

ARJA VAINIO-MATTILA

Navigating Gender



A framework and a tool for participatory development

MINISTRY FOR FOREIGN AFFAIRS OF FINLAND

A stylized orange graphic of a person's silhouette, with arms and legs extended, positioned behind the title and author's name.

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Navigating Gender

A Framework and a Tool for Participatory Development

This manual has been written to help you, the reader, to apply the often theoretical understanding of gender issues in your practical work. It includes key concepts and definitions, as well as introductions to alternative gender analysis frameworks. Navigating Gender takes you through a case study to illustrate the use of these frameworks and sets you up for analyzing a programme you are involved in preparing, implementing or evaluating.

Navigating Gender can be used both as an individual study guide, or as a basis for discussion in groups.



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Foreword

Navigating Gender is based on a process of training development over the last two years. During this time over a hundred people were trained in gender analysis as a tool and a framework for participatory development. The training participants included staff of the Ministry for Foreign Affairs, and representatives of consultants and non-governmental organizations. Navigating Gender reflects the evaluations of the training material by the trainees as well as comments from a large audience of interested people whose contributions we gratefully acknowledge.

Council Resolution (EC) of 1995 defines gender as “the different and interrelated roles, responsibilities and opportunities of women and men, which are culturally specific and socially constructed, and can change over time, inter alia as a result of policy interventions”. Gender training enhances an ability to analyze the differences in women’s and men’s access to and control over economic, political and social resources, and to develop strategies and measures to strengthen women’s position in the context of development. Gender analysis also identifies barriers to female participation in project activities.

As the cultural context is fundamental to determining the relationship of gender to participation and any activities in a community, it is recommended that this *Navigating Gender* is used with an earlier publication, *Navigating Culture* (1999). “*Navigating Culture* assists the reader to understand those elements that express different orientations in society such as values, norms and patterns of behaviour. The mainstreaming of culture and gender, demands a thorough, imaginative and ongoing re-thinking of traditional development approaches and working methods.

This study guide has been prepared by Dr Arja Vainio-Mattila who is also a co-author of “*Navigating Culture*”. We appreciate the time and interest she has given to this work as well as of many other people who have given their comments on earlier drafts, and especially discussions and ideas of the participants of the conducted training courses.

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Who needs Gender Analysis?

This guide to Gender Analysis is written for you if you can identify yourself in one or more of the of the following groups:

- You are involved in the planning and design of governmental or non-governmental development interventions
- You are involved in the administration or implementation of governmental or non-governmental development interventions
- You are a participant in governmental or non-governmental development interventions
- You are involved in development of policy, or in research, that guides governmental or non-governmental development interventions at any level

Gender Analysis is a tool to better understand the realities of the women and men, girls and boys whose lives are impacted by planned development. If you are involved in activities that have the power to change the context and content of people's lives, it is your responsibility to make sure that those activities are informed by what are the real life circumstances, strengths and needs of the women and men whose lives are about to change.

Gender Analysis can be utilized in a number of ways to inform decision-making. Gender Analysis can be done by an individual organizing information according to the categories used, or it can be a powerful method used in the context of empowerment to further communities' access to and control over the use of resources their lives depend on. Gender Analysis is not participatory by definition. It only becomes a framework and a tool for participatory development when it is used in such a way that the people whose information is being organized have control over the process of using Gender Analysis.

Gender Analysis as an approach was preceded by a focus on Women in Development, or WID as it is commonly known. WID emerged during the era of the first United Nations Decade for Women (1975-1985). The challenge that WID presented to the way development

was conceived at the time was the perception that women were equal partners in development activities. WID activists and researchers pointed to statistics that did not differentiate women and men and therefore, when used as a basis of planning, obscured the fact that women and men are in general engaged in different activities and consequently have different needs that have to be addressed. WID pointed out that “women are invisible” in much of the development thinking, while actually making a significant contribution to development as, for example, food producers, labourers, and environmental managers.

Gender Analysis as a tool and Gender and Development, or GAD, as an approach build on WID. GAD examines the dynamics of access to and control over the use of resources that women and men are engaged in within various cultural and economic contexts. Gender Analysis is used to examine the impacts of development on both women and men, and is used as the basic tool to develop policy and action towards gender equality.

- *“In development cooperation, gender analysis guarantees that both women and men have equal opportunities to participate in development, to influence and to benefit”*

● *Ministry for Foreign Affairs, Finland (1997)*

This manual is intended for either self-study or as a basis for group discussion. In the manual you will find the following tools to help you carry out a Gender Analysis:

- 📎 definitions of key terminology,
- 📎 descriptions of alternative Gender Analysis tools,
- 📎 suggestions on how to carry out Gender Analysis, and
- 📎 examples of policies that have been developed by various organizations to ensure gender equality of their development interventions efforts.

Some important concepts

At the back of this manual you will find a glossary of terms with Finnish translations when possible. Here I want to discuss some of the key concepts that are central to knowing how to use Gender Analysis to strengthen participatory development.

From the start it is necessary to distinguish between gender and sex. **Sex** refers to the biological difference between women and men. There are some activities that women and men are engaged in that are the same world over and throughout history that are based on this biologically defined difference. An example would be child birth. However, in understanding the complex organization we call society, sex is a very limited concept. While it is important to understand and to consider roles that derive from the biological distinction, it does not begin to explain roles that vary from one context to another.

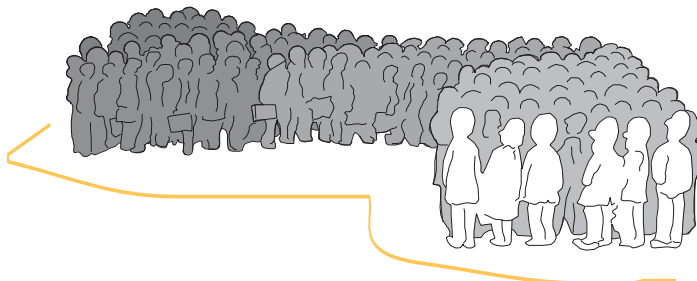
Gender refers to the socially constructed roles of women, men, girls and boys. Every where in the world the roles of women and men are different from each other, but they are differently different depending on where you are. Gender roles vary in the following dimensions:

- from generation to generation: You only need to think about how different the day in the life of your grand-father or grand-mother would have been at your age and you will appreciate how much change gender roles have undergone
- from place to place: Tasks that are intimately related with men in one place, are the tasks of a woman in another. For example, cutting trees in the forest for firewood is generally man's work in Finland whereas in Tanzania it would be women's work, or farmers in North America are assumed to be men whereas in most food production in Africa is done by women. It is important to understand that these variations take place from one country to another, but also within a country from one region or a cultural group to another.
- from time to time: Our own roles change as we grow from a daughter/son to an adult and a parent.

The trap we often fall into when planning for development interventions is that we make assumptions about the context of development based on our own experience in a different context. These assumptions can result in terrible waste of resources both for the agencies and the local community involved.

Gender Analysis is a tool to make sure that you have real information to base your activities on, not assumptions. It helps you to organize your information in such a way that you are able to evaluate what further information needs you have, and what potential impacts your proposed activity will have on the women and men involved. In order to carry out Gender Analysis, it is necessary that the information is gender disaggregated. This means that the information is differentiated on the basis of what pertains to women and their roles, and to men and their roles. This manual will help you to plan and carry out gender analysis.

Gender blindness, or the inability to recognize that gender is a key determinant of the life choices we have, can be a real obstacle to participatory and sustainable development. There are many reasons for gender blindness of individuals and organizations involved in international development. One of the most common is perhaps the linkages between Gender Analysis and issues that relate to Women and Development. It must be understood that Gender Analysis by definition is about BOTH women AND men. However, Gender Analysis is a powerful social analytical tool and often its results describe situations of gender inequity. The implication of this is that while Gender Analysis examines the roles and resources of both women and men, its results often signify that action needs to be taken to ensure women's increased access to decision-making about their own lives. Development is ultimately about power: the power to make decisions over the access to and control over the use of resources. Anything that challenges how power is currently allocated, such as a suggestion that it may be necessary to re-allocate power, will cause conflict. Gender blindness is a way of avoiding this conflict. A healthier way would be to address conflict constructively and incorporate it in the discourse that takes place between the stakeholders during the process of developing interventions.



Why Gender???

