



# GENDER CAMPUS

THE GLOBAL DEVELOPMENT AGENDA:  
TOOLS FOR GENDER SENSITIVE  
PLANNING AND IMPLEMENTATION

Tools



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Tools

Gender Campus

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## LEARNING CONTENT

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TOOL T1: Promoting gender equality through stakeholder participation .....	4
TOOL T2: Increasing gender influence in policy making.....	10
TOOL T3.1: Gender scan of poverty reduction strategy/Swap.....	14
TOOL T3.2: Checklist for gender scanning Prs or Swaps .....	17
TOOL T4: Checklist for <i>Ex Ante</i> screening of gender sensitivity of poverty reduction strategies, sector programmes and macro-economic policies. ....	21
TOOL T5: Key notions for analysing and monitoring budgets from a gender perspective .....	28
TOOL T6: Working in partnership to keep gender on the policy agenda .....	32
TOOL T7: Grid for the mid-term review of the CSPs.....	34

## TOOL T1: Promoting gender equality through stakeholder participation

### *Who should use this tool and when*

This tool can be useful to all stakeholders engaged in the formulation, implementation and monitoring of an anti-poverty policy or development programme at national or sectoral levels.

The first two parts provide some suggestions as to how to incorporate a gender perspective into participation. The third part is a checklist designed to help users screen the policy making processes they are involved in with a view to assessing how far they are gender-inclusive, and help in making improvements in that respect.

### **1. Challenging underlying assumptions**

Promoting gender equality requires overcoming some received ideas that may influence the way in which participatory processes are organised.

#### *ASSUMPTION NO. 1*

*" Processes are gender neutral therefore they do not have a different gender impact... if the strategy includes participation mechanisms, women and/or other groups of under-represented individuals will participate and gender equality priorities will be integrated."*

In most countries social norms and mores still exclude women - particularly from poor or marginalised groups - from full participation in decision-making at all levels.

"Women" should not be assumed to be a homogenous group, the needs of which can be represented by most individuals of the female sex. Women's social identities are conditioned by many other factors (ethnicity, income, marital status, land ownership, class, residence, education, occupation, religion).

In addition, male-dominated NGOs, trade unions or professional associations are unlikely to prioritise the gender interests of poor women.... it is likely that "speaking with a single voice" would mean subordinating women's gender interests to men's. If the interest of many stakeholders are gathered under a single umbrella organisation (e.g. an NGO), the inclusion of women and gender equality priorities is not automatic.<sup>1</sup>

To ensure a meaningful contribution from women it will be necessary to assess the possible obstacles to their participation and to provide the conditions under which (poor) women or men, from the various social groups, can articulate and negotiate their priorities.

<sup>1</sup> 'Engaging with the World Bank and the IMF: a report for the Gender and Development Network' Terry, Geraldine (2001) quoted in Oxfam, Influencing Poverty Reduction Strategies, a Guide [http://www.oxfam.org.uk/what\\_we\\_do/issues/democracy\\_rights/downloads/prsp\\_guide.pdf](http://www.oxfam.org.uk/what_we_do/issues/democracy_rights/downloads/prsp_guide.pdf)

**ASSUMPTION NO. 2**

*“(Poor) women are ‘beneficiaries’ of development, not decision-makers and rights holders”*

Women are assumed to be a homogenous group (of vulnerable individuals) whose basic, practical needs should be met.

Of course it is important to collect information on perceptions, needs, division of labour, time-use, and problems of poor women and men. But gender analysis often tends to limit itself to describing the experience of poor women/girls as **final beneficiaries** at the micro-level (village, community, school). Their capacities – or lack of opportunities - as decision-makers at all levels (as farmers, consumers, members of organisations, economic actors in the paid and unpaid economy, local administrators, or in their ability to influence institutions and regulatory frameworks) tends to be overlooked. As a result, when analysing the causes of women’s low participation rates, certain constraints that would require meso- and macro-level interventions, and that could effectively be tackled in the context of a national development strategy, are left aside: for instance the low level of female representation in trade unions or employers’ organisations, low participation in the formal labour market, occupational segregation, unfavourable property or credit laws, and so on.

**In short:** Gender-sensitive participation should incorporate:

1. Gender balance (or minimum quotas) in meetings/stakeholder workshops. The critical mass needed to ensure that women’s issues are taken seriously is generally considered to be reached at the 30% participation level.
2. Stakeholders’ gender-sensitivity: capacity of mainstream stakeholders to represent the specific interests of women/gender equality within their groups (e.g. trade unions to include work-family conciliation measures in their agendas; employers to include support for women’s entrepreneurship development, etc.).
3. Meaningful participation by NGOs representing the broadest range of women’s groups (rural women, elderly people, HIV-positive individuals, women employers...).

## ***2. What is “meaningful” participation? Gender perspectives***

The participatory nature of the PRS process opens up important entry points for including groups that are most often excluded from policy formulation.

It is important that stakeholders are clear on the **level of participation** that should be expected for the process to be meaningful.<sup>2</sup> Four levels of participation are considered, each of them requiring specific attention:

<sup>2</sup> This is very important in the context of PRSs as the Guidelines for the Joint Staff Advisory Notes currently do not require IMF/WB staff to assess the quality of the participatory process in producing a PRSP, only to describe it.

## 1. Sharing of information

For information to be shared among women and “typical” gender stakeholders, consideration should be given as to questions such as:

- ✓ At which stage of the PRS process (before, during, after decision-making)?
- ✓ Who (which groups / women’s representation)?
- ✓ How (are documents legible or in purely technical formats, which languages are used to inform about on-going processes, and through which channels/media)?
- ✓ Where (feasibility of attendance, transport facilities, food availability, appropriateness of timing and location)?

In order to effectively reach out to “non-mainstream” actors such as gender stakeholders, women or other groups, information should be easily accessible, and available in relevant languages or formats, with clear summaries.

These criteria also apply to all other levels of participation.

## 2. Consultation

*“Those steering the process ask stakeholders for their views, but their are not obliged to listen.”*

Unless consultation is meaningful, it can be a waste of the scarce resources of civil society organisations, and an additional burden on poor women and men in balancing their productive and household roles. The capacity to express views and articulate needs in public fora may need to be reinforced. Another problem is whether those consulted, CSOs or Parliamentarians, are adequately representing the views of those they work with.

*The process can be made inclusive and gender-sensitive by:*

- ✓ Participatory Poverty Assessments; Surveys and Public fora arranged in ways to ensure that the voices of all women and men be heard and taken into account (see **“To know more” overleaf**).
- ✓ Formalised consultative procedures establishing clear public calendars of events in which the results of participatory processes are reported to the public in clear formats.

## 3. Joint-decision making

In most countries gender advocates both within and outside government have weak decision-making power, therefore an adequate level of participation tends to prove particularly difficult to achieve, especially for women and marginalised groups.

*Tools and strategies to further the process*

These include strong civil society advocacy and campaign platforms and close relations with Parliaments. Government sector working groups, an overall poverty reduction working group, women’s caucuses and so forth are all structures in which civil society should be present, and where joint decision-making can develop.

