and gender equality in-service delivery, are inextricably linked. Agency credibility in presenting a gender equality policy relating to service delivery is assisted if the policy is reflected in or includes measures to promote gender equality in internal staffing and practice. A donor or lead partner organization, for example, risks losing credibility if potential partners see that more is being asked of them than the donor agency has itself achieved gender-wise. Any lead organization needs to be clear about its definition of gender as well as its vision for addressing gender issues in the Afghan context. Having a gendered vision will help the organization develop gender strategies and goals. Gender must be incorporated into the organizational structure and its processes. This will be facilitated to a great extent if attention to gender awareness becomes an indispensable part of recruitment policies and procedures. Only by pursuing a coherent and all-encompassing internal gender mainstreaming process can a donor or lead organization then expect partners to conform to gendered programming without seeming hypocritical.

Gender Training

What Is Gender Training?

In-service gender training emerged in the mid 1980s to “teach” development policy makers, planners and implementation staff to see and take account of the different impact of development interventions on men and women. This kind of gender training commonly involves:

- raising participants’ awareness of the different and unequal roles and responsibilities of women and men in any particular context
- looking at ways that development interventions affect, and are affected by, differences and inequalities between women and men
- providing participants with knowledge and skills to understand gender differences and inequalities in the context of their work, and to plan and implement policies, programmes and projects to promote gender equality.

It has been, and remains, quite common for development agencies and governments to develop short (often one or two day) gender-awareness planning courses designed to be applicable to all staff within the organization. More recently, many development

agencies are moving away from this “one size fits all” approach to gender training onto a more tailored approach.

“Best Practice” In Gender Training: The Context

Gender training is most effective when used as *part of a broader strategy* for influencing the climate of opinion within an organization for promoting gender equitable practice. Equally, the importance attached to gender training by the organization as a whole influences how seriously training is taken by course participants. Participants who expect some sort of follow up activity, and whose supervisors support and promote gender equitable practice, are more likely to transfer what they have learned to their working practice.

Activities complementary to gender training will vary with circumstance. Part of the role of staff with responsibility for promoting attention to gender equality is to identify appropriate entry points and opportunities. Possibilities might include:

- follow up discussion and feedback workshops
- participatory gender policy development with clear, measurable and achievable objectives
- ensuring staff have back-up access to gender expertise and to professional support
- inclusion of attention to gender equality issues in personnel appraisals
- forming internal gender networks and committees
- working with external advisory/consultative groups
- establishing earmarked funds for pilot initiatives
- activities to promote management support for gender mainstreaming
- active monitoring of gender policy implementation

“Best Practice” In Gender Training: The Content

It is important to bear in mind in all situations that gender training works most effectively when:

It is learner centered

- All training should be based on an analysis of the participants and their needs. The more uniform the group of participants and the more the training can be tailored to their specific needs, the more effective it will be

It uses participatory methods

- Effective training uses participatory methods such as case studies, brainstorming, and problem solving to allow participants to actively engage with the subject matter, and learn by doing. Choice of methods will depend on the topic, the group, the trainer and practical factors. It is important to use country, culturally and sectorally specific case material directly relevant to the circumstances in which participants live and work. The participants’ own policies, projects, experiences, observations and deliberations should be the principal materials for discussion

It introduces skills as well as awareness

- Effective training is based on an understanding of the participants *own* job responsibilities, an understanding of where they fit in their organizational structure and an understanding of their organizational systems and procedures. It should help participants to identify and discuss their own opportunities and constraints to develop a gender equality perspective, and encourage the development (and follow up) of personal action plans

The trainer has credibility with the participants

- The trainer needs to have knowledge, understanding and status appropriate to the group. In all circumstances trainers need to adopt a non-threatening approach allowing discussion and exploration of different viewpoints. It is often best for external consultants to work with internal gender staff in order to ensure the relevance of the training to the organization

Training is followed up

- Competence development is a process not a one-off event. Training needs to be followed up with discussion workshops, more tailored training and/or on-the-job support.

Problems With Gender Training

The above conclusions on “best practice” in the context and content of gender training are well rehearsed, but all too often gender training fails to reach these standards. While good gender training can create a more positive climate of opinion to facilitate gender equitable work, bad gender training not only fails to promote gender equitable practice, it can provoke a backlash to hard-won progress. It can promote opposition to participation in any further gender training and/or an inappropriate sense of having “done gender”. Resistance is part of the territory of gender training, and will be encountered by good gender trainers in good gender training courses, as well as by bad gender trainers in bad gender training courses. However, gender trainers bear responsibility for predicting and managing resistance constructively, and this requires their undivided attention to all of the above points on best practice in gender training content. Ineffective gender training cannot and should not simply be blamed on resistance to the concept of gender.

In addition, too much gender training leads to “gender fatigue”. It provokes resistance and/or is ineffectual because:

- it is formulaic and predictable
- it is dislocated from the needs of the group
- it says more about the trainer than the trainees: it is “too academic”, it is “too feminist”, it regurgitates what the trainer learnt on a training of trainers course.

Commissioning Gender Training

In commissioning gender training, it is centrally important to be aware of best practice in both the context and content of gender training and to ensure, as far as possible, that this is followed. If you are commissioning gender training, it is quite likely that you will also be responsible for promoting gender mainstreaming in others ways. It is

essential to consider ways in which the training will be reinforced and followed up. It should not be a one off event to 'do gender'.

In terms of the content of gender training:

Work alongside external gender training consultants

- It is preferable for external gender training consultants to work alongside staff responsible for promoting attention to gender mainstreaming within the organization in order to ensure the relevance of the training to the organizational culture, structures and procedures, and to ensure that the training complements and reinforces other mainstreaming initiatives

Use a team of trainers rather than an individual trainer

- Training is often conducted most effectively by teams rather than individuals. This is partly because gender training can be extremely challenging and tiring, and co-facilitators can give each other support and feedback. It is also because, in moving from "one size fits all" to training tailored to the needs of the participants, it is unlikely that one trainer will have all the knowledge and skills required. Co-training is also a way of building training capacity.

