



GENDER MAINSTREAMING IN DEVELOPMENT COOPERATION

Practical Manual

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ProEquality Centre is a think-tank promoting gender equality and women's empowerment both at the national and international level. It was founded in 2008 on the basis of the experience and principles of the Open Society, p.b.c. (Otevřená společnost, o.p.s.).

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INTRODUCTION

The publication aims to serve as a basic guide for non-governmental organisations (NGOs) in finding most appropriate way of mainstreaming the gender perspective (gender mainstreaming) into their humanitarian and development projects,¹ as well as into their non-project based activities. The guide was developed as a part of the project *“Through Their Eyes, Through Ours. Raising public awareness about development problems faced by women from developing countries in the EU Eastern Neighbourhood, Balkans and Central Asia”*, implemented by the KARAT Coalition² in partnership with Belgium (WIDE), Georgia (Gender Media Caucasus Association), Germany (WOMNET), Macedonia (Permaculture and Peacebuilding Centre Ppc Shtip) and Slovakia (Center for Communication and Development). One of the elements of the project were data gathering tours including a tour to Georgia, attended by one of the authors of this publication (Míla O’Sullivan). During the research the fundamental steps of gender mainstreaming process (in particular the applicability of test questions in each part of the project cycle) were verified. Subsequently, the verified data were incorporated into this manual. It needs to be mentioned, however, that the manual does not focus on Georgia exclusively, but has a broader scope devoted to the gender mainstreaming issue in development projects.

Although gender equality is vital to development (this is explored in the section “Introduction to gender and development” of the guide), effective gender mainstreaming in various development activities in the Czech Republic is still in an initial phase. The main stimulus to the preparation of this guide was the fact that Czech NGOs operating in the field of development cooperation have so far lacked instruments of incorporating gender issues into their projects. Moreover, there have been no manuals addressing this issue in an appropriate manner.

The guide tackles two aspects of gender mainstreaming. In order to effectively enforce the gender equality principle it is vital to take both of them into consideration. The first aspect is gender sensitivity and equal opportunities in an organisation. The second one is recognising gender issues in development and humanitarian activities of an organisation. These two aspects are inextricably connected with each other. Therefore, it is crucial to take the gender issue into account in case of both internal processes and external activities of an organisation.

The further sections of the manual include the general introduction to the subject of the gender aspect of development, a basic glossary, and a review of further information sources. The source documents in English and Czech can be found in the section “Further Sources of Information”. The most important source documents are as follows: “Gender Policy of Caritas Czech Republic”, “Manual for Gender Auditors”, the manual of the European Commission “Toolkit on Mainstreaming Gender Equality in EC Development Cooperation”, and the manual “Gender Mainstreaming in Practice”.

¹ The term “development projects,” further used in the text, is meant to include also humanitarian projects.

² The members of the KARAT Coalition are female/gender non-governmental organisations from the Central and Eastern Europe as well as from the member countries of the Commonwealth of Independent States. For more information go to: www.karat.org.

GLOSSARY

SEX

Biologically determined differences between women and men, girls and boys.³

GENDER

The socially constructed/defined differences between women and men. These are mainly the differences in behaviour of women and men in a society, both in private life and in public sphere.

GENDER EQUALITY

Situation in which women and men are granted equal rights, equal opportunities, and freedom of choice. Furthermore, gender equality means that nobody can impose any gender roles on women or men.

GENDER MAINSTREAMING

A strategy aimed at achieving gender equality. It means mainstreaming a gender perspective at two levels:

1. as a cross-cutting issue into all policies, programmes, and projects;
2. through specific activities aimed at achieving women's empowerment.

WOMEN'S EMPOWERMENT

Women acquiring an ability to control their own lives. Enabling women to take advantage of their rights and skills and to improve their access to and control over various resources (political, economic, information etc.).

GENDER PERSPECTIVE

In this manual it means analysing a development activity plan from the perspective of both women and men in order to take their needs, priorities and experience into consideration.

GENDER RELATIONS

The division of power between women and men in their family lives, education, in the labour market, in politics etc. Gender relations are not static but are constantly changing due to the economic development, legislative or political changes, and social or cultural factors.

GENDER ANALYSIS OF POVERTY

The analysing of poverty from a gender perspective. It entails an explanation of the causes and consequences of existing gender inequalities, different needs, priorities, and experiences of women and men. The aim of such analysis is to incorporate its findings into a planned project which is supposed to have a positive impact on both sexes and narrow the gap between them. This analysis is based on quantitative and qualitative data and it is essential to conduct it before planning a given project.

³ The term "women and men", which is further used in the text, is meant to include also "girls and boys."