#### 4. Empowerment

This would entail for poor women and men direct influence over initiatives; but within the Poverty Reduction Strategy process there are unlikely to be policy initiatives fully initiated and controlled by civil society, even though it is possible (for example an organised campaign for abolishing cost recovery in health could well have an impact).

Overall this level of participation is more likely to occur in terms of civil society monitoring of policy implementation. Women's groups have succeeded in influencing policy by establishing independent monitoring of the gender impact of specific policies.

To know more:

##### **TOOL T2 INCREASING GENDER INFLUENCE IN POLICY MAKING**

Includes suggestions on how to effectively set up an advocacy or lobbying strategy and offers many examples of successful cases.

Further reading:

- ✓ The Poverty Reduction Strategies Sourcebook – Chapter 10 Gender, Annex I, Technical Note I.1 “Engendering Participation”. [www.worldbank.org/gender](http://www.worldbank.org/gender)
- ✓ OECD (2007) Guide for Non-Economists to Negotiate Poverty Reduction Strategies. at [www.oecd.org/dac/gender](http://www.oecd.org/dac/gender).
- ✓ Disability International. On-line handbook on how to make PRSPs inclusive. <http://www.making-prsp-inclusive.org/>.
- ✓ OXFAM Guide to influencing PRSPs at : [http://www.oxfam.org.uk/what\\_we\\_do/issues/democracy\\_rights/downloads/prsp\\_guide.pdf](http://www.oxfam.org.uk/what_we_do/issues/democracy_rights/downloads/prsp_guide.pdf)

### **3. *Checklist for increasing gender sensitivity of participatory policy processes*<sup>3</sup>**

This check-list can be used independently or in conjunction with **Tool T2. Quick Gender Scan of PRS /SWAp**

	Notes
<b>What is the extent of women's and/or gender experts' participation in the PRSP/SWAp process, and specifically:</b>	
✓ at the diagnosis, priority identification, planning, budgeting, implementation, monitoring and evaluation stages?	
✓ at various levels of participation: dissemination of information, consultation, effective input?	

<sup>3</sup> Adapted from HOLVOET, N. (2007) *New opportunities for gender equality?! PRSPs and SWAPs from a gender perspective*, Commission on Women and Development, Brussels.



✓ at multiple levels: within the household (e.g. in the context of household questionnaires); within the community; at sectoral level (sectoral institutions; at national level (central government, national NGOs, finance institutions...)?

✓ in processes both within and outside the government?

✓ in terms of participation of traditional gender actors and input of gender expertise from within the mainstream actors involved in the PRSP/SWAp processes)?

✓ in terms of individual participation of women and gender experts and participation of women's groups?

✓ according to income, geographical location, ethnicity, caste, age, religion?

**How are the participatory processes organised and arranged at the various levels (macro, meso, micro), and specifically:**

✓ does the set-up (timing, location, format) of participatory processes and stakeholder consultations ensure that previous experience of participatory processes (e.g. their success in inclusiveness) is drawn on?

✓ are efforts made to facilitate the various degrees of voice/agency enjoyed by various groups (i.e. according to gender) in society (short-term strategy)?

✓ are specific measures taken to increase the voice/ agency of groups that currently have a lower score (long-term strategy)?

**What are the capacities of women/gender experts involved in the processes, differentiating between the situations within and outside the government?**

✓ gender analysis skills

✓ skills in general policy analysis, planning, budgeting, monitoring and evaluation

**What are the capacities of specific "gender institutions/advocates" both within and outside government?**

✓ gender analysis skills

✓ skills in general policy analysis, planning, budgeting, monitoring and evaluation

**What are the capacities of mainstream actors, again differentiating between the situations within and outside**



<b>government?</b>	
✓ gender awareness and analysis skills	
✓ skills in general policy analysis, planning, budgeting, monitoring and evaluation	

## TOOL T2: Increasing gender influence in policy making<sup>4</sup>

### *Who should use this tool and when*

This Tool gives useful tips for a successful advocacy or lobbying strategy.

It can be useful to all actors involved in PRS who are not economists and wish to influence the process from a gender perspective. Most of the suggestions given can be easily adapted to other programme-based approaches (development policy or country-donor strategy formulation).

This Tool can be used independently or in conjunction with **Tool T4 Checklist for ex ante screening of gender sensitivity of PRS or sector programme.**

### *Increasing gender influence in policy making*

The PRS (and all programme-based approaches) process opened up new opportunities for wider participation in economic planning. Yet macroeconomic and structural policies were negotiated predominantly between national governments and the Bretton Woods Institutions — the World Bank and the International Monetary Fund (IMF) – with little participation by civil society, especially gender specialists. Some approaches which could be adopted to increase women’s “voice” and maximise the influence of civil society include:

#### ✓ Targeting Key Players

In many countries, participatory poverty assessments have been undertaken to access the views and experiences of poor women and men. Unfortunately, data on poverty dimensions by sex were subsequently aggregated, obscuring gender inequalities. As a result, gender-responsive approaches based on available evidence were not included in the finalised PRSs. It can be worthwhile targeting advocacy activities on the PRS drafting team which is usually small and lacking expertise in gender equality. The success of lobbying and advocacy work will largely depend on how far decision-makers in national governments, the World Bank and the IMF can be convinced that policy goals such as reducing poverty and stimulating growth will be better achieved if gender relations are taken into consideration. Arguments and recommendations should be presented in a short and precise manner. Briefing papers that summarise facts, figures, the main arguments or sector-specific information for ministers, members of parliament and other important decision-makers are of value.

#### ✓ Understanding the policy-making process

It is essential that negotiations address the right persons at the right time with the right arguments. Planning and budgeting normally follow an annual standardised calendar, so lobbying and advocacy activities should be planned accordingly. Close cooperation between gender or women’s ministries and civil society organisations is necessary as the

<sup>4</sup> This checklist is an excerpt from OECD (2007) Guide for Non-Economists to Negotiate Poverty Reduction Strategies. The text includes a wider set of useful analytical tools and is available at [www.oecd.org/dac/gender](http://www.oecd.org/dac/gender).

former are informed about the timetable of the political process, the internal rules and the people who have the power to change policies, while the latter often have good advocacy capabilities and more scope for mounting a strong argument. Mainstreaming of gender equality dimensions into planning and budgeting will be more sustainable if the gender perspective is integrated into administrative processes and routines, such as rules, guidelines, checklists and forms.

The Tanzanian Gender Networking Programme succeeded in persuading the Ministry of Planning to change their budgetary guidelines for the development of the 2001 annual budget in six pilot sectors so that the different needs and priorities of women and men were taken into consideration.

### ✓ Building up capacity

For arguments to be taken seriously by economic decision-makers, it is important to speak their language. Non-economists who are involved in the PRS process need to develop their understanding of the basics of economic policy-making, tools and concepts, and have expertise in gender analysis. Capacity-building for women's groups and parliamentarians should include economic literacy and gender-based analysis of economic data.