Why focus on gender when there are other important socially and/or culturally constructed concepts that could be equally useful? Why not use class or age?

Let's examine some other concepts that we could use:

AGE is a very similar concept to gender in that it has both a biological function i.e. the number of years someone has lived, and a socially constructed function i.e. the roles assigned within various cultures to a person of a certain age. A good example of this is the concept of "child". In North America parents follow their children of 18 years to universities to supervise course choices and to ensure the general security of their off-spring. In India children of 15 years get married. In Angola children of 10 years fight in a war. Everywhere in Africa children younger than 10 are charged with responsibilities for taking care of younger siblings, farming activities and herding. We often speak in the name of the "child", evoking what is "best" for the child. As we learn more, this changes.

WEALTH is an important concept because of its intimate connection to how development itself is defined within the context of development interventions. The definition of wealth, too, varies from one culture to another.

CASTE has a special significance on the Indian sub-continent and determines to a large extent the kinds of choices available to an individual and to communities in general. However, even caste assigned roles change. Cultures are not stagnant but undergo constant change.

Other concepts could include **CLASS, EDUCATION, RACE, RELIGION** and **SEXUALITY**.

The reason we focus on gender is that, gender cross-cuts all of the above. A good Gender Analysis incorporates the above by extending the disaggregation beyond gender to other socially constructed factors.



What kind of information?

Gender Analysis is a way of organizing information. How you select the sources of the information has a profound impact on how participatory the process is. With all sources we need to be aware of the specific biases of the author(s), especially regarding gender!

Written information

It is possible to carry out Gender Analysis based on the kind of information that is found in documents generated during the programme cycle: Feasibility studies, Project Documents, Appraisal report, Evaluation report, Work plans, and Project reports (monthly and annual). A desk officer is able to do this in the office, and to get a fair idea of how gender issues are being addressed. It is possible to carry out Gender Analysis alone, or in a group based on written materials.

Oral information

It is perhaps more satisfying when it is possible to carry out Gender Analysis with the people most affected by the project in question. You can use the frameworks to organize oral information in such a way that it will be useful when project results and approaches are being considered.

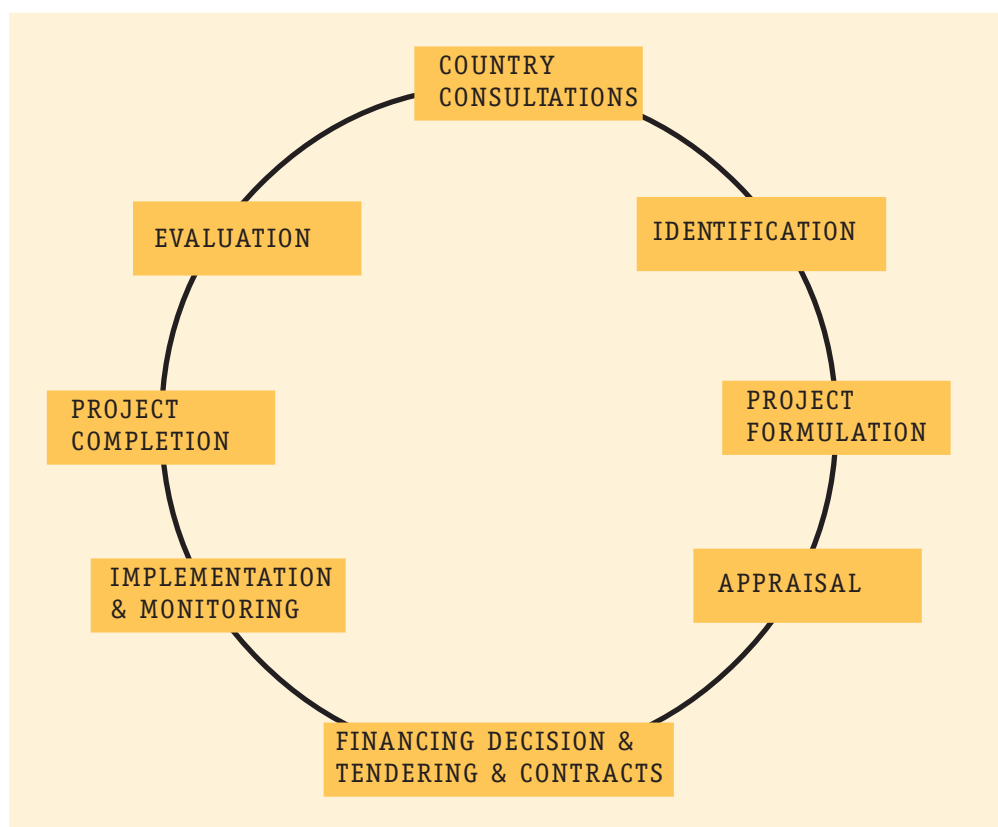
Chambers's biases

When collecting information we are frequently blinded by biases that impede our understanding of new circumstances. Robert Chambers has identified six sets of such biases to be aware of:

1. Spatial biases: urban, tarmac and roadside
2. Project bias
3. Person biases
4. Dry season biases
5. Diplomatic biases: politeness and timidity
6. Professional biases



Robert Chambers (1983) Rural Development: Putting the Last First

When to use Gender Analysis?



Gender Analysis during programme planning

Country consultations:



-  Include members with gender analysis expertise on the negotiation team (see Appendix B for suggestions on Terms of Reference)
-  All negotiators should have understanding for the role of culture in general, and gender roles in particular

Country consultations between a donor and a recipient government results in an agreement on sectors of collaborative activity, sometimes geographical areas are identified, specific programme requests are considered and a general framework for budget is agreed upon. All of this activity is informed by two policy imperatives: the policies of the donor government on the focal areas of its development aid, and the policies of the recipient government regarding development priorities in that country.

Both Finland and most of its partner countries are signatories of the same international agreements regarding gender issues in general, and the status of women in particular. These agreements include: “The Convention on the Elimination of All Forms of Discrimination Against Women” (1979), and “Declaration on Elimination of Violence Against Women” (1993). Both Finland and its partners have participated in, and committed to, the United Nations process on women, including two major documents: “The Nairobi Forward Looking Strategies” (1985) and “Beijing Platform for Action” (1995). In addition relevant policy has been developed recently in the conferences held on the environment (Rio de Janeiro, 1992), population (Cairo, 1994), and social development (Stockholm, 1996). In addition, Finland is bound by EC Council Resolutions “Integrating gender issues in development cooperation” (1995) and “Council Regulation (EC) on integrating gender issues in development cooperation” (1998) and also by OECD statement “Gender equality: Moving towards sustainable, people-centered development” 1995. Every participant in high level negotiations should be familiar with the general themes of these policies, in particular with the “Platform for Action”, and at least one team member should be familiar with alternative strategies for the implementation of these policies as well as relevant European Union regulations and guidelines.

Further, each country will have its own specific policies and strategies on how to implement these international agreements. The partner countries have the right to expect that donors actively support these strategies. To address gender issues at every level of development collaboration is not an option, it is an obligation.

Identification:

-  Carry out preliminary stakeholder analysis that identifies the appropriate roles of women and men in the process of programme development
-  Identify strategic and practical gender needs in the programme sector in general and in the specific context of the programme in particular

One of the first issues to be addressed during the identification of a new programme is: who are the people involved? Stakeholder analysis is a tool that can help in answering this question. One approach to stakeholder analysis is explained in “Navigating Culture” (Ministry for Foreign Affairs, 1998). The stakeholder analysis serves as the basis on which strategic and practical gender needs can be identified and addressed.

“According to the strategy approved in 1993. The goals of Finnish development cooperation are to:

- alleviate widespread poverty in the developing countries
- parry global environmental threats by assisting developing countries in solving environmental problems; and
- promote social equality, democracy and human rights in the developing countries

...

...the Government will:...

...step up action aimed at strengthening the participation of women in social and economic activity, e.g. by seeking to encourage the provision of more extensive basic education to girls and women....

...in all contexts, promote implementation of the programme of action of the Beijing IV World Conference on Women to improve the status of women and girls, and to encourage equal participation by women in society and production...”