INTRODUCTION TO GENDER AND DEVELOPMENT

“Women's empowerment and their full participation on the basis of equality in all spheres of society, including participation in the decision-making process and access to power, are fundamental for the achievement of equality, development and peace.”

Beijing Platform for Action, UN, 1995

Discrimination of women on the basis of tradition (female circumcision, premature weddings, violation of reproductive and sexual rights, domestic violence etc.), high mortality of mothers,

THE LINKAGE BETWEEN GENDER AND DEVELOPMENT

- Every year over half a million women and young girls die during pregnancy or childbirth and 3.7 million infants die during first 28 days of their lives.
- High maternal mortality could be prevented in around 80% of cases if all women had access to basic maternal and health care services.
- 82 million girls aged 10-17 living in developing countries will get married before turning 18.
- Women reinvest 90% of their income into their household, compared to men who reinvest only 30-40% of their income.

Source: UNDP, World Economic Forum

the burden of unpaid housework, unequal access to the labour market or economic resources and unequal opportunities in politics are only some of the countless examples of persistent gender inequalities which hinder social development and make it difficult to combat poverty. Furthermore, in countries afflicted by natural disasters or armed conflicts, problems connected with gender issue might turn into other serious forms of the violation of human rights such as sexual or psychological violence. Despite the efforts made by the international community with the United Nations in the lead, there is still a large discrepancy between formal commitments and their implementation. It is evident that without taking account of the gender aspect in

development cooperation initiatives, neither human rights nor international norms and commitments in the field of combating poverty can be effectively observed. This is the fundamental argument in favour of gender mainstreaming.

As gender equality principles are usually violated in case of women, the notion of “gender” is predominantly related only to females. It has to be emphasized, however, that “gender” should not be treated as a word which is as synonymous with “women”. Gender and gender equality concern both women and men in society as a whole. Furthermore, gender equality does not mean that the number of male and female participants in a project must be equal or that women and men must be exactly the same or even very similar. Gender equality should be perceived in terms of rights, opportunities, participation in decision-making and access to and control over resources. Women and men lead different lives and so is their everyday reality. Therefore, it is vital to analyze and describe this reality and to take it into account when planning development activities. In order to fulfil the gender equality principles, it is necessary to analyse a plan of every development project from a gender perspective (from a viewpoint of both women and men) and to incorporate the findings of such analysis into each stage of a project. It is also vital to work on specific projects aimed at women’s empowerment.

GENDER EQUALITY AS A QUESTION OF HUMAN RIGHTS

The issues of gender equality and women's rights are taken into consideration in many international agreements and instruments. The essential document is the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which was signed in 1979. This document constitutes an international legal norm addressing women's rights. Another important document is the Vienna Declaration, signed in 1993, in which it is emphasized that "the human rights of women and the girl-child are an inalienable, integral and indivisible part of universal human rights". At the Fourth World Conference on Women in Beijing in 1995, a Beijing Platform for Action, which to date is a most extensive international document addressing gender equality and which introduced the agenda for the global empowerment of women, was accepted by 189 member states of the United Nations. The Beijing Platform for Action is the most complex and the most extensive document on the application of gender mainstreaming. Other important measures taken on a global scale are the Millennium Development Goals (MDGs) which confirm the importance of gender and development issues. The goal no. 3 is defined as the promotion of gender equality and empowerment of women. Other goals are closely connected with gender issues (goal no. 4: reducing child mortality, goal no. 5: improving maternal health, goal no. 6: combating HIV/AIDS). Hence, mainstreaming gender as a cross-cutting issue is vital for the attainment of all of the MDGs. Other relevant instruments are the resolutions of the United Nations Security Council concerning the role of women in peace negotiations and in ensuring security, namely the resolution no. 1325 on women, peace, and security, as well as the related provisions (resolutions no. 1820, no. 1888, no. 1889).

As far as the commitments of the European Union (EU) are concerned, the European Consensus on Development (2005) regards women's empowerment as a key to any development. The document emphasizes that the EU will include a strong gender component in all its policies and practises in its relations with developing countries. References to the European Consensus on Development are included in the Council Conclusion on Gender Equality and Women's Empowerment in Development Cooperation (2007) and in the related Commission Communication on Gender Equality and Women's Empowerment in Development Cooperation (2007). Both documents confirm twin-track approach: treating gender mainstreaming as a cross-cutting principle and undertaking special activities aimed at achieving women's empowerment. The latest instrument at the European level is the EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015. This document is seen as an operational instrument of the EU and its Member States and is aimed at enforcing gender equality principle in cooperation with partner states.