### ✓ Demanding sufficient time

Non-Governmental Organisations (NGOs) and lobbyists are often trapped in a "national dynamic" in which they have to comment on a draft chapter or identify policy priorities at very short notice. NGOs should take the initiative of seeking sufficient time to consult their constituencies or collect more information so as to avoid quick and superficial answers of poor quality. Otherwise the women's movement risks a loss of credibility. This should be supported by donors.

### ✓ Linking up research and advocacy

Even if women's organisations have been trained in economic literacy, they are not likely to be able to carry out sophisticated economic analyses that are highly quantitative, statistical, and technical. It may be useful for women's advocacy groups to link up with economic research institutes that can provide the necessary expertise for critical assessment of policies from a gender perspective and in the formulation of alternative pro-poor and gender-equitable policies.

The African women's network FEMNET and the economic research institute KIPPRA in Kenya successfully worked together to increase public dialogue on gender issues. FEMNET asked two economic researchers from KIPPRA to analyse the macroeconomic framework of the Kenyan PRSP from a gender perspective and used these findings to promote a public dialogue on gender and macroeconomics. This created an awareness of the need to mainstream gender equality at macroeconomic level<sup>5</sup>.

<sup>5</sup> Wandia, M., The Process of Integrating Gender in the PRS Process in Kenya and the Challenges Encountered by the Gender Lobby Groups: <http://www.femnet.or.ke/documents/prsp.pdf>.

Were, M. and J. Kiringai, Gender Mainstreaming in Macroeconomic Policies and Poverty Reduction Strategy in Kenya:

[http://www.femnet.or.ke/documents/gender\\_mainstreaming.pdf](http://www.femnet.or.ke/documents/gender_mainstreaming.pdf).

### ✓ Lobbying for more women in decision-making positions

Although a higher number of women in economic decision-making is no guarantee of more gender-equitable policies, there is strong evidence that women's priorities, experience and interests will be voiced in decision-making to a greater extent under such conditions.

The reservation of seats for women in local government in India seems to have had a significant impact on investment decisions and has helped to promote issues that women have found particularly important, such as time-saving infrastructure.

### ✓ Establishing strategic alliances

The higher the number of persons or organisations pressing for transformation of the national and international macroeconomic framework, the better the chances of a positive impact. Strategic alliances should also be established with like-minded persons in the relevant institutions.

In Kenya, a concept paper on gender and poverty reduction was prepared by 30 women's NGOs during the drafting of the Interim PRSP. The discussion of the paper in different fora resulted in common ownership of the topics. Every organisation made expertise, networks and contacts available. The network succeeded in raising the number of female participants in the National Stakeholders Workshop on preparation of the Interim PRSP from 1 to 12.<sup>6</sup> In Guatemala an alliance between the women's movement and the "Secretaría de la Mujer" made it possible to review the environment and agriculture chapter of the Interim PRSP from a gender perspective.

### ✓ Linking gender priorities with budgets

Building strategic alliances and relationships can also help ensure that PRS priorities are translated into budget allocations. Being explicit about the differential needs of women and men makes it easier to incorporate gender equality priorities into budgets. Gender-responsive budget initiatives have employed different tools to monitor the impact of macroeconomic policies continuously.

The Tanzanian Gender Networking Programme built a coalition of like-minded stakeholders. Gender budgeting activities were carried out by teams of researchers that included gender activists, academics, and government staff responsible for planning and budgeting who provided access to data that would otherwise have been hard to obtain. Over the years, a strong and confidential relationship was established with the government that permitted informal consultations and access to relevant information (<http://www.tgnp.co.tz>).

<sup>6</sup> A good description of the lobbying and advocacy process can be found in: Shiverenje, Hudson: Engendering the Interim Poverty Reduction Strategy Paper and MTEF Process: Participatory Policy Making Approach – The Case of Collaborative Centre for Gender and Development. [http://www.eurodad.org/uploadstore/cms/docs/prsp\\_gender\\_kenya.doc](http://www.eurodad.org/uploadstore/cms/docs/prsp_gender_kenya.doc)

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✓ **Being specific, focused, realistic and strategic**

Planning procedures can be complex. The likelihood of changing draft policies increases if recommendations focus on specific priorities and present realistic budgetary implications.

The Collaborative Centre for Gender and Development in Kenya successfully lobbied for increases in budget allocations in areas such as reproductive health and rural water conservation by changing their approach. Previously the Centre had made general policy statements. Once they started to present concrete recommendations with respect to budget allocations, they became more influential. Their recommendations were based on a policy paper on "Gender and poverty reduction in Kenya" which was supported by a coalition of around 30 different women's organisations.

## TOOL T3.1: Gender scan of poverty reduction strategy/Swap<sup>7</sup>

### 1. Who should use this tool and when

This is a quick diagnostic diagram that can be used by those actors – national ministries not directly responsible for drafting of the policy under consideration - in order to screen PRSPs and SWAPs ‘critically’ for their gender-sensitivity.

The diagram is construed using an analytical approach and in accordance with the main stages of a PRSP, but with some “creativity” it can be applied to sector programmes or other policy processes.

### 2. How to use the Quick Gender Scan

Scan the contents of the PRS to gain a preliminary assessment of the gender sensitivity of the PRSP in terms of

- content and process;
- the different phases from policy diagnosis up to and including monitoring and evaluation;
- all four dimensions of poverty/context analysis (capabilities, opportunities, security, empowerment ).

You may use the checklist in the annex to guide your screening.

This approach will help you decide whether:

- you need to proceed to a more in-depth screening of the possible gender impact of the policy (for instance using the more detailed checklists provided as Tools T1 or T4);
- there are measures that need to be reinforced in certain dimensions;
- good examples exist in certain sectors that can be used to “propagate good practice”.

### 3. How to use the scores

Score each phase (and its different analytical components) on the gender sensitivity of the content of a PRSP and the underlying processes described in it.

- **SC = score on content** (on a scale of 0 to 3), based on the presence/absence of a discussion of gender issues:
 

0	=	not possible to determine on the basis of the available information
1	=	gender issues completely absent, not mentioned
2	=	marginal reference to gender
3	=	in-depth discussion of gender issues
- **SP = score on process** (on a scale of 0 to 2), based on the presence/absence of expertise on women/gender within the different phases of the PRSP process:

<sup>7</sup> Adapted from HOLVOET, N. (2007) *New opportunities for gender equality?! PRSPs and SWAPs from a gender perspective*, Commission on Women and Development, Brussels.