Factors to consider in selecting trainers

- Gender trainers have different areas of expertise as well as different styles and approaches to training, i.e. they do not all do the same job in the same way. Find out all you can about the approach of different gender trainers from people who have experienced working with them. Think about what kind of expertise and approach would be appropriate to the needs of your participants, and discuss this with potential trainers. It is important to think about the credibility of the trainer/s with the group
- It is important for at least one trainer to come from the same area and ethnic group as the majority of the participants
- Male gender trainers can stop gender being seen as a woman's issue, and promote the credibility of gender mainstreaming in mixed and/or largely male groups
- Trainers with highly developed theoretical understanding of gender analysis may be desirable for highly educated, academic groups and policymaking groups, but less appropriate for groups more concerned with practical details of planning and implementation
- Trainers with practical and applied experience of mainstreaming gender in particular sectors may be desirable for sector-specific groups
- Trainers with an overtly feminist approach may be appropriate to groups already committed to mainstreaming gender equality and/or women's groups.

Allow time and resources for needs analysis and planning

- One size does not fit all. Training must be tailored to the needs and roles of participants. Trainers must be allowed time and resources to conduct

effective needs analysis, and to develop appropriate and tailored training materials.

Promoting Gender Training Capacity

There has been an enormous increase in demand for gender trainers in the last few years and, with the current increase in attention to gender mainstreaming in accordance with the Beijing Platform for Action and Millennium Development Goal commitments, this demand is likely to increase still further. In response to demand, there has been a proliferation in many countries of “gender trainers” and “gender training institutes”. Whilst some of the gender training provided in this context is very good, in too many cases gender training capacity is weak and quality poor. It is important for donors to support and develop local gender training capacity as much as possible. Quite a lot of training of gender trainer courses have trained participants in standard gender training. There is often a case for developing and repeating a standard gender training course *within a particular organization* (for example, when training a large number of staff playing a similar role within the same organization), and a consequent need to train trainers in the use of that particular training package.

It is important, however, to be quite clear about the purpose and the limitations of training trainers in one training package. It does not produce trainers able to devise and tailor gender courses to *different* institutional and participant needs, and trainers using a standard training package in a setting for which it was not designed will provide poor quality training. The move towards tailored gender training is much more demanding on trainers. It requires trainers with gender-related knowledge and skills sufficiently wide-ranging to meet the needs of potential course participants, and with the confidence and skills required to assess the learning needs of participants and develop and conduct training courses accordingly.

Effective gender training skills build up with experience as well as training. Training of effective gender trainers is not a one-off event. Donors can support the development of effective gender training through:

- tailored training of trainer courses (moving away from the idea of “one size fits all” gender training). For example:
- training in gender training for sector based workers and consultants, focusing on gender analysis and gender equitable practice in particular sectors, for example, health work; policing; macro economic policy etc.
- training of gender trainers in advocacy, lobbying and influencing techniques
- training of gender trainers in institutional analysis and gender equitable practice in the workplace
- training of people with gender expertise/experience in training skills i.e. needs analysis, course planning, choice of methods, participatory monitoring techniques etc.
- building the gender and training knowledge and skills base of trainers trained in a standard gender training package
- training of activists/people active in the women’s movement in gender analysis, through Masters courses and academic short courses
- facilitating access to/sharing of/publication of gender training materials.

Management Support

A constant theme in effective gender mainstreaming is the importance of both the commitment and leadership of senior management. Only senior management can properly oversee a theme which, by definition, cuts across the various management structures of the organization. Senior management provides signals about the importance assigned to various issues through making demands on staff for analysis, information and progress reports. When such demands are not made, and when staff are not held accountable for action on issues of equality, there is little incentive for action.

Equally, senior management support for those leading gender equality work is a key to success. Mainstreaming gender equality is a highly sensitive issue and often meets with staff opposition. The authority and support of senior management is important in enabling gender staff to continue in the face of resistance. Gender mainstreaming is often promoted on the basis of considerable experimentation. Management support plays an important role in providing gender staff with the necessary space to try out different and at times controversial activities.

Demonstrations Of Management Commitment

Senior management can demonstrate commitment by:

- making demands on staff for information, ideas, and progress reports on gender mainstreaming and gender equality
- providing recognition to staff for innovation/achievement related to gender
- integrating gender equality into speeches and statements on a range of subjects and not reserving comments on this theme purely for gender/women-specific occasions like International Women's Day
- allocating sufficient resources, financial and human, for the promotion of gender mainstreaming
- participating in discussions on gender issues i.e. opening workshops, chairing panels, sponsoring discussions
- providing moral support
- supporting policy advocacy and dialogue on gender, e.g. raising it in discussions with politicians and representatives of development organizations
- promoting measures to develop gender equity within organizational structures, procedures and culture.

Promoting Management Support

Focal points can encourage senior management support through:

- arranging gender training/briefing specifically for senior management, with a special focus on policy issues
- involving senior management in gender policy development, including discussion of implementation and monitoring strategies

- ensuring that senior management roles and responsibilities in relation to the promotion of gender mainstreaming are clearly spelt out in gender mainstreaming policies
- developing strategic alliances with women's groups and advocacy groups outside the organization
- where management staff are being appointed, lobbying for the inclusion of understanding/commitment to gender equality in TORs, and in assessment procedures.

Emerging Lessons On Good Gender Mainstreaming Practice

Good practice lessons echo what is already well documented from experiences of mainstreaming gender in projects. These are that:

- policy development, as well as monitoring, needs to be informed by context-specific *sex disaggregated data and gender analytical information*
- the *support of senior officials* for gender equality objectives is key to effective progress
- sufficient resources need to be allocated for *capacity-building* in policy-making, management and implementation agencies
- there should be a focus on measuring equitable *outcomes* to create a framework for gender-sensitive implementation.