The Czech Republic has committed itself to comply with the rules of the above-mentioned instruments. In Czech conceptual documents of foreign development cooperation the gender issue is treated as a cross-cutting principle. The new Conception of the Czech Development Cooperation for the years 2010-2017 emphasizes that the country will make every effort to take gender equality into consideration at two levels. The first level (cross-cutting) concerns gender mainstreaming in the programming of development cooperation and in every phase of a project

cycle. The second level (thematic) is related to specific projects aimed at achieving women's empowerment⁴.

The commitments in the field of gender equality concern not only the government level but all other actors of development cooperation, including non-governmental organisations. Apart from project implementation, the international civil society plays the role of a watchdog concerning the fulfilment of the commitments and the role of a partner in the policy making, and hence should be a step ahead of the governments. The examples of such actions are the Gender Equality Architecture Reform, the campaign for a new UN gender equality entity,⁵ or the strategy of the European platform CONCORD⁶ for the period 2009-2016 emphasizing the importance of gender issues in development.

In the target countries of development cooperation, the above-mentioned instruments are also an important means of defending women's rights and introducing changes towards greater gender equality. For instance, women organisations in Georgia regard the CEDAW as a main framework of their projects. For example, the article no. 14 of the CEDAW is applied in case of interventions in rural areas. This article describes the status, needs, and role of the women living in rural areas. One of its sections for example highlights the necessity of providing women with "access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes."

GENDER EQUALITY AS A MEANS OF POVERTY REDUCTION

Gender inequalities pose a serious obstacle to effective poverty reduction and ensuring sustainable development. Women constitute majority of the poor in the world so it is impossible to fight against poverty and to omit the sex who suffers the most. In the countries of the Global South⁷ gender inequalities can be observed in all aspects of poverty such as insufficient health care, unequal access to education and resources (e.g. land, microloans), unequal job opportunities, and limited opportunities for participation in politics. Poverty is also related to the age, ethnic background, caste, social status etc., and within all of these groups, gender inequalities can be also observed.

Women and men experience poverty differently. They also have different needs and strategies for coping with it. In order to increase the positive impact of a development project on the poverty reduction, it is vital to take gender equality into account and reflect on the needs, experiences, and priorities of both women and men. It is evident that women who can exercise their rights are better educated, healthier, have better employment opportunities and better access to resources. Additionally, the effect of the improvement of women's situation will

⁴ Conception of the Czech Development Cooperation for the period 2010-2017' (in Czech), the Ministry of Foreign Affairs, p. 19, http://www.mzv.cz/public/5b/5c/67/501254_391744_Koncepce_ZRS.doc.

⁵ UN Women, as of July 2010

⁶ European NGO Confederation for Relief and Development.

⁷ Generally used term for developing countries.

impact future generations. For instance, the better educated a woman is, the fewer children she has. Her children are healthier and better nourished. An educated woman will most probably send her children to school as well, which will be helpful in overcoming the intergenerational problem of poverty. Women's involvement in economy goes hand in hand with improvement of financial situation of families as women tend to reinvest the majority of their income into their household.

TWIN-TRACK APPROACH TO THE ACHIEVEMENT OF GENDER EQUALITY

The main gender equality strategy is gender mainstreaming or, in other words, mainstreaming of a gender perspective into a project/policy/programme at two levels. The first level focuses on **gender perspective as a cross-cutting principle** in projects/policies/programmes, whereas the second one is related to undertaking specific activities aimed at **women's empowerment**. The need for such dual approach was first defined in the Beijing Platform for Action. Gender mainstreaming, however, is related not only to projects. This strategy can be fulfilled on the condition that the gender equality principle is enforced also in organisation's policies, for example in the field of human resources management or in strategic documents.

WAR WIDOWS' EMPOWERMENT PROJECT

During the long-lasting conflict in Sri Lanka over thirty thousand women became widows. The government of Sri Lanka, however, does not have a strategy for supporting these widows. Sri Lankan widows suffer the loss of personal documents (which means denial of health care, education and property rights), lack livelihood opportunities and are exposed to sexual abuse and rape.

On the basis of the above-mentioned findings, Caritas Czech Republic has prepared a project aimed at improving the living conditions and social status of widows, thereby improving their security and economic independence. The organisation is not only going to solve the short-term problems, such as the exploitation of widows or the loss of their inheritance rights, but it also intends to attain long-term goals, such as combating the discrimination of women, raising awareness on gender equality issues, improving women's capabilities, and supporting women's initiatives.

The project is intended to involve at least 150 war widows. The majority of them takes care of a family of four or five which includes children and grandparents. The project is carried out in cooperation with the local government and non-governmental organisations. One of the activities undertaken within the project focuses on establishing women's groups and cooperatives which will help war widows from the region to establish small-scale business activities. Generally speaking, the project is going to guarantee economic independence and security of war widows, as well as improvement of relationships in the areas afflicted by the conflict.