Decision-in-principle on Finland’s Development Co-operation, The Cabinet 12.9.1996

Project formulation:

- ✎ Include members with gender/cultural expertise on formulation team
- ✎ Address culture and gender issues in the Terms of Reference for the formulation mission
- ✎ Carry out full stakeholder analysis, including gender analysis of the programme context
- ✎ Determine cultural and gender specific results for the programme
- ✎ Address ownership of programme activities for sustainability and replicability

Project formulation is often the first time carrying out participatory Gender Analysis is feasible, further opportunities exist later in the programme cycle. In fact, Gender Analysis can accomplish many key functions at this stage, for example it can be used to:

- identify what resources programme participants, women and men, have access to and the use of which resources do they control, thus forming basis for capacity building based on existing models,
- establish a baseline against which programme impacts can be measured,
- identify gender inequities that may become an obstacle to programme achievement, and
- increase the participation by those whose lives are impacted on by the programme

Development interventions should be results oriented, not output oriented. This means that our focus should not be on counting how many people participate in a training session, but on the difference that training makes. Programme formulation is the stage at which the eventual results should be identified in collaboration with participants. This process must include discourse on the impacts of the results in order to ensure long term sustainability of the changes.

We may be able to approach participatory development with the idea that we make the programme “as participatory as possible”. This gives those with power, usually the donor, space to make some decisions that are not strictly part of the collaborative process. Such decisions often include decisions about personnel, budgets and equipment, for example. This is not possible with ownership.



Ownership is becoming an increasingly important concept in development cooperation. The rhetoric of the donors supports transfer of ownership to the recipient. To move from rhetoric to practice it is vital that ownership is discussed and identified openly. Responsibilities are often attached to ownership, and every one needs to be clear on what these are.

Appraisal:

- ✎ Include members with gender/cultural expertise on appraisal team
- ✎ Address culture and gender issues in the Terms of Reference for the appraisal team
- ✎ Appraise programme impacts on gender roles: what will change? Is the change acceptable?

The primary gender analysis focus during appraisal is the likely impact of the programme on gender roles. Gender roles everywhere in the world are undergoing constant change, and development programmes are one factor determining the direction and speed of such change.

Gender Analysis during programme implementation

Financing decision and tendering:

- ✎ Give credit for cultural and gender expertise in tenders, including planning indicators, outputs and team members.
- ✎ Include culture and gender expertise on the panel that chooses programme implementors

One of the easiest ways to ensure that gender issues are important is to make sure that companies bidding for the programme show ability in addressing gender through their personnel choice, job descriptions, indicator development, research components, monitoring and evaluation strategies and so on.

Work planning:

- ✎ Identify gender sensitive indicators for each task
- ✎ Ensure culture/gender sensitivity in budget allocations
- ✎ Ensure culture/gender sensitivity in programme/staff meetings

When the programme team works together, it faces a number of obstacles that make communication more difficult. These obstacles vary from language problems to differences

in education and professional background, and to differences in social and cultural conventions and roles. Cross-cultural communication does not have to be made even more difficult by making assumptions about gender roles. Gender Analysis can clarify expectations from the beginning.

Gender sensitivity in team work extends to addressing cultural norms that, for example, require separate working spaces for women and men. This should not lead to only one of the groups being involved in decision making but rather to innovative forms of communication often based on long traditions of communication between women and men.

Reporting:

- ✎ Disaggregate all information by gender
- ✎ Report on the cultural impacts of each activity

Gender Analysis depends on the quality of information used. All information must be disaggregated by gender. When the roles of women and men are completely distinct, as in women collect firewood and men building poles, no “averages” exist! It is good to note in this connection that often disaggregation of data can go beyond just gender. For example, in some contexts it may be essential to distinguish not only women’s roles from those of men, but also the roles of young and old Hindu women from the roles of young and old Muslim women.

Gender Analysis in monitoring and evaluation

Internal programme monitoring:

- ✎ Include members with cultural/gender expertise on programme team
- ✎ Address culture and gender issues in the Terms of Reference
- ✎ Institutionalize the monitoring of cultural and gender implications in the programme

Institutionalization of monitoring cultural and gender implications relies on regular Gender Analysis in order to identify change. This does not need to be an enormous autonomous exercise, rather Gender Analysis should be integrated into the regular monitoring procedures of the programme.

External programme monitoring:

- ✎ Monitor culture and gender impacts of the programme
- ✎ Identify obstacles the programme faces in addressing gender and culture issues

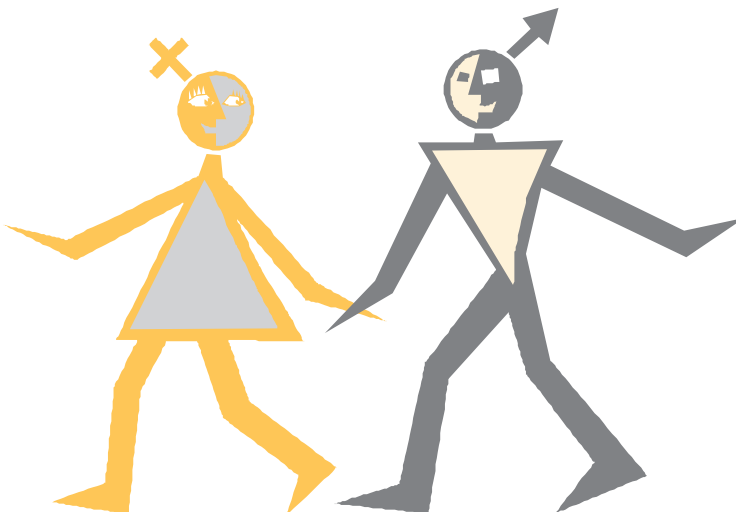
External monitoring of gender and cultural implications by, for example, the donor agency can enhance the validation of the importance of gender issues. This is also important because it connects the programme with the policy goals of development interventions in general.

Final evaluation: lessons learned

- ✎ Include members with cultural/gender expertise on the evaluation team
- ✎ Address culture and gender issues in the Terms of Reference
- ✎ Test the original assumptions regarding programme impacts on culture and gender roles
- ✎ Ensure that all stakeholders are aware of what steps are being taken to phase out external programme support
- ✎ Identify measures to be taken to safeguards the interests of marginal groups during and after programme completion.

Final evaluation of each programme phase identifies how well the adopted procedures have supported the achievement of the original goals. A central issue is: how well the programme has met the expectations held by the various stakeholders?

Over the last few decades we have become better as the development aid community at the beginnings of participatory programmes. Much of this work, however, is seriously undermined by the unilateral decision making at the end of a programme. Just at the time when it is absolutely vital for the local community to be fully engaged in the programme for its long term survival and sustainability, the same people are disempowered by the realization that they have very little to say in how the programme will be phased out. The scramble for what remains of such programmes is often particularly devastating for women who are pushed back further away from power that is being redistributed.



Start here: A case study

You can use the following case study to test the various methods for Gender Analysis in Navigating Gender. As you read the descriptions of the Gender Analysis models on the following pages, you can try them on this short case. Alternatively, you can apply them directly to a case of your own. In Appendix C you will find examples of filled in frameworks with information from this simple case study.

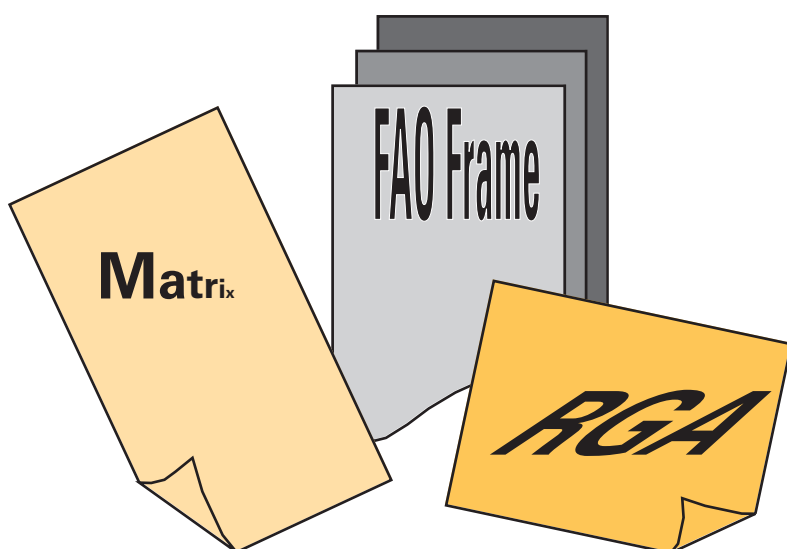
CASE STUDY: Domestic water supply

Villages with the most severe shortage of water were selected for a rural water supply project aiming to provide clean drinking water for rural communities. In these villages women collected water daily from a considerable distance, often from sources that were seasonally unreliable. These water sources were traditionally identified by men, and constructed by men in groups to stand the pressures of use for several seasons. Water points were not owned by any one individual, rather all the users of a water point would contribute labour to its maintenance. Women would decide among themselves when a well needed to be used less, needed maintenance, construction or needed to be abandoned due to unhealthy water. When new, permanent shallow wells were constructed by the project, construction training was provided and the villagers were asked to form water point management committees. It was difficult to find people for these committees as literacy was a prerequisite for membership, and literacy levels in general, but particularly among women were low.