Findings particular to mainstreaming gender in national policy frameworks relate to the *processes* of policy development and monitoring. These show that:

- support needs to be directed towards *champions of change within the national institutions* involved in the national policy framework process. Pressure for change needs to come from advocates within government agencies, civil society organizations, political representatives, and donor organizations
- capacity needs to be built within governments concerning participatory approaches of consulting effectively with women as well as men
- capacity needs to be built within civil society, women's organizations, and organizations campaigning for gender equality, to enable them to engage effectively with national policy processes of analysis and lobbying
- there needs to be strengthened *co-ordination between government, donor and NGO staff* on commitments to gender equality
- gender advocates need to consider establishing standards to measure the quality of women's participation in consultation processes
- *a strong general policy on gender equality* is required at national level. National policy frameworks cannot create the conditions to drive change on their own. International agreements on gender equality help create the conditions for this.

Emerging Lessons On Mainstreaming Gender In National Policy Frameworks

In the late 1990s and new millennium, the focus of donor-supported development has shifted to a significant degree away from discrete project interventions onto processes concerned with the development and implementation of national policy frameworks for poverty elimination. Evaluation material is beginning to emerge examining experiences of mainstreaming gender in the context of national policy frameworks such as the Afghanistan National Development Strategy (ANDS).

Evaluation Findings

National policy frameworks *potentially* provide the ideal context for gender mainstreaming, concerned as they are with mainstream policy development and effectiveness. They provide a context whereby:

- gender analytical information and sex disaggregated data on men's and women's concerns and experiences can inform *national or sector-wide* policy and planning processes
- the importance of gender-aware consultation processes, involving civil society and other stakeholders, is specifically acknowledged
- national policy commitments to gender equality are ideally backed up with budgets, effective processes of monitoring, and capacity-building
- the long-term time frame of poverty reduction strategies and sector wide approaches acknowledges the complex processes of change involved.

However, the *potential* of national policy frameworks for promoting effective gender mainstreaming is greater than achievements to date. The following problems have been highlighted in all currently available evaluations:

- Incorporation of gender issues into poverty reduction strategies has, thus far, been minimal. Whilst a few have addressed gender issues in specific sectors (usually health and education) with reasonable depth, the overall coverage is weak and little consistent attention has been paid to gender dimensions of poverty reduction
- Insufficient documentation of gender disparities and gender-disaggregated analysis of poverty is a barrier to recognizing and addressing gender issues effectively
- Few Poverty Reduction Strategy Papers and Interim Poverty Strategy Papers include specific plans for gender-sensitive consultation processes
- Action to promote gender equality, when included, is too often vague, and not backed up with appropriate monitoring indicators
- The donor voice in advocating gender equality goals is inconsistent (to the frustration of partner organizations and staff concerned with equalities issues)
- Commitments to gender equality at the national level are subject to "policy evaporation"
- Equity outcomes are not achieved unless they are explicitly stated and operationalized through well thought out procedures.

**Sura 9, Tauba [Repentance] or Baraat [Immunity]; Verse 71:
The Believers, men and women, are protectors of one another: they enjoin what
is just, and forbid what is evil...**

Annexes

Annex 1:	Outline Gender Analytical Framework
Annex 2:	Some Gender Mainstreaming Tools
Annex 3:	Types of Network
Annex 4:	Gender Budget Tools
Annex 5:	Refining The Issues: Research And Analysis
Annex 6:	Some Types of Indicators
Annex 7:	Reference Materials Used
Annex 8:	Outline History of Women, Gender And Development
Annex 9:	Different Policy Approaches To Third World Women
Annex 10:	Some Useful Mandates, Policies And International Agreements

Annex 1 Outline Gender Analytical Framework: Development Organizations¹⁴

The following is a general analytical framework, to assist gender analysis of development organizations. Questions and areas of enquiry should be adapted as appropriate for the purposes of advocacy, policy/project planning or monitoring and evaluation.

Category of enquiry	Issues to Consider
1. WORK PROGRAMME	
Policy and action plans <ul style="list-style-type: none"> ◆ Gender policies ◆ Attention to gender in all policies 	<i>Gender policies</i> <ul style="list-style-type: none"> ◆ Is there a gender policy? When was it developed, who was involved in formulation? ◆ Is it based on context-specific gender analytical information and sex disaggregated data? ◆ Implementation and monitoring procedures? ◆ Is the gender policy applied 'out there' in projects and/or 'inside' within the organization? ◆ Is there tension between the impulse for change and organisational inertia i.e. a contradiction between what is desired and what is actually possible? ◆ Do staff at all levels understand and have awareness of gender policies and goals of organization? ◆ Is gender incorporated into programmes and activities of the organisation? Is

¹⁴ Adapted from Derbyshire (2002)

Category of enquiry	Issues to Consider
	<p>the focus on GAD rather than WID? Do staff have clear understanding of difference between WID and GAD?</p> <ul style="list-style-type: none"> ◆ Is there a continuing dilemma between setting up separate activities for women or integrating gender and women's interests into mainstream activities? ◆ Are written versions of gender policy and strategy readily available in several languages in HQ and in field offices? ◆ Are the gender policy and goals developed with, understood by and acceptable to the majority of staff members? ◆ Does the organisation compile a community profile before any work in order to (a) ascertain different categories of men and women, (b) improve targeting, (c) provide baseline information, and (d) derive project indicators? ◆ Is gender awareness spread to communities with which organisation works? ◆ Has gender been taken on board because the donor or stronger partner 'says so'? ◆ Will the organisation negotiate and resolve conflicts of interests with community, local authorities, etc. for access to female beneficiaries? ◆ Have women and men built alliances to deal with gender issues within the organisation and in the external environment? ◆ Overall, has concern with gender proved sustainable rather than coming and going with funding?