Source: Caritas Czech Republic

Mainstreaming gender as a cross-cutting issue in a project entails incorporating it into the analysis of poverty and all phases of a project cycle. Gender as a cross-cutting issue should be taken into account in all development projects, even though in some cases it might seem irrelevant at first, for example in case of projects in the area of environmental or in

infrastructure building. When building a school for example, it is essential to consider whether the planned location of the school is from a cultural, social and security perspective appropriate for both local girls and boys. This can include for example consideration of locating the school in a safe and easily accessible area, providing girls with proper places for personal hygiene etc.

Due to the persisting disadvantaged status of women, it is very important to undertake **projects aimed at women's empowerment**. Not only does women's empowerment mean gaining equal rights, access to resources, decision-making etc. but also acquiring the power to fulfil these rights and opportunities. Such projects might concern the involvement of women in decision-making (e.g. increasing women's participation in local politics), raising awareness about women's rights or other activities aimed at attaining the economic, political and social empowerment of women.

Gender equality and women's empowerment are difficult to achieve without the support of men, as gender inequalities are often deeply embedded within the societal structures. An example of such gender project can be men's trainings on women's rights, or dealing with particular gender problems which might be the result of a conflict or economic crisis – for instance, increasing men's unemployment rate might lead to their frustration which, in turn, might increase domestic violence.

EQUAL OPPORTUNITIES IN AN ORGANISATION

In order to comprehend and fulfil the gender equality principle in development activities undertaken in given target countries, it is essential to observe this principle also in the internal processes of an organisation and its policy towards employees. An organisation which respects equal opportunities of women and men is more capable of having a sensitive approach to gender issues in its projects due to the fact that it is aware of the impact of its development activities on both women and men.

MAINSTREAMING GENDER INTO ORGANISATIONAL PROCESSES

If an organisation addresses gender equality issue for the first time, it is essential that it establishes whether it itself complies with the principle of equal opportunities of women and men and whether it inclines towards this principle. If the answers are positive, the organisation can act according to the following steps:

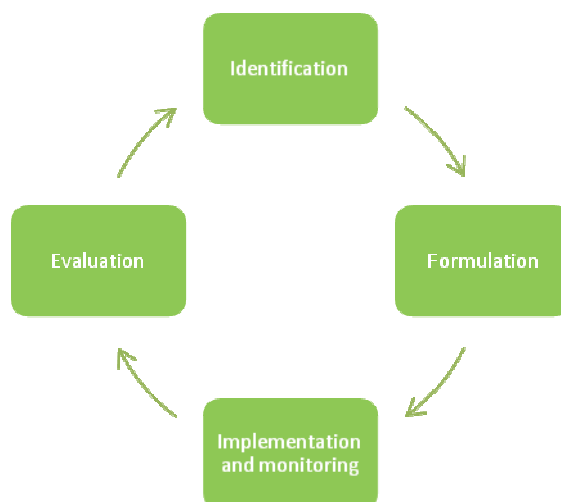
1. Gender analysis of the organisation: Firstly, it is essential to examine the organisation thoroughly and indicate the areas of internal processes and regulations in which discrimination (overt or hidden) might occur. Afterwards, the organisation should take appropriate measures in order to ensure that no gender discrimination take place in these areas. The gender analysis of the organisation includes also interviews with female and male employees aimed at establishing how they feel in the organisation from the viewpoint of equal opportunities. Do they feel that they are in the minority? Can they reconcile their work with their private lives? Do they feel any threat from anybody or anything? Have they encountered sexual abuse? Do they understand the principles of equal opportunities and non-discrimination?
2. Adopting a gender policy: Formulating a gender policy and creating control mechanisms of its implementation as well as assigning concrete responsibilities to specific employees. The gender policy should be regularly evaluated.
3. Training in equal opportunities of women and men: Constant learning in this field is absolutely essential. Moreover, the concepts of equal opportunities should be disseminated throughout the entire organisation. As the roles of women and men in a society are often associated with numerous gender stereotypes, it is vital to discuss them to be able to challenge them, making the organisation's projects and internal processes gender-sensitive.
4. Monitoring of the level of fulfilment of equal opportunities. The gender policy should be constantly adjusted on the basis of the findings of monitoring.