- 
- |   |   |   |
|---|---|---|
| 0 | = | not possible to determine on the basis of the available information;  |
| 1 | = | absence of women and/or gender expertise in the process (gender ministry, gender focal points, women's groups, women's movement, individual women); |
| 2 | = | presence of women and/or gender expertise in the process  |



QUICK GENDER SCAN								
Rate the gender sensitivity of the following phases and dimensions of the poverty reduction strategy (0 = ABSENT to 3 = HIGH) (1) (2)								
	<i>(Poverty) diagnosis and analysis</i>		<i>Priority and strategy identification</i>		<i>Budgeting and implementation</i>		<i>Monitoring and evaluation</i>	
<b>CONTENT</b>	Poverty based on monetary data	SC	<b>Capacities</b> with possible further breakdown by sector	SC	General macro-economic framework and medium-term expenditure budget (MTEF)	SC	<b>Monitoring and evaluation systems</b>	SC
	<b>Capacities:</b> Assess gender sensitivity in sector of public services, more specifically: education, health, water and sanitation, energy, transport	SC						
	<b>Opportunities:</b> with possible further breakdown by sector, more specifically: employment and wages, labour market participation, SMEs, access to and control over production factors (e.g., capital and country)	SC	<b>Opportunities</b> with possible further breakdown by sector	SC	<b>Budgeting and allocation of resources</b> If possible differentiate between: -capacities -opportunities -security -voice/agency or between sectors	SC	<b>Monitoring and evaluation instruments</b> (instruments for data collection and analysis)	SC
	<b>Security:</b> with possible further breakdown by vulnerability to economic risks, food shortages, violence, environmental risks	SC	<b>Security:</b> With possible further breakdown	SC	<b>Implementation issues</b> (identification of specific programmes, specific modalities of services, etc.): if possible differentiate between: - capacities - opportunities - security - voice/agency or between sectors	SC	<b>Targets and indicators, if possible differentiating between:</b> - capacities - opportunities - security - voice/agency or between sectors	SC
	<b>Individual and collective 'voice' and 'agency' ('empowerment'):</b> with possible further breakdown at household, community, national levels	SC	<b>Individual and collective 'voice' and 'agency' ('empowerment'):</b> With possible further breakdown	SC				
<b>PROCESS</b>	SP(2)		SP		SP		SP	
(1): SC: score on gender-sensitivity of content (analysis on the basis of PRSP and assignment of a score on a scale from 0-3)								
(2): SP: score on gender-sensitivity of the process (analysis on the basis of PRSP and assignment of a score on a scale from 0-2).								

## TOOL T3.2: Checklist for gender scanning Prs or Swaps

### PROCESSES

**What is the extent of women's and/or gender experts' participation in the PRSP/SWAP process, and specifically:**

- ✓ at diagnosis, priority identification, planning, budgeting, implementation, monitoring and evaluation stages?
- ✓ in terms of various levels of participation: dissemination of information, consultation, effective input?
- ✓ at multiple levels: within the household (e.g. in the context of household questionnaires), within the community, at sectoral level (sectoral institutions, at national level (central government, national NGOs, finance institutions...)?
- ✓ in processes within the government and outside the government?
- ✓ as regards participation of traditional gender actors and input of gender expertise from within the mainstream actors involved in the PRSP/SWAP processes)?
- ✓ in terms of individual participation of women and gender experts and participation of women's groups?
- ✓ according to income, geographical location, ethnicity, caste, age, religion?

**How are the participatory processes organised and arranged at the different levels (macro, meso, micro)? - and specifically:**

- ✓ does the set-up (timing, location, format) of participatory processes and stakeholder consultation integrate experiences from previous participatory processes (e.g. their success in terms of inclusiveness)?
- ✓ are efforts made to facilitate the various degrees of voice/agency enjoyed by various groups (i.e., according to gender) in society (short-term strategy)?
- ✓ are specific measures taken to increase the voice/agency of groups that currently have a lower score (long-term strategy)?

**What are the capacities of women/gender experts involved in the processes, differentiating between the situations within and outside government, and specifically in respect of:**

- ✓ gender analysis skills?

- ✓ skills in general policy analysis, planning, budgeting, monitoring and evaluation?

**What are the capacities of specific “gender institutions/advocates” within and outside government in terms of:**

- ✓ gender analysis skills?
- ✓ skills in general policy analysis, planning, budgeting, monitoring and evaluation?

**What are the capacities of mainstream actors (differentiating between the situations within and outside government) in terms of:**

- ✓ gender awareness and analysis skills?
- ✓ skills in general policy analysis, planning, budgeting, monitoring and evaluation?

## CONTENTS

- ✓ Are gender issues adequately analysed throughout the text or are they limited to fragmented and selective references?
- ✓ Which stakeholders contribute to the debate on gender issues? Are gender issues integrated into the contributions of different actors?

## Diagnosis and analysis

- ✓ Does the poverty diagnosis and/or analysis in the different sectors or dimensions of poverty take account of gender issues? Does it take into account the fact that men and women have different tasks and time allocations, different shares of paid and unpaid work, different rights, duties, needs, limitations and opportunities?
- ✓ Are existing sources of gender indicators and analysis being used (national databases and international databases such as UNDP's GDI or GEM, the World Bank Genderstats, the Gender Gap Index of the World Economic Forum)?
- ✓ Do existing data collection methods integrate gender dimensions by :
  - using sex-disaggregated indicators?
  - using indicators to map the extent of gender (in)equality?
  - including indicators that could measure gender inequalities (e.g. related to sexual and reproductive health)?
  - mapping intra-household differences in household questionnaires?
- ✓ Are there differences in the way gender is considered in the analysis across the different sectors? Why?
- ✓ Are existing country gender assessment and national level analyses or other reports prepared by the Gender Ministry (CEDAW report) being referred to?
- ✓ Are existing gender analysis frameworks (Harvard, Moser) applied at local /meso levels?

## Priority and strategy identification

- ✓ Are the priorities and targets set by international (e.g. MDG)/national /sectoral gender equality policies integrated and considered in priority setting?
- ✓ To what extent are the results of the (gender-sensitive) diagnosis taken into account at the priority and strategy identification stage?
- ✓ To what extent do the priorities and strategy take account of the mutually influential relation between 'gender (in)equality' and 'development'? Specifically:
  - is there recognition that men and women can be affected differently by each policy/programme?
  - do the policy measures/programmes consider their possible impact in the 'unpaid' reproductive sphere?
  - is the influence of existing gender relations/imbances taken into account in assessing the likely impact, efficiency, effectiveness and sustainability of the planned measures ?
- ✓ Are measures defined at the level of practical or strategic gender needs?
- ✓ Are the priorities and measures identified in existing official reports drafted by the gender ministry and/or gender units within line ministries taken into account?
- ✓ Are activities in place to reinforce the institutional set-up charged with integrating the gender dimension throughout the various phases of the PRSP/ SWAp?
- ✓ Are there any differences by sector between the extent of integration of gender into the identification of priorities and strategies? Why?

## Budgeting and implementation

- ✓ Are the gender-sensitive priorities and strategies identified in the previous phase also allocated adequate resources?
- ✓ Are the gender-sensitive priorities and strategies identified in the previous phase also linked to appropriate implementation and management mechanisms?
- ✓ Is the gender dimension integrated into frameworks for results-oriented management (such as logframes)?
- ✓ Is the gender dimension integrated into the Medium Term Expenditure Framework (MTEF)?<sup>8</sup>

## Indicators, monitoring and evaluation

- ✓ To what extent are the indicators disaggregated by sex? Are there differences between the different sectors?
- ✓ Are specific indicators added for the monitoring and evaluation of measures at the level of promoting gender equality?