Category of enquiry	Issues to Consider
	<p data-bbox="655 354 806 386"><i>All policies</i></p> <ul data-bbox="693 431 1755 721" style="list-style-type: none"> <li data-bbox="693 431 1755 535">◆ Are gender issues included in other policies? To what extent? Are the gender aspects based on context-specific gender analytical information and sex disaggregated data? <li data-bbox="693 578 1339 610">◆ Implementation and monitoring procedures? <li data-bbox="693 652 1755 721">◆ Impact of mainstream policy (sector restructuring; introduction of user fees) on men and women?
<p data-bbox="205 802 457 834">Policy influencing</p>	<ul data-bbox="693 805 1768 1351" style="list-style-type: none"> <li data-bbox="693 805 1768 909">◆ What is the attitude of senior management staff to gender issues? Who does the management consult with (internally and externally) about gender issues? <li data-bbox="693 951 1768 1023">◆ Who are the formal and informal opinion leaders? Do they take gender issues seriously? <li data-bbox="693 1065 1617 1136">◆ Which external organizations and people have an influence on the organization? Do they take gender issues seriously? <li data-bbox="693 1179 1755 1250">◆ What are the decision-making bodies? What role do women and men play in decision-making? <li data-bbox="693 1292 1768 1351">◆ Is the organisation clear with donors and partners in relation to expectations, actions and bottom lines in relation to gender? Has vagueness and lip-service

Category of enquiry	Issues to Consider
	<p>been avoided?</p> <ul style="list-style-type: none"> ◆ Do women and men feel listened to at different levels of the organization? ◆ Does the organisation monitor and have awareness of policies affecting gender relations in the wider operating environment? ◆ Do specific 'personalities' choose to oppose the gender issue in the organisation and are they given free rein to do so? ◆ Is the organisation involved in debates on gender at different levels? ◆ Does the organisation seek gender-aware partners (donors, other organisations, government ministries, etc.) or encourage them to become gender aware? ◆ Are female (field) staff part of or do they have recourse to field management and can they voice their views and concerns
<p>Human Resources</p> <ul style="list-style-type: none"> ◆ Gender focal staff ◆ All staff 	<p><i>Gender Focal staff</i></p> <ul style="list-style-type: none"> ◆ Is there a designated gender unit/staff member? Since when? Structure/mandate/resources? What do they do? How effectively? Perceptions of gender focal staff/perceptions of staff in the rest of the organization?

Category of enquiry	Issues to Consider
	<ul style="list-style-type: none"> ◆ Is the gender focal point (or other) included in all the activities of the organisation not just in areas which are obviously 'women's concerns'? Does the gender focal point move around field offices to visit projects and monitor gender mainstreaming? ◆ Does the gender focal have the power to effect change i.e. is not ineffective and marginalized? ◆ Are there designated gender focal points (m and f) in field offices? ◆ Are gender consultants seen as 'doctors' with a quick fix while staff avoid facing their responsibility for gender mainstreaming? ◆ Does the gender focal point perform more than one task because gender is treated at best as being equal to other policy areas in terms of staff time allocation, rather than being recognized as an element present in all policy areas? <p><i>All staff</i></p> <ul style="list-style-type: none"> ◆ Responsibility for gender equality issues? Training? Knowledge and skills? Attitudes to gender? ◆ Is sensitivity to gender issues included in job descriptions/assessed at interview/monitored at appraisals? ◆ Do staff and management seem more interested in practical gender tools

Category of enquiry	Issues to Consider
	<p>rather than addressing attitude and behaviour change?</p> <ul style="list-style-type: none"> ◆ Do staff feel that taking gender on board was a participatory decision rather than a top down one? Does the interest in gender come from within the organisation rather than from above, e.g. donors, HQ? Does this lead to “window-dressing” rather than a genuine commitment? ◆ Is it expected that staff in other sectors will develop gender expertise or that outside help will be brought in to deal with gender mainstreaming in areas with which gender advisor is not familiar e.g. gender and finance, gender and organizational analysis¹⁵ as and when deemed necessary? ◆ Are staff gender aware and do they have a commitment to mainstreaming? Is gender mainstreaming seen as an ongoing learning process or just as a one off exercise? ◆ Is there an over reliance on ‘tools’, i.e. the search for emotionally neutral, technical solutions to problems which are essentially based on ideology, attitude and organizational culture? ◆ Is failure to address gender issues blamed on inactive women in the organisation i.e. inversion?
Financial Resources	<i>Gender equality initiatives “on the ground” and staff capacity building</i>

¹⁵ “So gender responsables, as well as their specific brief of looking after gender issues in the programme work in the South, must keep an eye on the gender dimension of everything else as well, while other departments are allowed to neglect the development of their own gender expertise.” p.77

Category of enquiry	Issues to Consider
<ul style="list-style-type: none"> ◆ Gender equality initiatives “on the ground” ◆ Staff capacity building initiatives 	<ul style="list-style-type: none"> ◆ Funding for what activities? To what effect? ◆ Is there rivalry over resources between all-male or male-dominated and women-only groups? ◆ Do women have an opportunity to influence drawing up organisation budget and controlling spending on projects? ◆ Is there money for doing research into gender issues and taking findings on board? ◆ Does the organisation try to ensure that at least 50% of funds directly impact women and girls directly? Is the organisation willing to spend more time and money to ensure that women and girls have access to projects and programmes? ◆ Is it possible to “follow the money” in relation to spending on men, women, boys and girls?
<p>Systems, procedures and tools</p>	<ul style="list-style-type: none"> ◆ Is attention to gender issues included in routine systems and procedures (information systems; appraisal, planning and monitoring procedures?) ◆ Have staff been issued with guidelines/information/tools on gender mainstreaming?

Category of enquiry	Issues to Consider
2. WORKING CULTURE	This is the fundamental level for transformation since it is where the process of change touches individuals and their personal beliefs the most.
Staffing statistics	<ul style="list-style-type: none"> ◆ Numbers of men and women at each level in the organization, and according to role/sector ◆ Interview/recruitment/promotion/training and career development – sex disaggregated statistics ◆ Wages, i.e. sex disaggregated statistics ◆ Numbers of women and men in technical, policy, management and field posts ◆ Women managers and directors representing organization equally with men in high-level meetings and fora, as well as in field offices. The face of the organization being predominantly male and operating in male circles or vice versa ◆ Women staff only being employed in roles which extend their domestic roles in the private sphere e.g. cooking, cleaning, care taking ◆ Women staff only being responsible for the ‘soft’ areas of social policy or social intervention (education, health, small income-generating projects) while men deal with the ‘hard’ technical or macroeconomic areas” ◆ Under certain conditions, the human resource section adopting a policy of