EXAMPLES OF BASIC AREAS OF GENDER ANALYSIS OF AN ORGANISATION

- ❖ Does the organisation take equal opportunities of women and men into account in its vision, development plan, and marketing or communication strategies? Does it introduce any proactive measures in the area of equal opportunities of women and men, e.g. the regulations concerning the diversification of the team?
- ❖ Does the organisation take equal opportunities of women and men into account in its internal documents (e.g. the organisation's code of ethics, organisational regulations, remuneration system)? Do these documents forbid discrimination on the grounds of sex (as well as race, religion and age)? Does the organisation guarantee a transparent and non-discriminatory remuneration system?
- ❖ Do employees receive benefits regardless of their sex?
- ❖ Does the organisation provide its employees with professional trainings? Are these trainings available to all employees regardless of their sex (the sole possible criterion should be the position of an employee in the organisation's hierarchy)? Are there any plans for personal development? Is there any person responsible for the personal development of employees and for determining their needs?
- ❖ Is reconciliation of work and personal life possible (not only in case of parents with small children)? Is a family allowance available to all employees?
- ❖ Are the public relations of the organisation neutral from a gender perspective?
- ❖ What is the position of women and men in the organisation's hierarchy? What is the position of women and men in the management bodies? Is this relationship monitored and evaluated?
- ❖ Is there a transparent and non-discriminatory system of recruitment/dismissal? Are there mechanisms for appeal in case of dismissal?
- ❖ Are there any mechanisms for protection of employees from sexist behaviour or sexual abuse?
- ❖ Is the organisation's mission statement, as well as other documents, regularly updated according to all needs of male and female employees?
- ❖ Are there any possibilities of providing the accommodation for the close family of employees who work in foreign missions? Are the employees and their families informed about such possibilities in advance?
- ❖ Are the employees assigned to foreign missions regardless of any stereotypes concerning women and men? Does the organisation aim at having equal participation of men and women in the mission, to ensure that different experiences and views of men and women will be available within the mission?

GENDER MAINSTREAMING – PHASES OF A PROJECT CYCLE

A common means of conducting development projects by Czech non-governmental organisations is a project cycle which consists of four phases: (i) theme identification, (ii) project formulation, (iii) implementation and monitoring, and (iv) evaluation. The gender aspect should be mainstreamed into all the phases.



Gender mainstreaming begins during the identification phase. Before start of the project itself, the gender analysis of poverty should be conducted. This analysis is a key step as it lays the foundations for gender mainstreaming in all further phases of the project cycle. The gender analysis establishes how and to what extent women and men will be influenced by the project. In all the phases, the greatest possible participation of partner organisations and target groups of the project (women and men) should be guaranteed.

IDENTIFICATION – GENDER ANALYSIS OF POVERTY⁸

Mainstreaming of the gender aspect into the analysis of poverty entails collecting the quantitative and qualitative data on the status of women and men in a society, as well as gathering information on gender inequalities in the targeted country, region or community. In order to provide a full insight into the problem, the analysis should discuss gender issues **at the national level as well as at the level of a specific community or household**. Furthermore, the analysis provides the information on the roles of women and men in a given community, their different needs, experience, the level of participation in decision-making processes, access to resources and to development opportunities, and the possibility of involvement in the project. The aim of the analysis is to provide findings for consideration in the planned project in order to

⁸ This guide combines several approaches. However, most information are drawing on the manual *Toolkit on Mainstreaming Gender Equality in EC Development Cooperation* by the European Commission, as well as on the manual *Gender mainstreaming in practice* by UNDP (see: Further sources of information).

guarantee its positive impact on both women and men, thereby contributing to the reduction of gender inequalities. Moreover, the findings of the analysis establish whether there is a need of undertaking certain activities targeting specifically either men or women.

INFORMATION SOURCES FOR THE ANALYSIS

The information can be collected from different sources. In order to conduct the analysis at the national level, it is desirable to use all the available national statistics and reports as well as the publications of international institutions such as the United Nations Development Fund for Women (UNIFEM). Afterwards, it is essential to supplement the existing data with information gathered through interviews, workshops and meetings with local partner organisations, including women's/gender organisations as well as male and/or female activists.

The analysis **must not be based on any assumptions, but on actual needs of both women and men**. Hence, it is essential to obtain qualitative data by involving different groups of women and men from a certain community (according to age, income, different structures of a household etc.) to the identification of a development problem. The consultations should be carried out in separate male and female groups, especially if it helps women and men to express their thoughts more freely.

Further sources of information necessary for the analysis include **programming and project documents of an organisation**. An organisation can also draw on its own long-term strategy related to a given country, as long as it is relevant, as well as on its experiences and results of earlier projects. Another source might be **programming documents of a donor** which should contain the gender perspective related to both women's empowerment and gender mainstreaming as a cross-cutting issues.