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<sup>8</sup> For tools to develop gender sensitive MTEFs refer to HOLVOET (2006) .

- ✓ To what extent is the gender dimension integrated into the approaches/instruments used for monitoring and evaluation? To what extent, for example, is the gender dimension integrated into:
  - benefit incidence analysis of public services and matching budgets?
  - assessment of service provision by (potential) users (service delivery surveys)?
  - household surveys?
  - public expenditure reviews (PER)?
  - impact analyses?
  
- ✓ To what extent are the results of monitoring and evaluation also incorporated into the subsequent rounds of PRSPs and SWAps (new diagnosis, priority identification, etc.)?

## **TOOL T4: Checklist for *Ex Ante* screening of gender sensitivity of poverty reduction strategies, sector programmes and macro-economic policies.**

### ***What is this tool and how can it be used?***

This tool is mainly based on a Checklist conceived in March 2003 at the “Experts Meeting on Gender Mainstreaming of PRSPs in selected African Countries” sponsored by UNDP Southern Africa and UNIFEM South Africa, cited in Dennis, S. and Zuckermann, E. (2006) Gender Guide to IMF/World Bank Lending, pp. 32–36.

It can be used to analyse the contents of policy and programme documents, and their proposed reform measures, by all actors wishing to assess the likely gender impact of policy reforms at macro-economic and sectoral levels.

### **The macroeconomic framework of poverty reduction strategies**

Macroeconomic policies aim at achieving price stability, full employment and a balance between imports and exports by using fiscal, monetary and exchange rate measures. Although the focus is on highly-aggregated variables such as Gross National Product, investment, savings and the balance of payments, empirical findings have shown that the impact of macroeconomic policies on households and individuals is not gender-neutral.

### **GUIDING QUESTIONS**

The following guiding questions are designed to elicit the gender-specific impact of macroeconomic and structural policies and argue for a gender-responsive design of policy measures.

#### **1. Diagnosis of Poverty**

- ✓ How does the poverty profile define poverty? Is poverty understood as a state of being or as a social relationship? Does the profile take account of the idea of poverty as a multidimensional phenomenon?
- ✓ What are the possible gaps in the analysis? Does the strategy address the causes it identifies?
- ✓ Does the strategy identify gender inequality as a key factor contributing to poverty? Has poverty been analysed as a gender-specific phenomenon? Does it account for the ways in which men and women experience poverty differently, including the processes by which they become poor or rise out of poverty?
- ✓ What does the poverty profile reveal about the different dynamics? Based on the analysis, can one understand the role of gender in the process of impoverishment?
- ✓ Are gender issues treated as an isolated chapter or are they integrated into all discussions? Is gender simply an add-on or is it fully integrated into the framework?
- ✓ What types of gender-disaggregated data have been provided and where are the major gaps, taking account of incomes, wages, labour rate participation, access to

education, health, age, ethnic and regional differences, rural and urban differences.

- ✓ How have the poor been conceptualised: as abstract, homogeneous categories (poor, labour force, farmers) or differentiated groups? Whose standpoint is taken as the starting point of the analyses?
- ✓ How does the strategy measure poverty and do these measurements adequately capture gender gaps? For example, household-level poverty data obscures intra-household gender differences in terms of access to resources.
- ✓ Are women treated as a homogeneous category or are differences in class, race, ethnicity, age, political affiliation, and location (rural/urban) addressed?
- ✓ Are women labelled as a vulnerable group? If so, how does this impact on their status as an economically active group?
- ✓ In a report on Bosnia and Herzegovina (BiH), female-headed households appear to be better off than male. What could be some of the reasons for this discrepancy? What are the implications for BiH's PRSP policies?
- ✓ How has the household been conceptualised: as a team with the husband as the breadwinner and the wife as a dependant, or as a partnership between two independent income-earners? How does the strategy's understanding of family structure inform economic and social welfare policy?

## 2. Macroeconomic Framework

### Fiscal Reform

- ✓ What kinds of fiscal reform does the strategy promote and how far will they impact differently on men and women?
- ✓ What services will the government cut in reducing government spending, and do men or women or both benefit from those services?
- ✓ Is women's unpaid labour measured and accounted for?
- ✓ What are the linkages and trade-offs between the unpaid care economy and the formal economy? Does women's unpaid labour compensate for cuts in public expenditure?
- ✓ VAT is a regressive measure of taxation, meaning that it disproportionately taxes people with lower incomes. What will be the impact of the tax reform and VAT on poor women and men? How can the negative effects be mitigated or significantly reduced? Are basic foodstuffs and other essentials such as children's clothing, medicine and school supplies VAT-exempt?

### Exchange Rate Policy & Inflation Targeting

- ✓ Will the adopted macroeconomic policies have an inflationary or deflationary effect? Which sectors are most affected by inflation or deflation? Are women or men most concentrated in these sectors?
- ✓ How do female and male consumption patterns differ and how are male and female consumers affected by increasing or decreasing prices? How will price changes affect food security for women and men, boys and girls within poor households? Will changes in food security have a greater impact on male- or female-headed households?
- ✓ Will the reforms push more women than men into the informal sector or the reverse, and what is the impact of informalisation on the social security of women and men?



- ✓ Which sectors are most affected by a devaluation of the exchange rate? Are these female- or male-intensive sectors?
- ✓ Do women's and men's saving rates and methods differ? How will they be affected by macroeconomic policies?

#### Growth and Macroeconomic Stability

- ✓ What is the trade-off between maintaining macroeconomic stability and providing social welfare services? In what ways do they impact on men and women differently?
- ✓ What types of strategies, measures and anti-poverty projects can mitigate the effects?
- ✓ What are the key services or levels of service that should not be compromised or be permitted to fall below a critical threshold? What is that threshold?
- ✓ Does the strategy budget include gender-targeting to reduce inequalities in access to opportunities and services?

#### Rationalisation, liberalisation and privatisation

- ✓ How do macroeconomic policies effect overall employment? How are labour markets segregated by gender? What are the proportions of female and male participation in the labour force and what are the rates of employment? What are the ratios of women to men working in agriculture, manufacturing, services, the informal sector and other areas? Which of these sectors will experience an increase or decrease in employment? Are women or men dismissed disproportionately in relative terms? What kind of social security is available to retrenched women and men?
- ✓ What is the impact on family structure where men are absent from the household and are working at a distance that precludes them from commuting?
- ✓ What is the wage gap between women and men? Is it narrowing or increasing? What will be the impact of strategy economic policies on the wage gap?
- ✓ Which sectors are most affected by liberalisation policies? Who will lose and who will gain?

#### Public Administration Reform & Institution-Building

- ✓ Are the majority of public sector employees women or men? What is/would be the gendered impact of downsizing of the public sector?
- ✓ What is the distribution of men and women in the various civil service grades?
- ✓ What types of legal reform does the strategy propose? Is there a focus on protecting private property and intellectual property rights or do the reforms protect vulnerable women and girls? Are violence against women and spousal abuse illegal? At what age can a girl legally marry? What are the gender-based differences in inheritance law and property ownership? Is formal law harmonised with traditional law, or are there effectively two legal systems in place?