Category of enquiry	Issues to Consider
	affirmative action to give females a chance to develop professional experience
Men's and women's practical needs	<ul style="list-style-type: none"> ◆ Does the organization create a safe, enabling and practical environment for women and men (considering issues like transport arrangements, working hours, travel commitments, toilets, childcare responsibilities)?
Organizational culture¹⁶	<ul style="list-style-type: none"> ◆ How does information flow in the organization i.e. formally and informally? To what extent are women/men included in communication networks? ◆ What are the main shared values of the organization? Do these relate in any way (explicitly or potentially) to gender equality? ◆ Is decision-making centralized or decentralized? To what extent do individual staff have "room for maneuver"? ◆ What is the attitude towards male/female staff? ◆ Incidence/perceptions of sexual harassment? ◆ Organizational culture is conducive to inclusion of women - not militaristic or bawdy, etc.?

¹⁶ For work on organizational culture you may need someone who is 'socially' or 'gender' aware so that they can observe and record what is going on.

Category of enquiry	Issues to Consider
	<p>Also:</p> <ul style="list-style-type: none"> ◆ Past and future: what is the organization’s history, and what are its visions and perspectives for the future? E.g. an organization may write visions and missions about gender equity in the future but its history may show a lack of commitment to promoting gender equity in the past. ◆ Inside and outside: what is the relationship between the organization’s internal structures, systems, and culture and the external environment in which it works and which impacts upon it? E.g. An organization may have very few female employees but lobby successfully for projects which actively involve women in a conservative community. ◆ Top and bottom: within the organization, what are the dynamics between the top levels (senior management) and the base? In the partnership relation, what is the donor/counterpart dynamic?
Staff perceptions	<ul style="list-style-type: none"> ◆ What are male and female staff perceptions of “gender” issues at work? ◆ Do staff identify the need to address the gender issue themselves and to ‘own’ related goals ◆ Is gender primarily understood as a ‘women’s issue’? ◆ Do men in the organization feel insecure about ‘gender’?

Category of enquiry	Issues to Consider
	<ul style="list-style-type: none"> ◆ Is addressing gender issues somehow seen as a charitable act towards women? ◆ Do staff welcome the gender issue while complaining that it's too complicated or time-consuming to implement (double-standards)?
Policy and action	<ul style="list-style-type: none"> ◆ Does the organization have an Equal Opportunities policy or equivalent directives? What does this policy cover? How has it been implemented and promoted? To what extent does it affect practice within the organization? ◆ Does the organization has a code of practice for handling 'overstepping the mark' situations – situations of conscious or unconscious racism, sexism, or exclusion on other grounds?

Annex 2 Some Gender Mainstreaming Tools¹⁷

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 make an inventory of 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 to 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, 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 i.e. *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 to you where additional research, policies, etc. might be necessary. Updating your table can serve as a **monitoring tool** for your progress in gender mainstreaming.

¹⁷ These have been adapted from the Neimanis document.

Gender Mapping Exercise¹⁸			
1. Sectoral or Policy Issues →	Issue 1	Issue 2	Issue 3 , etc.
2. Gender Questions	<i>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?</i>	<i>What are the “gender questions” of Issue 2? etc.</i>	<i>What are the “gender questions” of Issue 3? etc.</i>
What Do You Know? ↓			
3. Indicators (quantitative and qualitative)	<i>Are there any indicators that are regularly monitored which highlight the gender issue? What are they? Who keeps track of them?</i>		
4. Research Reports available	<i>Do you have any research reports that highlight the gender issue? Do any of your colleagues?</i>		
5. Govt. Programme	<i>Are there any government programmes that address Issue 1? Is the gender dimension explicitly addressed here?</i>		
6. Govt. Policy/Legislation	<i>What policies and legislation address issue 1? Do they also take the gender dimension into account?</i>		
7. NGO Projects	<i>Do you know of any NGO projects that deal with issue 1? Do they include the gender dimension?</i>		
8. Donors’ activities	<i>What donor activities address issue 1? Are the gender issues addressed?</i>		

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 takes place.

Sample Mapping Exercise:

The following page shows a brief example of how you might use Tool 1 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.

¹⁸ Adapted from S. Tadjbakhsh, Presentation to UNDP Latvia, April 2000.

INFORMATION AND COMMUNICATION TECHNOLOGIES (ICT) in Afghanistan¹⁹			
Sectoral or Policy Issues →	Access to Mobile Phones	Access to internet	Jobs in the IT sector
Gender Questions →	<i>Do men and women have equal access to mobile phones? What are the effects of gender imbalance? Do men and women use mobile phones for different purposes?</i>	<i>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?</i>	<i>Do men and women have equal access to jobs in the IT sector? What are the barriers? What are the effects of gender imbalance?</i>
What do you know? ↓			
Indicators (quantitative and qualitative)	<i>Mobile phone user statistics are not disaggregated by gender</i>	<i>Internet user statistics are not disaggregated by gender</i>	<i>Labour market survey data: - 73% of IT jobs held by men - 91% of IT management jobs held by men - 71 of IT students – male</i>
Research Reports available	<i>A recent review of IT by the Ministry of Communications did not highlight any gender implications</i>	<i>A recent review of IT by the Ministry of Communications did not highlight any gender implications</i>	<i>No gender impact assessment of effects of this imbalance has been commissioned.</i>
Govt. Programme	<i>No current programmes.</i>	<i>Small pilot project in district P to increase number of women using internet.</i>	<i>No current programmes.</i>
Govt. Policy/ Legislation/	<i>New policy for expansion of mobile phone networks has been drafted. No gender aspect included.</i>	<i>New concept paper on universal access has been drafted. Gender not mentioned. Special target groups noted: -school children -unemployed Don't know. Requires policy/legislation review.</i>	<i>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?)</i>
NGO Projects	<i>NGO business support centre in district R providing small loans for women's groups to purchase mobile phones.</i>	<i>Rural women's NGO Z currently providing training to women on how to use computers. -other projects?</i>	<i>NGO "Women in Science" – do not know what exactly they do.</i>
Donors' activities	<i>Donor Z is providing funding for the provision of wind up phones to Community Health Workers linked to clinics in district P.</i>	<i>Donor Y is currently funding free internet access in libraries. No gender dimension explicit in this project.</i>	<i>None known.</i>

¹⁹ The information in this table has been made up for the purposes of the exercise.