There are diverse gender analysis methodologies⁹. It is not necessary, however, to follow only one of them. In order to design a gender sensitive project, it will be sufficient to take the following steps as a start: **(1) the collection of sex disaggregated quantitative and qualitative data, (2) the analysis of these data from a gender perspective, and (3) the suggestion of a strategy for incorporating the findings into the formulation of a planned project.**

1. THE COLLECTION OF DATA

The first step consists of collecting the qualitative and quantitative data disaggregated by sex on the current situation of the target group of the planned project. The collected data should be also characterised according to other relevant features such as age, ethnicity, or education. Furthermore, the data should include the information related to the national level, as well as at the level of relevant communities or households. When collecting sex disaggregated data, it is

⁹ For example the method Harvard Analytical Framework, Moser Gender Planning Framework, for more information see: http://www.siyanda.org/docs_gem/index_implementation/pf_coretext.htm

particularly important to pay attention to the following: **living conditions of women and men and their status in the society, the division of labour, participation in decision-making, access to and control over resources, practical and strategic needs.** The questions may include:

- ❖ What is the political and legal situation of women and men at the level of the national and local politics? Are there any strategic documents concerning the principle of gender equality (periodic CEDAW reports, national action plans etc.) which can be drawn on?
- ❖ What is the nature of the division of labour between women and men in the sector of the planned activity (including consideration according to age, education, ethnicity etc.). Have any changes in the division of labour been observed recently (e.g. as a result of a conflict, migration, the spread of HIV/AIDS)?
- ❖ What is the nature of the gender division of labour in the households? Who is responsible for the care of a family and unpaid housework?
- ❖ How do women and men differ in terms of access to and control over resources (economic, political, or resources such as knowledge or time)? What factors cause these differences (tradition, education, age, wealth)?
- ❖ Who is responsible for making decisions related to utilising various resources and undertaking different activities at the community level? Who is responsible for making such decisions in a household?
- ❖ What are the needs of women and men? Are their needs practical (drinkable water, health care) or strategic (equal pay or equal rights)?
- ❖ What are development priorities of women and men?

The best approach is to use a list of relevant open-ended questions adjusted to a specific country and a sector of a planned activity. For instance, in case of a **project in conflict/post-conflict area**, it is essential to examine the impact of the conflict on women and men and the possibilities of their involvement in the post-conflict reconstruction. In case of a **humanitarian project**, it is vital to establish the possible ways of involving women and men in the decision-making process connected with the humanitarian assistance as well as in the reconstruction of the affected area. When planning a **women's empowerment project**, it should be clarified how local women themselves define their empowerment and what changes can be brought to them through the project. Specific questions concern the sector of agriculture, environment, or projects aimed at reducing the risk of natural disasters. In line with that, other lists of questions for various sectors (Gender Checklist)¹⁰ can be used during the project planning.

¹⁰ See: Further sources of information.

2. GENDER ANALYSIS OF THE CURRENT SITUATION

By collecting particularly qualitative data, it is possible to explain the power relations between women and men which is a core element of gender mainstreaming. Upon collecting the data about a situation of women and men and clarifying the existing gender inequalities, it is necessary to take a step further and analyse the **main causes and consequences** of the problem. It is vital to ask the following questions:

- ❖ Why do these gender inequalities exist? What are the main causes of these inequalities? How do these gender inequalities affect the overall development? What is the significance of these inequalities in relation to the planned development project?

For instance, if it turns out that women's share in agricultural production amounts to around 50% but the women's access to new technologies or resources (e.g. microloans, agricultural equipment, trainings in new technologies etc.) is limited, it is necessary to assess the obstacles (cultural, social, economic, political, or legislative) which restrict this access and to highlight the possible consequences (decrease in production capacity, deepening gender inequalities).

3. STRATEGY OF INCORPORATING THE FINDINGS INTO A PROJECT

After explaining the different roles, responsibilities, and needs of women and men, and clarifying the causes and consequences of the existing inequalities, it is necessary to adopt a strategy aimed at incorporating the findings into a project. By implementing such a gender-sensitive strategy, it is possible to define a method how to reduce the gender inequalities and how to ensure the project will benefit both women and men.

- ❖ What main obstacles to gender equality should be detected in a project? How can they be effectively detected? What kind of activities should be undertaken in order to take the needs of both women and men into consideration? How can be ensured that these activities will not become another burden for women? How can be ensured that the project will not increase the existing gender inequalities? Are there any special activities needed for attaining women's empowerment? Is it necessary to provide the target group with training courses in gender issues and women's rights?

FORMULATION

Gender analysis of poverty is a foundation of a gender-sensitive project formulation. A project proposal should be based on the needs of both women and men, as well as on a strategy for reducing gender inequalities identified in the gender analysis. The gender aspect should be present in the entire project documentation, from the aim of the project to its budget. The project formulation can be based on the following checklist for gender mainstreaming:

BACKGROUND AND JUSTIFICATION OF THE PROJECT: Does the justification of the project include the findings of the gender analysis of poverty? Are gender problems described at the national, community, and household level? Are the arguments for gender mainstreaming convincing?