#### Private Investment

- ✓ What kind of private investment does the strategy promote? What will be the impact of investment in employment respectively on men and women? Do women and men have an equal capacity to respond to and benefit from new economic

opportunities? What are the differences in terms of their capacities? What about migration?

- ✓ What changes would be needed in the legal and institutional framework to enable women and men to benefit from the new macroeconomic opportunities? Does the government have adequate labour laws? What about human rights?
- ✓ Does the regulatory framework, for example lending policies, discriminate against women?
- ✓ What are the strategies for overcoming these barriers and are they built into the development plan?
- ✓ Do women and men have equal access to legal assistance and information?
- ✓ What opportunities exist for women and men to launch, develop, and manage micro, small, medium, and large enterprises? What are the gender or income barriers to such opportunities? Do women have equal access to credit?
- ✓ What is the proportion of women and men who are self-employed or operate micro-enterprises?

#### Trade

- ✓ What will be the impact of tariff reductions on poor farmers, entrepreneurs and other workers? Will tariff reductions reduce or increase incomes for women and men?
- ✓ Which sectors are most affected by trade liberalisation policies? Are women or men concentrated in these sectors?
- ✓ Does liberalisation result in income and employment gains or losses? Who benefits or loses?
- ✓ Does the gender division of labour impact on the supply-side response to trade liberalisation?
- ✓ Could MTDS procurement policies include affirmative action programmes targeting female-headed enterprises?

### 3. Sector Strategies: Agriculture and Forestry, Industry and Tourism

#### Agricultural and Forestry Management

- ✓ Do women have the same rights to own, buy and sell land as men?
- ✓ What is the division of labour in agriculture? Which crops are grown by men and which by women?
- ✓ What are men's and women's respective roles, technical capacity, land-ownership patterns, and access to technology and credit, extension services, and inputs?
- ✓ What are the differences in productivity by sex?
- ✓ Will proposed agriculture subsidies target female and male farmers in a way that promotes gender equality or reinforces inequality?
- ✓ Will other investments in farming and forestry predominantly target females or males?
- ✓ Do women and men have the same prospects for responding to new incentive systems in the agricultural sector? Do women and men face different constraints arising from socio-cultural norms and values? Will the social division of labour such as child care responsibilities and access to property rights impact on their

potential to take up new economic opportunities?

#### Manufacturing and Agro-processing

- ✓ Do men or women predominate in strategic industries such as wood-processing, food-processing, textiles, leather goods and footwear, metalworking, extractive industries, tourism, energy, and Information & Communication Technology (ICT)?
- ✓ Is there a need to target training on achieving equal opportunities? Consider developing training and social programmes for both female and male workers.

#### Tourism and the Service Sector

- ✓ How will women and men be affected by investments in tourism? For example, is prostitution a possible outcome of growth in this sector? Is prostitution legal, and if so are there medical services available?
- ✓ What are the differences in the roles the strategy envisages for women and men in terms of job security and income generation?
- ✓ Does the strategy support female and male income-generating roles in running hotels and tourism-related businesses, handicraft markets, and tour guiding?

### **4. Infrastructure Development: Transportation, Power and Energy, Telecom and ICT and Extractive Industries**

#### Transportation

- ✓ What should be the investment priorities for roads and railway construction? Do investments in transportation aim at increasing access to schools, health facilities, local markets and other services or increasing exports?
- ✓ Who determines where roads are to be built? Do men and women participate equally in decision-making?
- ✓ Which transport industries are under consideration for privatisation and what will be the implications of such a measure for poor women and men?

#### Power and Energy

- ✓ Will strategies to unbundle power and privatise electricity generation and distribution overburden poor women and men?
- ✓ Will energy charges increase? If so, what are the gender impacts on the livelihoods of poor men and women? Will new energy tariffs drain scarce financial resources in poor households?
- ✓ How will privatisation impact on the gender balance of employees in the power sector, at both lower and higher levels? Are there any laws or practices that encourage power companies to hire women that may change? In Delhi, India, women occupy no more than 5% of the top 100 posts in private power companies.<sup>9</sup>
- ✓ Will women and men in rural and urban areas benefit equally from implementation of the strategy to provide electricity to all citizens?

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<sup>9</sup> The authors would like to thank Virender Kumar of North Delhi Power Limited for raising these important issues.

### Telecommunications and ICT

- ✓ Analyse telephone and Internet coverage to determine whether they are equally accessible to women and men in urban and rural areas.
- ✓ What will be the impacts of liberalising the telecommunications sector for women and men living in poverty?

### Extractive Industries

- ✓ If the strategy includes any mega-projects or investments in extractive industries such as mining, oil, or gas, what are the potential gendered impacts?
- ✓ For whom will the project generate employment and who will the proceeds benefit?
- ✓ How will the project impact on the rights and livelihood of local men and women?

## 5. Health

- ✓ What (if any) gender bias predominates in the health services sector? Do women and men in rural and urban areas benefit equally from public expenditure on health services? What measures can be taken to eliminate any gender bias in healthcare?
- ✓ To what extent do health sector priorities reflect women's and men's respective needs?
- ✓ Will poor women or men bear a greater burden as a result of the privatisation of health services?
- ✓ Do women and men have equal access to health care? Since health insurance is usually accessible through formal employment, are women or men concentrated in the formal economy? Which gender dominates the informal economy and therefore relies on public health services?
- ✓ How does ethnically- or politically-based mistrust in medical services affect men and women?
- ✓ How are pharmaceutical products distributed? Are generic drugs available? Do physicians also dispense and sell drugs?
- ✓ What vulnerable groups lack access to medical services? How does gender cross-cut into each of these groups?
- ✓ What is the relationship between need and the ability to access specialised or good quality care? What about pre- and post-natal care and sexual health? What is the demand for psychological services and what resources exist for mental healthcare for vulnerable groups, that is to say refugees, internally displaced persons, and others? What proportion of these groups consists of women and children? Does the strategy promote or impede women's and men's access to these services?
- ✓ How does distance from services shape the prioritisation of access based on gender within individual households?
- ✓ What environmental problems affect men and women differently? How does the strategy address environmental problems?

## 6. Education

- ✓ What are the most significant gender differences in education at all levels: primary, secondary, tertiary, technical and vocational training? Do rural men and women have access to education?
- ✓ How do gender differences in education segment labour markets?
- ✓ What strategies can ensure a quality educational system that promotes gender equality within the classroom
- ✓ Are men or women predominantly teachers and how will reform impact on this ratio? Does it provide incentives for men and women to remain in the job?
- ✓ Do disadvantages exist in terms of scientific or technological training for females or males?

## 7. Social Transfers

- ✓ How does reducing government spending impact on social transfers to low-income women, men and children?
- ✓ Do social transfers including veterans' rights, unemployment insurance, pension benefit and other forms of social protection treat women and men equally?
- ✓ Does the strategy provide for war victims of rape and other gender-based violence through targeted assistance programmes?
- ✓ Are assistance programmes for displaced persons and demobilised combatants gender-sensitive? If not, how can they better take account of gender differences?