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 clarify 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?

Legislative Review From A Gender Perspective²⁰

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 in other legislation?
- √ Was gender expertise part of the information and consultation inputs into the drafting of legislation?

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. Getting a female colleague to undertake the research because “she is female and therefore understands gender” is the wrong approach.

Commissioning the Research:

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

²⁰ You may wish to discuss this section with the Ministry of Women’s Affairs’ Legal Section.

Checklist For Evaluating Research Proposals

- **Actors:** Who will be gathering and analysing the data? Is gender balance and a gender perspective (expertise) ensured?
- **Subjects:** Will data be disaggregated by gender? Will the situation of both genders be researched?
- **Methodology:** What methodology will be used? Is it sensitive to both men's and women's particular needs? (e.g. factors to ensure outreach to women, confidentiality, sensitivity to some issues)
- **Analytical Axes:** Does the research include gender as an important factor 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 they have the chance to provide inputs and comments)?

Annex 3 Types Of Network²¹

Informal Support Networks

It is particularly valuable in the early days of trying to mainstream gender *within* an organization, policy development process or project for staff trying to promote attention to gender to form an informal support network of *like-minded people*. People attend as individuals, not as organizational representatives. The key issue is that members choose to attend and have a reasonable relationship of trust from the beginning. These informal networks provide much needed personal support in what can be a very stressful and marginalized role. They provide a supportive environment to brainstorm ideas, reflect on experiences and recover from disasters!

Formal Internal Networks And Working Parties

These are networks recognized and legitimized by the organization or organizations involved, with people attending in their professional capacity and reporting back. They include gender working parties, gender focal point networks, and donor gender networks.

Gender working parties

A network formed when there is some degree of recognition within an organization that gender is an issue that needs to be addressed. The aim is to involve a range of staff in developing strategies that will be effective and relevant to all aspects of the organization's work. Tasks might include coordinating the development of a gender mainstreaming policy, with individual members representing the interests of different departments; developing an appropriate gender training strategy, with individual members responsible for assessing training needs in their different departments; and coordinating the implementation and monitoring of a gender policy.

Focal Point Networks

Government ministries, in particular, frequently appoint/nominate "gender focal staff" to promote attention to gender in their own sector/department, to follow up on policy commitments to gender mainstreaming. It is particularly beneficial to form focal staff networks, usually under the co-ordination of the national women's machinery, to link together and provide guidelines to staff trying to promote attention to gender in different ministries and departments. These are fora for developing strategies, building capacity and providing personal and professional support.

Donor gender networks

These bring together staff within donor organizations responsible for mainstreaming gender within their own organizations and programmes, as well as supporting women-specific initiatives. They are important to co-ordinate the work of different donors and avoid duplication; share experiences on and approaches to mainstreaming gender; share approaches to supporting the local women's movement; and share information about local organizations and consultants.

²¹ This section is taken from Derbyshire (2002).

Advocacy Networks

Gender advocates lobbying development organizations either from the inside or outside to promote attention to gender equality in legislation, policies and programmes are far more effective when efforts are co-ordinated. In the context of national policy frameworks, individual staff and organizations, including donors, have limited power *on their own* to influence the agenda. It is essential for gender advocates within donor organizations to co-ordinate with gender focal staff within government and with civil society groups to coordinate activities, develop strategies and take advantage of opportunities.

Internal advocates linking with external networks

An important part of effective advocacy is for focal staff *within* government and development organizations to communicate with and gain the confidence and support of constituents *outside* the organization. Links between gender focal staff and women's organizations, gender equality advocates and research centers enrich the resources, knowledge and expertise available internally, broaden the input and influence of outside organizations, provide moral support to internal advocates and can increase their leverage.

External pressure groups

Effective mainstreaming requires sustained pressure, over a long period, on governments, bilateral and multilateral agencies, the private sector, the media and other actors by women, women's movements and their allies. Without an empowered group of women advocating for and guiding gender-sensitive policies and practices, the work of mainstreaming falls prey to the particular skills and interests of a changing cast of governmental, bilateral, and multilateral personnel who may or may not have a commitment to or understanding of gender mainstreaming and equality. Thus some mainstreaming strategies rely on supporting women to collectively assess their situation, express their priorities and concerns, strengthen their public voice, advocate and lobby for policy reform, and develop approaches to substantively influence societal decision-making.

Electronic Networks

There are a number of gender and development email networks. These can be a useful opportunity to share information, ideas and experiences, although clearly access is restricted to those who have the necessary hardware, infrastructure and resources.

Annex 4 Gender Budget Tools²²

Gender-aware policy appraisal: this is the most common approach. It begins with the assumption that budgets reflect policy. Analysis involves scrutinizing the explicit and implicit gender implications of national and sectoral policies, 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 i.e. asking actual or potential beneficiaries the extent to which government policies/programmes match their own priorities

Gender-disaggregated public expenditure incidence analysis: this compares public expenditure for a given programme with data from household surveys to reveal the distribution of expenditure between women/men, boys/girls

Gender-disaggregated tax incidence analysis: this examines direct and indirect taxes and user fees to calculate how much tax is paid by different individuals and households

Gender-disaggregated analysis of the impact of the budget on time use: this examines the relationship between 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

Gender-aware medium term economic policy framework: these are attempts to incorporate gender into the economic models on which medium term economic frameworks are based

Gender-aware budget statement: this is an exercise in government accountability which may use any of the above tools. It requires a high degree of commitment and co-ordination throughout the public sector as ministries and departments undertake and publicize an assessment of the gender impact of their line budgets.