A year into the project a policy was introduced that everyone had to pay for water drawn from the new wells. The water point management committees were to collect the funds and monitor the use the new wells. The women felt helpless and had no obvious means available to them to protest against the policy of the project. Their particular concern was that they had no access to cash income and were therefore dependent on their husbands for the necessary cash. Many of the men worked in the cities visiting their rural homes only once or twice a year. The men in the community were outraged that their women should ask for money for something that was essentially their own task. Some of the women had to walk longer distances to draw water from the old water holes.

What is a Gender Analysis Framework?

Gender Analysis Framework is the actual method used to organize the information. In this manual four different frameworks are introduced. Gender Analysis is very much an evolving area and new frameworks emerge out of specific contexts. The best approach is to become comfortable with how the frameworks can be used, i.e. what questions they ask and what resources you need in order to use one. Eventually you will adapt this knowledge and develop your own framework that serves your particular information needs best.



Alternative Gender Analysis Frameworks



The three Gender Analysis Frameworks covered in this manual are:

- Rapid Gender Analysis (RGA) developed by the Ministry for Foreign Affairs (Finland) in the 1980s
- The Gender Analysis Framework developed by the Forests, Trees and People Programme of the FAO (FAO) in the early 1990s
- The Gender Analysis Matrix (Matrix) developed by Rani Parker (1993), and

There are other Gender Analysis Frameworks available, too. You may want to check the following:

Carolyn Moser (1993) *Gender Planning and Development: Theory, Practice & Training*

This is particularly important for anyone aiming to train in Gender Analysis, or anyone doing more in-depth research into the topic. Moser covers a number of important concepts, such as practical gender needs vs. strategic gender needs, and differences between productive and reproductive labour.

The Socioeconomic and Gender Analysis Programme (SEAGA) of Food and Agriculture Organization of the United Nations (FAO) is a one of the biggest initiatives in the field. This gigantic package contains parts for every user of Gender Analysis, whether in the field or in the office, whether a trainer or a trainee. You can get more information at: <http://www/fao.org/WAICENT/FAOINFO/SUSTDEV/seaga>

The World Bank has developed useful gender checklists and other tools, such as policy documents. These are available at: <http://www.worldbank.org/gender>. OECD/DAC has produced interesting papers that define many of central themes and concepts, as well as suggest appropriate uses of gender analysis. These papers can be found at: <http://oecd.org/dac/htm/gender.htm>. In addition, other agencies (such as SIDA, CIDA etc) have all produced relevant materials on gender that can be accessed either through their web-sites or directly from them.

How to do Gender Analysis

*Y*ou do not have to be a gender expert in order to be gender sensitive! A key resource for many working within government bureaucracies on development, is the in-house Gender Advisor. There are also many other resources that will help you through the following steps, some of which are listed at the end of the Navigating Gender. The following steps will help you to organize your work:

1. IDENTIFY PARTICIPANTS

- Make a list of those you would identify as stakeholders.
- Ask those on your list to identify other stakeholders.
- Consider explicitly who has been left off the list.

2. IDENTIFY PURPOSE

- Is the purpose to create gender specific information for planning? Continuous monitoring? Evaluation?
- Is the object of gender analysis a project and its working programme? An institution or organization?
- Ensure through consultation that all involved in the gender analysis know why it is being carried out.

3. CHOOSE FRAMEWORK

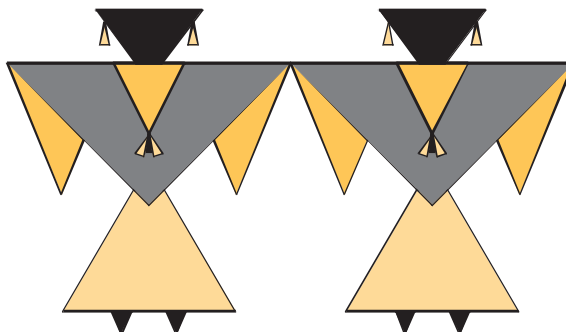
- Bearing in mind the gender awareness and literacy capabilities of those participating in the analysis, choose an appropriate framework.
- Bearing in mind the purpose and timing of your analysis, choose an appropriate framework.

4. USE FRAMEWORK

- To answer the questions in each framework you can either carry out research to find new information, or utilize existing information. In either case be aware of not substituting information with what you or other participants think the answer is. Gender analysis often uncovers hitherto unrecognized gaps in information.

5. USE THE INFORMATION

- One of the main weaknesses with gender analysis today is that even when the analysis has resulted in concrete proposals and suggestions, the information is not used. Gender analysis is successful only when it results in transformation!



Gender Analysis Frameworks

Rapid Gender Analysis Framework

Best suited for:

- 📎 Early stages of programme preparation

Who:

- 📎 This framework was specially designed for use by the staff of Department for International Development Co-operation of Finland.

Sources:

- 📎 FINNIDA (1991). Guidelines for Project Preparation and Design. Helsinki
- 📎 Ministry for Foreign Affairs (1995). Guidelines on Gender Analysis. Helsinki

Strengths:

- 😊 The open ended questions allow for adaptation to widely varying circumstances.
- 😊 Can be done based on information that is available.
- 😊 Can be used by a non-specialist with ease

Weaknesses:

- 😞 Open ended questions do not assist in organizing information.
- 😞 As there are no ready made lists of questions, the method assumes high degree of familiarity with and willingness to prioritize gender issues.
- 😞 Assumptions about incentives are not participatory.
- 😞 Assumptions about the present representativeness of women and men in a sector reflecting future scenarios are not necessarily true.

Summary:

The Rapid Gender Analysis is based on three steps:

1. Basic questions
2. KARI (Knowledge, Activities, Responsibilities and Incentives) Assessment
3. Inputs and Services Assessment

The method is seen as a tool for improving the efficiency and relevance of

programming. It is recognized that mistakes were made in the past as a result of ignoring, or ignorance of, women's contributions. Linking Rapid Gender Analysis to project cycle is an attempt to avoid this in the future.

How to use Rapid Gender Analysis:

The following steps can be applied to documents that are under review, such as draft of programme documents, or can serve as a good checklist for discussion when meeting potential stakeholders of a new programme.

STEP 1:



Start by asking basic questions to identify which significant roles women and men play in the sector relevant to the objectives of the project or programme. These questions are best asked orally in the context of formal and informal discussions.

- ✎ What roles do men and women play in the sector and in the locality concerned relative to the project or the programme?
- ✎ Do women as well as men play significant roles in the sector relevant to the objectives of the project?
- ✎ What is the proportion of women-headed households in the project locality?

STEP 2:



Carry out the more detailed KARI (Knowledge, Activities, Responsibilities and Incentives) Assessment. This assessment is best carried out when you think you have all the necessary information. If you cannot respond to one of the following points, the implication is that more information is necessary.

Knowledge - Projects/Programmes need to recognize and take into account the different knowledge women and men have about the sector concerned:

- ✎ What knowledge do women and men have about the sector concerned?

Activities - Part of the assessment which identifies the different activities women and men undertake

- ✎ What do women do, and what do men do?
- ✎ For which different activities and functions are women and men responsible?

Resources - Part of the assessment which focuses on the degree of access to and control over development resources, including those provided by the project/programme, women and men have.

- ✎ Do women and men have equal access to and control over development resources?
- ✎ Who benefits most from the proposed programme?

Incentives - are factors which motivate people, both women and men, to get involved in the project/programme activities.

- ✎ What provides an incentive for women's participation?
- ✎ And men's?