## 8. Water

- ✓ Is the strategy based on a gender disaggregated, comprehensive social analysis of water use?
- ✓ How will poor men and women be affected by water privatisation or other reforms in water management? Typically, water privatisation shifts access from low-value users (subsistence farmers) to high-value users (agribusiness, industry).
- ✓ Will water tariffs reduce access for any particular groups?
- ✓ Does the strategy include large-scale infrastructure development such as large dams? Are good practice codes such as the World Commission on Dams Guidelines taken into account?
- ✓ Will men and women participate equally in decision-making structures for water management? Is their negotiating power equal? Participation does not always mean that women have power to influence decisions.
- ✓ Is (gender-sensitive) sanitation part of the strategy?
- ✓ Do all women and men have equal access to potable water? If not, how can the strategy enhance equality?
- ✓ Are water rights tied to land rights? When this is so, it usually results in unequal access to water resources, as land rights are mostly in the hands of men.

## TOOL T5: Key notions for analysing and monitoring budgets from a gender perspective<sup>10</sup>

### *Who should use these tools and when*

These tools can be useful to all stakeholders engaged in the formulation, implementation and monitoring of an anti-poverty policy or development programme at national or sectoral levels.

### **1. Budlender and Sharp's three-category framework<sup>11</sup>**

This approach is useful for structuring expenditure analysis from a gender perspective. It is a good starting point as it shows differences in importance as between expenditure categories. The approach distinguishes:

1. Gender-specific expenditures
2. Equal employment opportunity expenditures (programmes aimed at change within government)
3. General expenditures

#### **I. Gender-specific expenditure**

This is expenditure that specifically targets either men or women and is intended to meet their *particular needs*. Sometimes it may be necessary *to release men and particularly women from gender-specific constraints* on their participation in the socio-economic sphere.

##### **Examples of gender-specific expenditure:**

- ✓ expenditure on female sanitation in primary schools
- ✓ expenditure on female teachers in primary schools
- ✓ expenditure on measures to increase women's participation in technical jobs
- ✓ expenditure on measures that encourage men to participate in reproductive health activities

##### **Possible issue(s) for analysis:**

The relative weight of gender-specific expenditure in the overall budget and within different sectors. Gender-specific expenditure is normally a minor category.

<sup>10</sup> Adapted from HOLVOET, N. (2006) *Gender Budgeting: its usefulness in programme-based approaches to aid*, EC Briefing Note, pp. 10-13.

<sup>11</sup> BUDLENDER D. and R. SHARP with K. ALEN (1998). *How to do a gender-sensitive budget analysis: contemporary research and practice*. Commonwealth Secretariat and AusAID, London and Canberra

**Example**

An analysis in **Bolivia** revealed that of **total** public investment in 1998, 4.6% was 'gender equity targeted' investment (more specifically, expenditure targeted on women).

At **sector** level an analysis revealed that "gender equity investment" represented:

- ✓ 21.2% of expenditure in the education and culture sector;
- ✓ 36% of expenditure in the health and social security sector;
- ✓ 2.6% of expenditure in the agricultural sector;
- ✓ while in all other sectors (mining, industry and tourism, hydrocarbons, energy, transport, communications, basic sanitation, urban development and housing, water resources and 'multi-sectoral') there was no gender-focused investment.

Source: *Martha Gutiérrez (2004). Public budgets with a gender approach: a look at the national budget of Bolivia and the municipal budget of La Paz in UNIFEM-Andean Region (2004). Gender-sensitive budgets in Latin America: Accountability for Equity and Transparency.*

## II. Equal employment opportunity expenditures

This is expenditure aimed at providing *equal opportunities in government employment*. It might also have a secondary effect on the population, as employment patterns within the public service might affect the overall gender-sensitivity of service delivery.

**Possible issues for analysis:**

- ✓ whether employment patterns in each ministry reflect equal opportunity principles. (pay equity, grade/career advancement, type of employment contract, etc. );
- ✓ gender patterns of employment within public service delivery institutions (police, unemployment services, education system etc.);
- ✓ gender representation on committees, advisory boards (distinguishing between paid and voluntary boards);
- ✓ special initiatives to promote equal employment opportunities;
- ✓ the relative weight of this category of expenditure within overall expenditure.

**Example**

An analysis of employment patterns in **Belgian** federal ministries showed that in June 2000 women and men represented respectively about 46% and 54% of federal government employees.

Disaggregating figures over five different (payment) levels revealed that 33% of employees at level 1 (the highest pay level) were women, whereas 75% of employees at level 5 (the lowest pay level) were women.

Source: *Ministère Fédéral de la Fonction Publique, Service d'Administration Générale (2001). Aperçu des effectifs du secteur publique au 1<sup>er</sup> janvier 2000, au 30 juin 2000 et au 1<sup>er</sup> janvier 2001, cited in Cecchini, Cornet and Holvoet (2002).*



### III. General expenditure

This is general or mainstream budget expenditure on delivery of goods to the population as a whole.

#### Issues for analysis:

This category of expenditure can be the subject of gender budget analysis, that is an assessment of the gender-specific effects of general government expenditure (and revenue). The approach described below can be used (Elson's Budget Cycle Framework) as well as other more in-depth tools.<sup>12</sup>

## 2. Elson's budget cycle framework<sup>13</sup>

This approach structures gender analysis along a causal chain of public sector programmes. Elson proposes differentiation between inputs, activities, outputs and impact for each ministry (and programme).<sup>14</sup>

Programme-based approaches often also disaggregate levels in the causal chain, which makes gender analysis of the budget cycle quite useful in this context.

LEVEL IN THE CAUSAL CHAIN	EXAMPLE	GENDER PERSPECTIVE
<b>Impact</b> (achievements in relation to broader objectives)	Poverty reduction Improved health conditions Increased literacy rates	What kind of impact is there on men and on women?  Does the achievement of the objective contribute in practice to gender equality?
<b>Outputs</b> (utilisation of the services)	Number of patients treated Number of students that have completed primary school	To what extent do men and women respectively benefit from the outputs?  Do the outputs contribute to gender equality?
<b>Activities</b> (service delivery)	Treatment of patients (health care) Schooling	Do men and women have equal access to activities?
<b>Inputs</b>	Finance Human resources	Are the means sufficient to stimulate gender equality?

<sup>12</sup> Available at with examples and ample references in HOLVOET, N. (2006) cit. or [www.gender-budgets.org](http://www.gender-budgets.org).

<sup>13</sup> ELSON D. (2002). "Gender responsive budget initiatives: some key dimensions and practical examples", in UNIFEM (2002). Gender budget initiatives: strategies, concepts and experiences. New York: UNIFEM, pp. 15-29.

<sup>14</sup> One could also use the "logframe" terminology: input (= resources provided for programmes), output (= goods and services generated by programmes), outcome (= access, use and satisfaction by beneficiaries) and impact (= impact on living standards).