PROJECT OBJECTIVES: Is gender equality included in the general aim of the project (directly or indirectly)? If the project is targeting women, is the goal of the project defined as the achievement of women's empowerment? Are the needs and priorities of both women and men taken into consideration? Is the project aimed at reducing the gender inequalities by taking the needs of both women and men into consideration?

TARGET GROUP: Is the project aimed at both women and men (unless the project is specifically aimed at either men or women)? Will the project be beneficial for both women and men? Are there specific references to men or women instead of general descriptions, e.g. poor people/poor farmers etc.?

ACTIVITIES: Do both women and men participate in planned activities? Do the activities bring equal benefits for both groups? Are different roles and responsibilities of women and men (access to resources, work division etc.) as well as gender obstacles taken into consideration in each activity? Are any additional activities (e.g. training in gender issues, supplementary research) needed to ensure effective mainstreaming of the gender aspect?

QUANTITATIVE INDICATORS: Are the indicators sex disaggregated? Do they verify the gender aspect in each of the objectives? Are the objectives of the project properly defined in order to ensure gender balance of the activities (e.g. are there any quotas related to participation of men and women in training courses)? Are the gender indicators properly defined in relation to existing gender inequalities and obstacles?

QUALITATIVE INDICATORS: Are there any qualitative indicators related especially to the experience of women and men (e.g. indicator of significant increase in gender awareness, indicator of active involvement of women in decision making)?

BUDGET: Does the budget include expenditures on activities promoting gender equality? Do the anticipated expenses include training courses in gender mainstreaming or consultations with gender experts? Does the budget guarantee equal pay for women and men?

IMPLEMENTATION AND MONITORING

During the realization of the project and monitoring of the results, it is essential to use sex disaggregated indicators and to monitor whether the overall process of implementation is gender-sensitive. At the same time it is necessary to pay attention to any new problems of gender dimension.

IMPLEMENTATION: Who carries out the planned activities? Do both women and men (project team, project partners, target group) participate in the execution of the project and the decision-making processes? Is a gender perspective taken into consideration at all stages of the project (e.g. in case of adjustments resulting from a situation in a project site which was unknown before starting the project)? Did the project team undergo training in gender mainstreaming? Is the project team provided with consultations about gender issues, if there is such a necessity?

MONITORING: Is the process of project execution monitored from the gender aspect on ongoing basis? Are the findings recorded in project reports? Are gender indicators monitored and recorded (e.g. whether the decision-making process is gender-balanced)? Is the attention paid to possible new gender problems?

EVALUATION

The project evaluation should include the impact of the project on women and men and the relations between them. If the project lacks the gender perspective, the evaluation report should highlight it and provide a recommendation for change. Projects can be evaluated either internally or externally. The external evaluation is more expensive and time-consuming and requires a special methodology concerning the effectiveness of the project from a gender perspective. Nevertheless, the external evaluation can provide a detailed and objective insight into organisation's activities.

The internal evaluation, however, is less expensive and time-consuming but requires the full awareness of the gender issues and the careful adjustment of the indicators before starting a project. This kind of evaluation can be conducted both during the project and after its completion, and is concluded with an evaluation report. In order to describe the impact of the project on women and men and on gender relations, the project team can use the following questions:

- ❖ Does the evaluation report contain information on achieving gender goals (if the promotion of gender equality/women's empowerment is one of the project goals)? Does the report assess how women and men involved in a project contributed to its preparation and execution? Does the report state whether and how the needs of both women and men were taken into consideration? Does the document evaluate the impact of a project on women and men as well as on gender relations (e.g. changes in access to and control over resources, changes in gender division of labour, changes in power relations, improvements in other areas promoting women's empowerment such as education, employment in modern sectors, control over own income etc.)? Does it state how the conclusions drawn from the project will be used in future projects?

GENDER INDICATORS

Completed projects should be evaluated from a gender perspective so that the organisation has a record to what extent its projects contribute to the goals of gender equality and women's empowerment. Initially, it is possible to use simple gender indicators: gender-positive, gender-negative or unknown. Upon evaluation, one of these indicators should be assigned to the completed project. The organisation should aim at increasing the number of project in the gender-positive group and decreasing the number of projects marked with the gender negative or unknown indicator.

GENDER-POSITIVE INDICATOR

Gender-positive indicator means that the project had a positive impact on gender equality/women's empowerment and for capacity building in gender mainstreaming. Criteria for evaluating a project as gender-positive are as follows:

- During the project planning or its execution, a gender analysis of poverty was conducted and its findings were included in the project.
- Gender equality/women's empowerment has been explicitly listed as one of the project goals or alternatively it constitutes a significant component of the project.
- Promoting gender equality was an important aim of the project activities.
- In the phases of monitoring and evaluation, gender indicators were developed and the impact of the project on women and men as well as on gender relations was established.