STEP 3:



Finally, you conclude with an Inputs and Services Assessment. This is to assess the relative availability of inputs and services to women and men that the programme intends to make. These inputs and services will have an impact on gender roles and you need to anticipate what those impacts can be in order to put in place appropriate monitoring and evaluation mechanisms.

- ✎ Are inputs and services available to women and men in proportion to their presence/involvement in the sector in question?



FAO frameworks

Best suited for

- ✎ These frameworks can be used at different stages of the project cycle. They work well in planning, appraisal, and evaluation, as well as a basis for desk analysis of plans and reports. Although this was originally designed for forestry, it can be applied to any sector.

Who:

Package includes two frameworks:

- ✎ Field level framework, intended for use by community members, extensionists and other members of an implementation team
- ✎ Management level framework, intended for use with policy development and management level decision-making

Source:

- ✎ Wilde, V. & Vainio-Mattila, A. (1995). Gender analysis and forestry: International Training Package. Rome; FAO.

Strengths:

- 😊 The different level frameworks allows for broad based participation.
- 😊 Is relatively jargon free
- 😊 Has a clear format

Weaknesses:

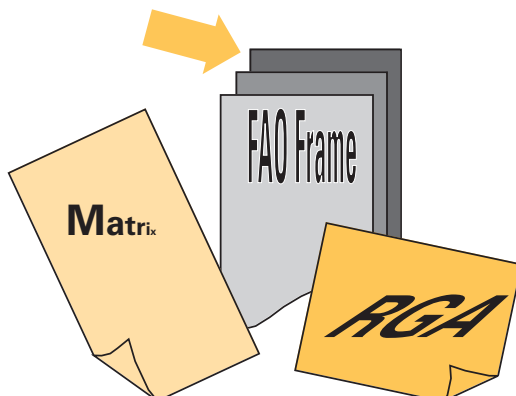
- 😞 Case studies used in training must be carefully developed to illustrate the use of the various profiles/steps.
- 😞 Benefits from thorough knowledge of the context.

Summary:

	Management Level PROFILES	Field Level STEPS
1	Context profile	What affects development in the area?
2	Activity Profile	What activities do women and men carry out?
3	Resources Profile	What resources do women and men have to work with?
4	Programme Action Profile	What can we do to better involve both women and men in development?

How to use the FAO Frameworks:

1. Choose which framework is more appropriate to the task.
2. Use the profiles/steps for your analysis:
 - ✎ The Context Profile examines the environmental, social, economic and institutional factors which make up the development context, identifying the “constraints” and “supports” in a specific area, answering the questions, “what is getting better?” and “what is getting worse?”
 - ✎ The Activity Profile examines the gender-based division of labour for productive and reproductive activities, answering the question “who does what?”
 - ✎ The Resources Profile examines the resources women and men each utilize to carry out their activities and the benefits they derive from them, answering the questions, “who has what?” and “who needs what?”
 - ✎ The Programme Action Profile examines the interrelationships among the other three Profiles and their relevance to the objectives and activities of a specific development effort, answering the question, “how do we close the gaps between what women and men need and what development delivers?”
3. Formulate the strategies suggested in the Programme Action profile into programme actions.



CONTEXT PROFILE

CONSTRAINTS

SUPPORTS

E.g. environmental, economic, institutional, demographic, social and political norms, trends, and changes, as relevant, that pose constraints or support development in the area of concern.

ACTIVITY PROFILE

LOCATION	ACTIVITIES	GENDER	TIME
<p>E.g. govt. forest land, community forest land, homesteads, upland fields, lowland fields, village, city</p>	<p>E.g. fuelwood and fodder collection, ploughing, weeding, harvesting, cooking, childcare, wage labour</p>	<p>M = exclusively male M/f = predominantly male M/F = equally male/female F/m = predominantly female F = exclusively female</p>	<p>E.g. daily, weekly, seasonal, 3hrs daily, 35 hrs weekly, dry season, rainy season</p>

RESOURCES PROFILE

RESOURCES	ACCESS BY GENDER	CONTROL	BENEFITS
E.g. land, labour, time, technology, capital, extension training, indigenous knowledge	M = exclusively male M/f = predominantly male M/F = equally male/female F/m = predominantly female F = exclusively female	E.g. husband, first wife, village chief, state, forest department	E.g. food, fuel, income, skills, status

PROGRAMME ACTION PROFILE

PROGRAMME OBJECTIVES & ACTIVITIES	GENDER CONSIDERATIONS	RECOMMENDATIONS FOR PROGRAMME ACTION
<p>Objectives and activities selected from the project document seen as strategic in terms of the gender analysis findings. Both the technical and social aspects of the project should be considered.</p>	<ul style="list-style-type: none"> - Consider the findings in the Activity and Resources profiles - Consider the gender of the project beneficiaries and participants - Consider the gender of the project staff - Consider whether change in the current situation is desirable 	<ul style="list-style-type: none"> - Aim for success in terms of sustainability, equality, and effectiveness - Take into consideration the constraints and supports identified in the Context Profile - Wherever possible specify who will have responsibility for each recommendation

Gender Analysis Matrix

Best suited for:

- ✎ Designing and implementing gender sensitive programmes under constraints imposed by shortage of funding and time, illiteracy and insufficient or non-existent quantitative data on gender roles

Who:

- ✎ Analysis is done by a group within the community which, preferably should include women and men in equal numbers

Source:

- ✎ Parker, A. Rani (1993). *Another Point of View: A manual on gender analysis training for grassroots workers*. New York; Unifem.

Strengths:

- 😊 Written for community level use, participatory
- 😊 Can be used with relatively little knowledge about gender issues
- 😊 Good tool for initiating discussion and debate within a programme

Weaknesses:

- 😞 Needs a skilled facilitator to carry out the analysis utilizing the given framework
- 😞 Continuous application of the framework can be time consuming
- 😞 Really benefits from a designated gender person within a programme

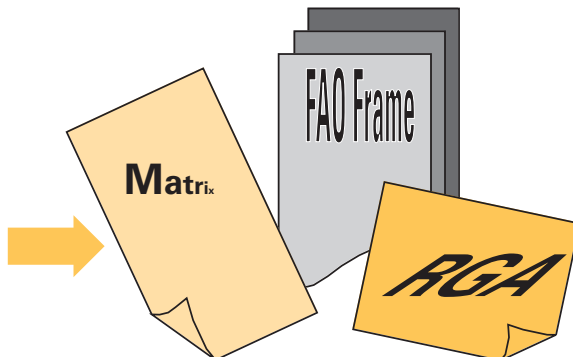
Summary:

The Gender Analysis Matrix is based on three principles:

1. All requisite knowledge for gender analysis exists among the people whose lives are the subject of the analysis.
2. Gender analysis does not require the technical expertise of those outside the community being analyzed, except as facilitators.
3. Gender analysis cannot be transformative unless the analysis is done by the people being analyzed.

How to use Gender Analysis Matrix:

1. Use an empty Gender Analysis Matrix as a framework for the analysis.
2. The Gender Analysis Matrix is filled in by taking each level and assessing the impact of the project on each category shown. For example, what impact will the project have on women's work? On their resources?
3. After all the potential changes that the project may bring are filled in, the changes are reviewed by:
 - Putting a plus (+) sign if it is consistent with programme goals
 - Putting a minus (-) sign if it is contrary to programme goals
 - Putting a question mark (?) if you are unsure whether the identified change is consistent or contrary
4. The following are rules suggested by the author for use of Gender Analysis Matrix:
 - ✎ Where possible, women AND men in equal numbers (or close to equal) should do the analysis.
 - ✎ The analysis should be reviewed and revised once a month for the first three months and once every three months thereafter.
 - ✎ Every box of the matrix should be verified on each review of the Gender Analysis Matrix.
 - ✎ Unexpected results must be added to the Matrix.
 - ✎ The Gender Analysis Matrix must be used in addition to other standard tools of analysis such as monitoring tools, needs assessments, etc.