²² Adapted from Diane Elson (1997) "Tools for gender integration into macro-economic policy" in Link into Gender and Development, 2, Summer, p.13, cited in Budlender, D and Sharp, R (1998) "How to do a gender-sensitive budget analysis: contemporary research and practice", Commonwealth Secretariat and AusAid

Annex 5 Refining The Issue: Research And Analysis

“Mapping the Situation” (Annex 2) will have underlined where a gender-mainstreaming perspective is most required: existing policies may need to be changed in order to include a gender perspective, or new policies may need to be developed. You should have also made clear where gaps in your current information base exist. 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

Specifying The Research Question

The research question needs to be concrete and specific in order to be useful for policy making or project development. A vague research question will ask: “How do women and men communicate differently?” A specific research question will ask: “How does men and women’s access to mobile phones and internet differ from each other?” The most crucial factor will be understanding what output is required from the research. Do you want a report with policy recommendations, for example, or just some statistics and case studies? 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/Reccommendations: 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 include questions of:

- | |
|--|
| <ul style="list-style-type: none">√ efficiency (cost-benefit analysis),√ efficacy (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? |
|--|

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).

Annex 6 Some Types Of Indicators²³

There are many different ways to classify indicators. The following table can help you in choosing which sort of indicator 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 <i>is</i> or <i>is not</i> in place. The measure is a question of “yes” or “no.”	Good for monitoring <i>processes, statements of political will, commitments.</i> Simple and cheap data collection.	Lack qualitative aspect. Sometimes a question of interpretation	<ul style="list-style-type: none"> ✓ 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.	<ul style="list-style-type: none"> ✓ Male:Female ratio of incidence of TB ✓ 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).	<ul style="list-style-type: none"> ✓ % of population that feels women should be primarily responsible for childcare ✓ % of job advertisements in newspapers that show gender bias

For more on this topic see CIDA’s Guide to Gender-Sensitive Indicators.

²³ This section is taken from the Neimanis document

Annex 7 Reference Materials Used

- CIDA Guide to Gender-Sensitive Indicators 1997
- Derbyshire, Helen *Gender Manual: A Practical Guide for Development Policy Makers and Practitioners*, Social Development Division DFID (April 2002).
- Hamerschlag and Reerink *Best Practices: For Gender Integration In Organizations and Programs From the InterAction Community* Interaction 1998
- Kabeer, Naila *Reversed Realities* Verso, London 1994
- Kardam, N 'Changing Institutions in Women's Interests' in *Development and Gender in Brief 5*
- March, Smyth, Mukhopadhyay *A Guide to Gender-Analysis Frameworks* Oxfam 1999
- Moser, Caroline O. N. *Gender Planning and Development: Theory, Practice and Training* Routledge 1995
- Neimanis, Astrida *Gender Mainstreaming In Practice: A Handbook Development Programme's Regional Bureau for Europe and the CIS (UNDP RBEC)*
- Save the Children *From Analysis to Action: Integrating Gender Into Programs* 1996

Annex 8 Outline History Of Women, Gender And Development

The “Welfare” Approach

Until the early 1970s, development policies addressed the needs of poor women’s entirely in the context of their role as wives and mothers. This reflects national programs with women in the pre-war years and early years in Afghan refugee camps and within Afghanistan where the focus was working with vulnerable widows. Known now as the “*welfare*” approach, the focus was on mother and child health, childcare and nutrition. It was assumed that the benefits of macro-economic strategies oriented towards modernization and growth would trickle down to the poor, and that poor women would benefit as the economic position of their husbands improved. This approach is still being followed by many implementors in Afghanistan.

Analytical Critique

In 1970, Esther Boserup, a Danish economist, systematically challenged these assumptions. In her book “*Women’s Role in Economic Development*”, she concluded that far from women benefiting as their husband’s situation improved, women were increasingly losing status. Women were becoming associated with the backward and the traditional, whilst men (with the assistance of economic development projects, such as the introduction of cash crops and new agricultural technologies) were increasingly associated with the modern and the progressive.

The “Women In Development” (WID) Approach

In the context of a groundswell of research and campaigning on the situation of women, and the rise of the women’s movement in USA and Europe in particular, 1975 was declared the UN International Year for Women, and 1976–1985 the UN International Women’s Decade. This attracted high level attention to women, led to the establishment of national women’s organizations and ministries in many countries, and helped to institutionalize what became known as Women in Development (WID) policies in governments, donor agencies and NGOs. Responding to the concern that women had been left out of the processes of economic development, the aim of WID was to integrate women into economic development. This resulted in newly established WID officers, units and ministries developing women’s projects, which were still separate to mainstream development but focusing on women’s *productive* role. Typically, this resulted in women’s income generation projects. The Ministry of Women’s Affairs and numerous NGOs, for instance, followed this approach setting up carpet-weaving, embroidery, jam making, dress making, poultry rearing and similar projects.

Analytical Critique

The “gender” approach originated in the early 1980s in academic criticism of WID. Gender analysts felt that WID was not in any way an appropriate solution to the problems faced by women. Not only was WID failing in its own terms (most women’s income generation projects failed to generate significant income), it left the mainstream of development untouched, commanded marginal budgets, treated women identically, and failed to look systematically at why and how different groups of women were disadvantaged. Gender analysts made the crucial distinction between “sex” and “gender”. In this context, gender analysts examine *why*

women in different cultures are systematically assigned inferior or secondary roles. They seek to recognize the ways in which gender norms (what men and women do, what they have, what they think etc.) are affected by, and reflected in, processes of development and change. Drawing on feminist activism, gender analysts explicitly see women as *agents of change* and stress the need for women to organize to bring about change.

The Gender “Efficiency” And Gender “Empowerment” Approaches

By the mid 1990s, however, a “gender” approach had replaced WID in most governments, donor organizations and NGOs. Afghanistan, however, still being in the throes of civil unrest did not witness these changes. There remains a lot of confusion amongst practitioners themselves about the meaning of “gender” in practice, and many “gender” units in fact continue to operate a largely WID approach. Two contrasting approaches dominated from the late 1980s. Advocates working within mainstream development organizations argued that understanding men’s and women’s roles and responsibilities as part of the *planning of all* development interventions helps targeting, improves project effectiveness and ensures that women, as well as men, can play their part in national development. Those working within community level women’s projects drew on what gender analysts (and the women’s movement) had to say about women as agents of change. In the overall context of a rise in participatory approaches to development, the gender “empowerment” approach meant working with women at the community level building organizational skills and self-esteem through participation in determining needs and managing change. In Afghanistan, where hard line religious elements wanted to see women pursue ‘traditional’ roles as couched within their interpretations of Islam, the WID approach was deemed more appropriate to existing gender stereotypes. A WID approach was also much less threatening and easier to implement in the Mujahideen and Taliban periods.