GENDER-NEGATIVE INDICATOR

Gender-negative indicator means that the project increased gender inequalities or the position of women and men addressed by the project did not change despite meeting the gender mainstreaming principles. The criteria for evaluating a project as gender-negative are as follows:

- During the project planning or its execution a gender analysis of poverty was not conducted, or alternatively the analysis was conducted but the project did not leave a positive impact on gender equality.

UNKNOWN INDICATOR

This indicator means that there is not enough information for evaluating the project as gender-positive or gender-negative. The criteria for assigning an unknown indicator to a project are as follows:

- During the project planning or its execution a gender analysis of poverty was not conducted.

- The promotion of gender equality/women's empowerment is not listed among the goals of the project or in any other parts of project documentation or it is mentioned in a vague manner (e.g. one sentence about fulfilling the gender equality principle in the project sustainability box).

CONCLUSION

Gender mainstreaming is a complex process which requires a certain degree of knowledge about the problem itself as well as about its correlation with development in the context of particular community. Consequently, it is advisable to designate a person who will deal with this issue both at the internal and external level, and will be responsible for monitoring and evaluation of the process as well as submitting regular reports to appropriate management bodies within the organisation. Therefore, the support of the Board (or other appropriate body) is indispensable. What is also essential is a constant education in the field of gender issues and ensuring gender-sensitive approach to the problem. As achieving equal opportunities in an organisation is a long-term process, gender issues should be deeply embedded in the organisation's mission statement. If an organisation decides to perceive gender equality as one of its ethical pillars, it will be a significant and long-lasting benefit for all interested parties. Not only will it improve the activity results of the organisation but it will be also appreciated by its employees.

Gender equality and women's empowerment is a prerequisite for social justice and development. Although the problem might seem complicated, there is already a wide range of materials on the subject. One of them is this manual. Further sources of inspiration might be also the materials of the United Nations or advanced donor countries, where gender issues are in the centre of attention of development cooperation. Further information can be gathered from various manuals, gender checklists, gender strategies, and other information sources, which are listed in the next part of this manual.

GENDER AND DEVELOPMENT IN THE CZECH REPUBLIC

ANALYSES AND POLICY DOCUMENTS

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WEBSITES

Czech Forum for Development Cooperation (FoRS)
www.fors.cz

ProEquality Centre of the Open Society, p.b.c.
www.proequality.cz

Information website of the NGO People in Need
www.rozvojovka.cz

GENDER AND DEVELOPMENT AT THE INTERNATIONAL LEVEL

GENDER MANUALS

Gender Approaches in Conflict and post-Conflict situations. UNDP, New York, 2002 (14. 6. 2010).
<http://www.undp.org/women/docs/gendermanualfinalBCPR.pdf>

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Women, Girls, Boys and Men. Different Needs – Equal Opportunities. Gender Handbook in Humanitarian Action. IASC, December 2006 (14. 6. 2010).
http://www.humanitarianinfo.org/iasc/documents/subsidi/tf_gender/IASC%20Gender%20Handbook%20%28Feb%202007%29.pdf

INTERNATIONAL DOCUMENTS

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<http://www.un.org/millenniumgoals/>

Convention on the Elimination of All Forms of Discrimination Against Women. UN, 1979 (14. 6. 2010).
<http://www.un.org/womenwatch/daw/cedaw/>

INTERNATIONAL CIVIL SOCIETY ORGANISATIONS

Association for Women's Rights in Development (AWID)
<http://www.awid.org/>

CONCORD (Gender & Development)
<http://www.concordeurope.org/Public/Page.php?ID=74>

International Gender Policy Network (IGPN)
<http://www.igpn.net/>

Campaign for a new UN gender entity

<http://www.un-gear.eu/>

KARAT Coalition

<http://www.karat.org/>

Men's Resources International

<http://www.mensresourcesinternational.org/>

Network of East-West Women

<https://www.eastwestwomen.org/>

Women in Development Europe (WIDE)

<http://www.wide-network.org/index.jsp?id=380>

UN WEBSITES

Information and Resources on Gender Equality and Women's Empowerment

www.un.org/womenwatch

Commission on the Status of Women

<http://www.un.org/womenwatch/daw/csw/>

United Nations International Research and Training Institute for the Advancement of Women

www.un-instraw.org

United Nations Development Fund for Women

www.unifem.org

United Nations Development Programme

<http://www.undp.org/women/>

United Nations Entity for Gender Equality and the Empowerment of Women

<http://www.unwomen.org/>