Gender Analysis Matrix

Project Objectives:				
	Labour	Time	Resources	Culture
Women				
Men				
Household				
Community				
<p>Are the effects listed above desirable? Are they consistent with programme goals?</p> <p>How will this activity affect those who do not participate?</p> <p>Unexpected results - to be identified during implementation.</p>				

A suggestion for use of each Gender Analysis Framework

Use	RGA	FAO	Matrix
Country consultations	✓		
Identification	✓	✓	
Project formulation		✓	
Appraisal		✓	
Financing decision and tendering		✓	
Work planning		✓	✓
Reporting		✓	✓
Monitoring		✓	✓
Evaluation		✓	✓

Which framework you ultimately end up using is very much up to your preference and needs. However, they do answer slightly different questions and the above Table is a suggestion on which framework fits best with each stage of the project cycle.

Choosing your framework

Done by you if...	RGA	FAO	Matrix
You are not a gender specialist but want to organize gender specific information to be utilized in administrative and management tasks	✓	✓	
You want to involve a whole team in the process of gender analysis		✓	✓
You want to involve local community in gender analysis		✓	✓
You are a gender specialist	✓	✓	✓

The frameworks also differ as to the ease of their use in different circumstances. This Table makes a suggestion on who should be using which framework.

In choosing your framework, you may wish to consider the following:

- ✎ Are you carrying out the Gender Analysis on you own, or do you need to involve other people?
- ✎ Are all the people involved in the analysis literate?
- ✎ Is the Gender Analysis intended as a part of an appraisal or an evaluation?
- ✎ Is the Gender Analysis intended to be repeated at regular intervals?

What is a gender equality policy?

Gender equality policy is a statement of commitment to addressing gender inequities. It is an established fact that women and men benefit differently, and often unequally, from development. Gender equality policy is a first step towards addressing this inequality. It sets the objectives towards which every programme strives, and identifies strategies for achieving these goals. See Appendix D for examples.

Who needs a gender equality policy?

Every agency involved in development cooperation, whether a governmental agency, private sector consultant or a non-governmental organization needs a gender equality policy. It is a foundation for participatory development in that it constructively addresses an inequality that is an obstacle to the achievement of the goals of development.

Once a policy is in place, it needs to be adhered to. This means that monitoring mechanisms such as reporting procedures must be capable of following the implementation of such a policy, people need to be trained to carry out the strategies outlined, and be rewarded for achievements in the area.

Policies are tools that evolve. They change as new linkages between issues emerge and as the context of implementation changes. I have enclosed two examples of gender equality policies for your perusal.

Women specific (WID) policy vs. Gender mainstreaming

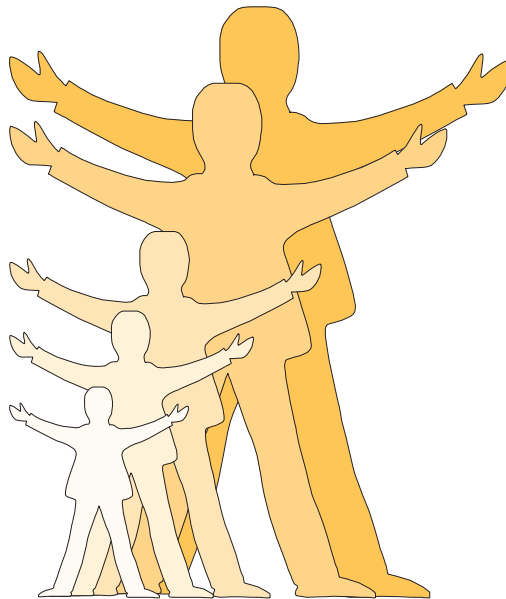
WID policies are focussed on the improvement of that status of women. They usually address such sex based issues as discrimination in education, health services or the labour force. Mainstreaming gender has meant the move towards a broader, equality approach with the intention of creating a more "level playing field". Mainstreaming policies are often less political in nature, but can be used to promoted gender equality as a strategic goal of an institution.

Afterthoughts..

The main obstacle to having gender sensitive plans and programme implementation, is that even when we are aware of the importance of the issue and have the tools in our hands...we need to use them!

It is easy to be cynical and critique the different “fads” of development. “Fads” are empty words that do not seem to translate in to much of action. And gender is easily painted with the “fad” brush. This is so even when the experience of the past decades show that gender is a powerful analytical tool which, when applied, has a significant impact on the outcomes of development interventions. Gender analysis can change how plans are made, who participates, facilitate equitable outcomes, help us understand different cultural contexts and empower women and men to be in control of their own lives.

Gender Analysis can be a tool and a framework for participatory development!



For Further Reading...

Documents by the Department of International Development Cooperation, Finland:

All of these publications are available from

Department for International Development Cooperation
Ministry for Foreign Affairs
Katajanokanlaituri 3
FIN-00161 Helsinki
Finland

Ministry for Foreign Affairs (1997): Guidelines for Programme Design, Monitoring and Evaluation

McCall, Michael (1987). Indigenous knowledge systems as the basis for participation: East African potentials. Paper presented at EADI General Conference, Amsterdam, September 1987

Kassea, Raul B. & Anna-Maija Pirttilä-Backman (1999) Gender equality in the Finnish development co-operation projects in Africa. Ministry for Foreign Affairs of Finland

Korkiamäki, Marjut (1997). Gender issues in Finnish-Nicaraguan development cooperation

Ministry for Foreign Affairs of Finland (1993). Looking at Gender and Forestry

- (1994) Looking at Gender, Water Supply and Sanitation
- (1995) Looking at Gender, Agriculture and Rural Development
- (1995) Guidelines on Gender Analysis. Helsinki

Moore, Mick & Jeremy Gould & Anuradha Joshi & Riitta Oksanen (1996). Ownership in the Finnish Aid Programme. Ministry for Foreign Affairs of Finland

Seppälä, Pekka & Arja Vainio-Mattila (1998) Navigating Culture. Ministry for Foreign Affairs of Finland

Vainio-Mattila, Arja (1997). "Participation: Concept, Practice and Implications for Finnish Development Cooperation". Blue Series 1997:1, Ministry for Foreign Affairs of Finland.

Vainio-Mattila, Arja (1999) "Gender Analysis Training". Blue Series 1999:1. Ministry for Foreign Affairs of Finland

Books and Manuals on Gender

Moser, Caroline O.N. (1993). Gender planning and development: Theory, practice & training. New York; Routledge

Parker, A. Rani (1993). Another Point of View: A manual on gender analysis training for grassroots workers. New York; Unifem

Pretty, Jules N. & Irene Guijt & John Thompson & Ian Scoones (1995). A Trainer's Guide for Participatory Learning and Action. IIED Methodology Series. London.

Razavi, Shahra and Carol Miller (1995). Gender Mainstreaming: A Study of Efforts by the UNDP, the World Bank and the ILO to Institutionalize Gender Issues. Occasional Paper No. 4, UN Fourth World Conference on Women, UNRISD

Wilde, V. & Vainio-Mattila, A. (1995). Gender analysis and forestry: International Training Package. Rome; FAO

Williams, Suzanne with Janet Seed and Adelina Mwau (1994). The Oxfam Gender Training Manual. Oxford; Oxfam.

World Bank (1996). The World Bank Participation Sourcebook. Washington D.C

Examples of Internet sources on Gender

Gender Guide

<http://nt1.ids.ac.uk/eldis/gender/gender.htm>

Gender Research Network of CGIAR.

<http://www.cgiar.org/ifpri/gender/gender.html>

Oxfam, Gender and Development

<http://www.oneworld.org/oxfam/poframst.html>

Socioeconomic and Gender Analysis Programme (SEAGA) of Food and Agriculture Organization of the United Nations (FAO)

<http://www./fao.org/WAICENT/FAOINFO/SUSTDEV/seaga>

World Bank Participation Sourcebook

<http://ftp.worldbank.org/html/edi/sourcebook/sba109.htm>

Glossary

GENDER (sosiaalinen sukupuoli) and **SEX** (biologinen sukupuoli)

Sex identifies the biological difference between men and women. gender identifies the social relations between men and women. It therefore refers not to men and women but to the relationship between them, and the way this is socially constructed, gender relations are contextually specific and often change in response to altering circumstances. (Moser 1993:230)

GENDER ANALYSIS (sukupuoliroolianalyysi)

Refers to a systematic way of looking at the different impacts of development on women and men. As development programmes have actively sought to reach women, we have learned that gender has a lot to do with what work we do, how much time we have to do it, and how much money we have to do it with. Gender analysis requires separating data by sex, and understanding how labour is divided and valued. Gender analysis must be done at all stages of the development process; one must always ask how a particular activity, decision or plan will affect men differently from women. (Parker 1993:74)

GENDER BLINDNESS (sukupuolisokeus)

Person, policy, or an institution that does not recognize that gender is an essential determinant of the life choices available to us in society. (based on Parker 1993:74)

GENDER AND DEVELOPMENT (GAD) (sukupuoliroolit ja kehitys)

This approach shifts the focus from women as a group to the socially determined relations between women and men. A Gender and Development approach focuses on the social, economic, political and cultural forces that determine how men and women might participate in, benefit from and control project resources and activities differently. (Parker 1993:74)

GENDER DISAGGREGATED INFORMATION (sukupuoliroolin perusteella eritelty tieto)

Information differentiated on the basis of what pertains to women and their roles, and to men and their roles.