Analytical Critique

Evaluations highlighted both strengths and limitations in “efficiency” and “empowerment” approaches. The “efficiency” approach succeeded to a degree in bringing a concern with women and gender into the mainstream of development, but at the expense of focusing on what women could do for development, rather than on what development could do for women. The empowerment approach opened up space for women to determine their own needs, but “empowerment” was too often misinterpreted as an end rather than a means. This could result in projects delivering empowerment to poor women, with development practitioners apparently knowing better than poor women themselves what their true needs were. Such an approach was regularly seen in Afghanistan, with organizations ‘empowering’ women through soap-making, carpet weaving, poultry raising, etc. Evaluations of the implementation of gender policies in mainstream development organizations were revealing the common problem of “policy evaporation”, as implementation and impact failed to reflect policy commitments. Increasing research on the gendered nature of development organizations themselves demonstrated that development organizations are part of the problem of gender inequality they are supposedly committed to addressing. Gender inequalities in wider society affect who is qualified and available to work; patterns of staffing; training, promotion and career development opportunities and many aspects of organizational culture. Many organizations working in conservative areas led by Islamist

commanders could not even think of employing women for some years, let alone start working on changing the status of women in communities.

The “Mainstreaming Gender Equality” Approach

The term “gender mainstreaming” came into widespread use with the adoption of the Beijing Platform for Action (PfA) at the 1995 UN International Conference on Women. It represents an attempt by gender advocates to build on the successes of the past and address some of the challenges. It attempts to combine the strengths of the efficiency and empowerment approaches within the context of mainstream development. Many organizations in Afghanistan present gender mainstreaming as a goal but attempts are often tokenistic and half-hearted. This approach has been the focus of this manual. The process and critiques have been laid out throughout the text above.

Annex 9 Different Policy Approaches To Third World Women

(From *Gender Planning and Development: Theory, Practice and Training* Caroline O.N. Moser)

<i>Issues</i>	<i>Welfare</i>	<i>Equity</i>	<i>Anti-Poverty</i>	<i>Efficiency</i>	<i>Empowerment</i>
Origins	Earliest approach: -residual model of social welfare under colonial administration -modernization/accelerated growth economic development model	Original WID approach: -failure of modernization development policy - influence of Boserup and First World Feminists on Percy Amendment of UN Decade for Women	Second WID approach: -toned down equity because of criticism -linked to redistribution with growth and basic needs	Third and now predominant WID approach: -deterioration in the world economy -policies of stabilization and adjustment rely on women's economic contribution to development	Most recent approach: -arose out of failure of equity approach -Third World women's feminist writing and grassroots organization
Period Most Popular	1950-70; but still widely used	1975-85: attempts to adopt it during the Women's Decade	1970s onward: still limited popularity	Post 1980s: now most popular approach	1975 onward: accelerated during 1980s, still limited popularity
Purpose	To bring women into development as better mothers: this is seen as their most important role in development	To gain equity for women in the development process: women seen as active participants in development	To ensure poor women increase their productivity: women's poverty seen as a problem of underdevelopment, not of subordination	To ensure development is more efficient and more effective: women's economic participation is seen as associated with equity	To empower women through greater self-reliance: women's subordination seen not only as problem of men but also of colonial and neo-colonial oppression
Needs of Women Met	To meet PGN in reproductive role,	To meet SGN in terms of triple role-directly	To meet PGN in productive role, to	To meet PGN in context of declining social	To reach SGN in terms of triple role-

and Roles Recognized	relating particularly to food aid, malnutrition and family planning.	through state top-down intervention giving political and economic autonomy by reducing inequality with men	earn an income, particularly in small-scale income-generating projects	services by relying on all three roles of women and elasticity of women's time	indirectly through bottom-up mobilization around PGN as a means to confront oppression
Comment	Women seen as passive beneficiaries of development with focus on their reproductive role; non-challenging, therefore widely popular especially with government and traditional NGOs	In identifying subordinate position of women in terms of relationship to men, challenging, criticized as Western Feminism, considered threatening and not popular with government	Women seen entirely in terms of delivery capacity and ability to extend working day; most popular approach both with governments and multilateral agencies	Women seen entirely in terms of delivery capacity and ability to extend working day; most popular approach both with governments and multilateral agencies	Potentially challenging with emphasis on Third World and women's reliance; largely unsupported by governments and agencies; avoidance of Western feminism criticism means slow, significant growth of under-financed voluntary organizations

PGN= Practical Gender Need
SGN=Strategic Gender Need

Annex 10 Some Useful Mandates, Policies And International Agreements

Security Council Resolution 1325 (Women, Peace and Security) October 2000
www.un.org/events/res_1325e.pdf

Outcomes Document – Beijing +5 (New York, 2000)
www.un.org/womenwatch/daw/followup/as2310rev1.pdf

IASC Policy *Mainstreaming gender in the humanitarian response to emergencies*. IASC Meeting April 1999
www.reliefweb.int/iasc/Documents/wg36

Beijing *Platform for Action* (1995): Critical Area for Concern: Women and Armed Conflict
www.un.org/womenwatch/daw/beijing/platform/armed.htm

The Vienna Declaration and Program of Action (1993)
www.unhcr.ch/html/menu5/d/vienna.htm

Convention on the elimination of All forms of Discrimination Against Women (CEDAW)
www.un.org/womenwatch/daw/cedaw/frame.htm

Declaration on the Protection of Women and Children in Emergency and Armed Conflict (1974)
www.unhcr.ch/html/menu3/b/24.htm