The budget cycle framework makes it possible to highlight gender issues at each level in the causal chain. This is particularly useful from a policy perspective as it helps to pinpoint the level(s) at which gender bias occurs and the level(s) at which remedial action is needed.

One may, for instance, be confronted with a huge female/male gap in literacy (impact level). Specifying the causal chain and including gender analysis may help identify the level(s) at which the problem occurs and where, in consequence, deeper analysis and remedial action are needed.

The problem might occur, for instance, at the level of 'activities'. If women do not have equal access to education, it is unlikely that literacy rates will be equal between men and women. One then needs to analyse the underlying causes (including analysis of the 'demand side') and take remedial measures at this level before any beneficial effect on gender equality can be expected higher up the causal chain. The necessary inputs (financial resources) will need to be adjusted accordingly.

The budget cycle approach may be applied at different points in a programme cycle, viz:

- ✓ *ex ante* (during identification and planning): what are the *planned (and expected)* inputs, activities, outputs and impact?
- ✓ *ex post* (during evaluation and audit): what were the *achieved* inputs, activities, outputs and impact?

## TOOL T6: Working in partnership to keep gender on the policy agenda

### *Who should use this tool and when*

This tool can be useful for all staff from donor agencies or other non-national stakeholders who are called to contribute to the formulation of donor-country cooperation strategies at national or sectoral levels.

It offers useful tips ensuring that gender equality is kept on the policy dialogue agenda and that lessons learned from previous programmes are integrated into future donor-country aid planning.

This check-list is adapted from the *Toolkit on Mainstreaming Gender Equality in EC Development Cooperation*, (2005) p. 37.

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

- ✓ Use the arguments from the various policy and legal commitments made globally and at national level. Discuss with governments their commitments under CEDAW, Beijing, the Millennium Declaration and other international human rights agreements.
- ✓ Use data and figures from the targets and goals of the MDGs.
- ✓ Discuss how gender mainstreaming has the potential to enrich development work, and ensure that the services provided reach both male and female beneficiaries. Highlight cases from other countries where gender equality issues were ignored and service delivery to women and men was found to be inequitable.
- ✓ **Ask partners for examples from successful programmes and projects where gender was mainstreamed. Provide examples of UN, World Bank and other donor programmes that mainstream gender. Highlight examples of good practice in mainstreaming gender and of the benefits accruing in terms of relevance, efficiency, effectiveness, impact and sustainability.**
- ✓ Provide proof in the form of statistics and qualitative information that gender inequality does exist. You may include the UNDP Human Development Report, gender country assessments from agencies and donors, and reports from well-respected national research institutions.
- ✓ Sometimes arguments are put forward to the effect that women themselves are to blame for not taking advantage of the opportunities open to them; therefore ensure that any dialogue examines country-specific research that highlights reasons for women not coming forward, including the conditioning of women to acquiesce in traditional gender role stereotypes, fear of sanctions from their own family or community, and lack of information on their rights and on new opportunities available.
- ✓ Some senior civil servants may believe that gender equality goals are a Western imposition, so discussions would have to centre on how much theory

on gender and development has origination in the South. It is also useful to be able to list neighbouring governments that signed the Beijing PFA.

- ✓ Consult and involve the National Women's or Gender Machinery. Link up with well-respected national and international women's organisations and gender-sensitive institutions.

## TOOL T7: Grid for the mid-term review of the CSPs

### *Who should use this tool and when*

This grid can be useful for all staff from donor agencies or other non-national stakeholders who are involved in the mid-term review of a Country Strategy Paper defining the cooperation programmes between the European Commission and the developing country concerned.

The grid presents the rationale for mainstreaming gender equality in each chapter of the CSP. Action that should be taken is outlined, with key indicators to ensure that such action has been taken, along with relevant sources of information.

This grid is adapted from the *Toolkit on Mainstreaming Gender Equality in EC Development Cooperation*, (2005) pp. 71 - 72

<b>Guidelines for MTR of the CSPs</b>	<b>Rationale for further mainstreaming gender in the MTR</b>	<b>Actions</b>	<b>Key Indicators</b>	<b>Source</b>
<p><b>Specific objective of the MTR:</b> To ensure that the MTR process results in improved quality of the CSPs in relation to gender</p>	<p>CSPs not adequately gender mainstreamed</p>	<p>Correct weaknesses e.g.</p> <ul style="list-style-type: none"> <li>- establish linkage between EC policy on gender as a cross-cutting issue, the country analysis and the response strategy of the CSP;</li> <li>- data has to be sex-disaggregated</li> </ul>	<p>Gender reflected in the Joint Annual Report and MTR conclusions 2004</p>	<p>Assessment of CSPs with reference to gender, Nov-2001/DEV/B3<sup>15</sup></p> <p>Country-specific grids of 30 CSPs<sup>16</sup></p> <p>Political manifesto</p>
<p><b>Partner country's policy agenda</b></p>	<p>Partner country's own national plans/policies on gender equality (not adequately reflected in the CSPs)</p> <p>Partner country's international commitment to gender (not adequately reflected in the CSPs)</p>	<p>Analyse partner country's plans and policies on gender equality</p> <p>Identify gaps in policies and implementation in practice e.g. human rights situation; unbalanced power structures in relation to gender in society</p> <p>Assess partner country's commitment to international conventions and declarations</p>	<p>Existence and status of gender machinery (ministries/ departments)</p> <p>Gender profile of political representation at national and local level</p> <p>Funding and status of human rights/women's/gender organisations</p> <p>Reporting on MDGs (2003)</p> <p>National reporting to Beijing + 5 (2000) available</p>	<p>Civil society networks/partner country/CEDAW</p> <p>Partner country report/UNDP</p> <p>UN Commission on Status of Women, Beijing PFA</p>

<sup>15</sup> Sent to EC Delegations 17 December 2003.

<sup>16</sup> To be sent to relevant EC Delegations, country by country.

<b>Guidelines for MTR of the CSPs</b>	<b>Rationale for further mainstreaming gender in the MTR</b>	<b>Actions</b>	<b>Key Indicators</b>	<b>Source</b>
<b>Update on the political, economic and social situation</b>	National political, economic and social situation (gender not adequately reflected in the CSPs)  Link to poverty reduction; sustainable development and macro-economy	Assess available country gender profiles  Assess progress of national development policies towards poverty reduction from a gender perspective	Gender reflected in the analysis of the country's political, economic and social situation  10 core MDG indicators used	Member States  World Bank <sup>17</sup>  UNDP  EC MTR guidelines for 2004  PRSP (Partner country/WB/IMF)
<b>Overview of past and ongoing cooperation</b>  - Focal sectors (and macroeconomic support)	National sector plans, EC focal sector policies (gender not adequately reflected in the CSPs)	Assess results achieved in focal sectors from a gender perspective	Gender analysis used  Gender gaps identified  Focal sector indicators sex-disaggregated + key gender indicators used	Sector progress reports (partner country)/Sector  Reviews (EU/WB/UN)

<sup>17</sup> <http://www.worldbank.org/afr/gender/countryprofile2.htm>