GENDER MAINSTREAMING (sukupuoliroolien huomioon ottamisen valtavirtaistaminen)

In response to some of the criticism regarding the ineffectiveness of Women in Development approaches, in the post-Nairobi period some development agencies and governments promoted "mainstreaming" as a new strategy for taking women's concerns into account. By bringing women's issues

into their mainstream policies, programmes and projects, they hoped, earlier problems of marginalization would be overcome. To carry out this mandate, development organizations have attempted to integrate gender concerns into the very institutional structures and procedures responsible for development work. WID/gender bureaux, divisions, units and focal points thus mushroomed across a wide range of organizational contexts, their mandate being to institutionalize, or “make routine”, gender issues in the organization’s work. (Shahra Razavi and Carol Miller 1995)

GENDER PLANNING (sukupuoliroolit huomioon ottava suunnittelu)

A planning approach that recognizes that because women and men play different roles in society they often have different needs. (Moser 1993:230)

GENDER SENSITIVE (sukupuoliroolit huomioiva)

Refers to the ability to include gender specific information in all stages of the project cycle and the ability to allow this knowledge to inform our analysis and decision making.

GENDER SPECIFIC (sukupuoliroolikohtainen)

Refers to activities and information that are predicated on the existence of division of labour based on gender.

OWNERSHIP (omistajuus)

‘Ownership’ refers to the relationships between stakeholders in a development project. Ownership is high when:

- i) the intended beneficiaries substantially influence the conception, design, implementation and operations and maintenance of a development project;
- ii) the implementing agencies that influence the project are rooted in the recipient country and represent the interests of ordinary citizens;
- iii) there is transparency and mutual accountability among the various stakeholders. (Moore et al. 1996:9)

PARTICIPATORY DEVELOPMENT (osallistava kehitys)

Participatory development stands out for a partnership which is built upon the basis of a dialogue among the various actors (stakeholders), during which the ‘agenda’ is set jointly, and local views and indigenous knowledge

are deliberately sought and respected. This implies negotiation rather than the dominance of an externally set project agenda. (DAC Expert Group on Aid Evaluation (1996:94)

POLICY (ohjelma, linjaus, toimintamalli)

A course or principle of action adopted or proposed by a government, business, party, or individual.

PRACTICAL GENDER NEEDS (käytännölliset sukupuolirooli kohtaiset tarpeet)

Needs women identify in their socially accepted roles in society. PGNs do not challenge, although they rise out off, gender divisions of labour and women's subordinate position in society. PGNs are a response to immediate perceived necessity, identified within a specific context. They are practical in nature and often concern inadequacies in living conditions such as water provision, health care and employment. (Moser 1993: 230)

SOCIO-CULTURAL DEVELOPMENT (sosio-kulttuurinen kehitys)

Aspects of development relating to the society and culture of that society.

STAKEHOLDER (asianosainen, osallinen, osakas)

An individual, group or organization that has something to gain or lose from involvement in the development project. Having a stake often implies an element of risk: standing to gain or lose something, and possibly having to make some sort of investment (not necessarily money), in order to obtain benefits from a project. Stakeholders are not simply 'beneficiaries'. Those who stand to lose from a project are also stakeholders. (Moore et al. 1996:24)

STRATEGIC GENDER NEEDS (strategiset sukupuoliroolikohtaiset tarpeet)

Needs women identify because of their subordinate position in the society. They vary according to particular contexts, related to gender divisions of labour, power and control, and may include such issues as legal rights, domestic violence, equal wages, and women's control over their bodies. Meeting SGNs assists women to achieve greater equality and change existing roles, thereby challenging women's subordinate position. (Moser 1993:231)

WOMEN IN DEVELOPMENT (WID) (naiset kehityksessä)

Development workers' and planners' concentration on Women In Development issues arose from a realization that women's contributions were being ignores and that this led to many failures in development efforts. Women In Development projects, frequently involving only women as participants and beneficiaries, were an outcome of this realization. (Parker 1993:74)

Appendix A:

Beijing Platform for Action

The Fourth World Conference on Women was held in Beijing in 1995.

The Fourth UN World Conference on Women was held in Beijing in 1995. The main outcome of the conference was a Platform for Action which identifies the areas in which action is required in order to improve the status of women and girl children.

Chapter 1- Mission Statement

The Platform for Action is an agenda for women's empowerment which reaffirms the human rights of women and children and the girl child, and calls for strong commitment. It reaffirms that the human rights of women and the girl child are part of universal human rights. It also recognizes the necessity of broad-based and sustained economic growth in the context of sustainable development for social development and justice and called for adequate mobilization of resources at the national and international levels, and new and additional resources from all available funding mechanisms.

- Beijing Platform for Action, 1995

The twelve areas of action are:

- 1) Poverty
- 2) Education
- 3) Health
- 4) Violence against women
- 5) Armed conflict
- 6) Inequality in women's access to and participation in the definition of economic structures
- 7) Decision-making
- 8) Insufficient mechanisms
- 9) Human rights
- 10) Mass media
- 11) Women and the environment
- 12) The girl child

The full document is available from the United Nations.

Appendix B:

Ideas for gender sensitive Terms of Reference

a) Terms of Reference for the non-specialist

It is appropriate to require any development professional to be capable of carrying out the following:

- identify whether women and men have equal training opportunities in the technical expertise
- identify how women and men participate in the programme sector
- identify the distribution of salaries and positions in the programme sector
- demonstrate gender sensitivity in interactions with both women and men
- demonstrate support to gender, and other socio-cultural, activities at all stages of intervention planning, implementation and evaluation.
- identify issues for which additional gender support is required

b) Terms of Reference for the gender specialist

It is appropriate to require a gender specialist to do the following:

- identify cultural constraints and supports to equal gender participation in specific activities
- carry out stakeholder analysis
- facilitate the development of gender sensitive planning and implementation
- facilitate the development of gender sensitive strategic objectives and policies for programmes and organizations
- analyze sectoral policies and programme documents for their gender impacts
- analyze existing gender support in the programme area and sector
- expand the use of gender analysis to a broader social analysis taking into consideration other socially and culturally determined factors, such as age, caste, class or religion


Appendix C:

Examples of completed Gender Analyses


How to use Rapid Gender Analysis:

STEP 1: *basic questions*


These questions need to be developed on the basis of the context (sector, geographical area, scale of project etc). The following are examples, an actual list would be more exhaustive.

-  What roles do men and women play in the sector and in the locality concerned relative to the project or the programme?

Women collect water daily and maintain traditional water points. Men identify water source locations and dig well. We do not know who is involved in management decisions.

-  Do women as well as men play significant roles in the sector relevant to the objectives of the project?

Both play significant roles in the sector, but the degree of the significance varies. Men's role is important initially, but then weakens. Women's role is strong throughout the use of a water point. It is not known who initiates the construction of a water point

-  What is the proportion of women-headed households in the project locality?

The proportion of female headed households is not known. Neither is the distribution of cash income.



STEP 2: KARI (Knowledge, Activities, Responsibilities and Incentives) Assessment

Knowledge

- ✎ What knowledge do women and men have about the sector concerned?

Men have knowledge that relates to the location of water and local resources for constructing water points.

Women have knowledge on water use and need.

Activities

- ✎ For which different activities and functions are women and men responsible?

Women collect water daily.

Men locate and construct water points.

No information is available on activities in other sectors.

We know that skilled constructors exist, but do not know whether they are women or men.

Resources

- ✎ Do women and men have equal access to and control over development resources?

Water is accessed communally, no-one is perceived to own water. Maintenance of water points is carried out by the users of each water point.

- ✎ Who benefits most from the proposed programme?

Both women and men.

Incentives.

- ✎ What provides an incentive for women's participation?

Need for water

- ✎ And men's?

Need for water

STEP 3: Inputs and Services Assessment.

- ✎ Are inputs and services available to women and men in proportion to their presence/involvement in the sector in question?

The focus of the project is on the construction of infrastructure. The training focuses on related activities and tends to be both targeted at men, as well as more attractive to men. As the project is not so focussed on management and maintenance issues, less training is offered on activities that are usually women's responsibility.



How to use FAO Framework

Worksheet 1	
<h2>CONTEXT PROFILE</h2>	
CONSTRAINTS	SUPPORTS
<ul style="list-style-type: none">• shortage of water• women have no access to cash income• literacy levels are low	<ul style="list-style-type: none">• construction skills• ability to identify water sources• communal management and maintenance system
<p>E.g. environmental, economic, institutional, demographic, social and political norms, trends, and changes, as relevant, that pose constraints or support development in the area of concern</p>	

ACTIVITY PROFILE

LOCATION	ACTIVITIES	GENDER	TIME
water point	fetching water locating construction	F M M	daily occasional occasional
E.g. govt. forest land, community forest land, homesteads, upland fields, lowland fields, village, city	E.g. fuelwood and fodder collection, ploughing, weeding, harvesting, cooking, childcare, wage labour	M = exclusively male M/f = predominantly male M/F = equally male/female F/m = predominantly female F = exclusively female	E.g. daily, weekly, seasonal, 3hrs daily, 35 hrs weekly, dry season, rainy season

RESOURCES PROFILE

RESOURCES	ACCESS BY GENDER	CONTROL	BENEFITS
water	F/M	community	water
new wells	F/M	??	clean drinking water
training -construction	M	project	skills
water point committee	??	project	management structure
E.g. land, labour, time, technology, capital, extension training, indigenous knowledge	M = exclusively male M/f = predominantly male M/F = equally male/female F/m = predominantly female F = exclusively female	E.g. husband, first wife, village chief, state, forest department	E.g. food, fuel, income, skills, status

PROGRAMME ACTION PROFILE

PROGRAMME OBJECTIVES & ACTIVITIES	GENDER CONSIDERATIONS	RECOMMENDATIONS FOR PROGRAMME ACTION
<p>Objective:</p> <p>To provide clean drinking water</p> <p>Activities:</p> <p>Construction of permanent water sources</p> <p>Training in relevant skills</p>	<p>Women control the use of water in households</p> <p>Men already know how to construct wells</p> <p>Women and men need training in different areas</p>	<p>That women are involved in the development of a management system for water use</p> <p>Design and construction of new wells should be based on existing know-how</p> <p>Women need management and maintenance training, men training in appropriate construction techniques</p>
<p>Objectives and activities selected from the project document seen as strategic in terms of the gender analysis findings. Both the technical and social aspects of the project should be considered.</p>	<ul style="list-style-type: none"> - Consider the findings in the Activity and Resources profiles - Consider the gender of the project beneficiaries and participants - Consider the gender of the project staff - Consider whether change in the current situation is desirable 	<ul style="list-style-type: none"> - Aim for success in terms of sustainability, equality, and effectiveness - Take into consideration the constraints and supports identified in the Context Profile - Wherever possible specify who will have responsibility for each recommendation

How to do the Gender Analysis Matrix?

Project Objectives:	To provide clean drinking water			
	Labour	Time	Resources	Culture
Women	+ less work to fetch water	+ less time to fetch water	+ more water resources	? Change in decision-making status
Men	- more work in construction initially	- more time consuming initially	+ training	No significant change
Household	+ more water			
Community	- less control over water sources			
<p>Are the effects listed above desirable? Are they consistent with programme goals?</p> <ul style="list-style-type: none"> - It is worrying that project seems to have taken over control over water resources, thereby weakening community decision-making <p>How will this activity affect those who do not participate?</p> <ul style="list-style-type: none"> - Even people who are not directly participating will have better water supply <p>Unexpected results - to be identified during implementation.</p> <ul style="list-style-type: none"> - Women are unable to pay for water 				

APPENDIX D:

A) CIDA'S (Canadian International Development Agency) POLICY ON WOMEN IN DEVELOPMENT AND GENDER EQUALITY

Goal:

The goal of CIDA's Policy on Women in Development and Gender Equality is the full participation of women as equal partners in the sustainable development of their societies.

Objectives:

- To encourage, respond to, and support initiatives within and among developing countries in order to:
 - increase women's participation in economic, political, social and environmental decision- making processes,
 - improve women's income levels and economic conditions,
 - improve women's access to basic health and family planning services,
 - improve women's levels of educational achievement and skills, and
 - protect and promote the human rights of women.
- To promote the elimination of discriminatory barriers against women.
- To promote and support policies and activities among CIDA's partners, in Canada and overseas, that enable them to integrate gender considerations effectively into their development work.
- To build the institutional capacities of CIDA so that gender considerations are fully integrated into policies, programs, projects and activities.
- To support partners of the South in voicing their concerns on gender issues in development, and to enhance understanding of these issues in the Agency, the Canadian government and among the Canadian public.

This corporate Policy's goal and objectives apply to all CIDA activities, although the application will vary among branches, programs and projects.

Gender and Gender Roles

Gender refers to the socially constructed roles and responsibilities of men and women. The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviours of both women and men (femininity and masculinity). These roles and expectations vary across time, economies and societies.

Gender Equality

Moving beyond a focus on equal treatment, the concept of gender equality also highlights the importance of equality of results. It calls for the differential treatment of groups in order to end inequality and foster autonomy. Thus, special measures for women (e.g. women-specific projects) are often required.

Policy Components

The policy has two distinct, but interrelated, components:

- The full and effective integration of gender considerations into development initiatives: This can be done through the use of gender analysis. Gender analysis is required at both sectoral and macro-policy levels.
- The involvement of women as equal and active partners in development work: Systemic discrimination and other barriers generally mean that women are usually less able than men to take advantage of new opportunities. Agency staff and partners need to make a special effort to ensure that women are involved equitably in all policy and programming activities and at all levels of decision making and implementation. This requires an assessment of the barriers to women's participation and the design of strategies to overcome these barriers.

Policy Requirements

Attaining women's full participation as equal partners in the sustainable development of their societies requires attention at all levels:

- Planning: An understanding of gender roles and the gender division of labor must be part of all initial planning activities. As well, women's practical needs and strategic interests must be integrated into all policy and program goals, objectives and priorities.

- **Implementation:** Implementation processes must involve women as equal partners. Sometimes special measures will be required to facilitate women's participation.
- **Monitoring and Evaluation:** To ensure that women are able to benefit from the new policies and programs, on-going monitoring of the short-term and long-term performance and impact of policy and programming initiatives must be undertaken.
- **Results:** Women must gain from development as much as men.

B) OXFAM'S GENDER POLICY (International NGO based in Oxford, UK)

Principles:

"Oxfam believes in the essential dignity of people and their capacity to overcome the problems or pressures which can crush or exploit them". Oxfam's principles apply across the gender divide - to allow women as well as men their essential dignity, and to work with women and men in its emergency and relief programmes in overcoming the pressures which exploit them. To achieve this, gender relations need to be transformed.

Oxfam's focus is on gender, rather than on women, to ensure that changing women's status is the responsibility of both sexes. It acknowledges that development affects men and women differently and that it has an impact on relations between men and women. A focus on gender is required to ensure that women's needs (set in the broader context of class, ethnicity, race and religion) do not continue to be ignored.

Women are poor because their lack of material wealth is compounded by a lack of access to power, skills and resources. Fully integrating gender into Oxfam's programme should tackle the causes of women's poverty and promote justice to the advantage of women as well as men. Because women are in a subordinate position, special efforts and resources are required to promote their full and active participation in Oxfam's work and to make them equal partners in the fulfilment of Oxfam's mandate. To achieve this Oxfam will try as far as possible to give women the opportunity to formulate their own priorities and to work with men in addressing the status quo.

Objectives:

Oxfam will work towards ensuring that its development and relief programmes will make the lives of women better. It is committed to:

- developing positive action to promote the full participation and empowerment of women in existing and future programmes so as to ensure that Oxfam's programme benefits men and women equally;
- confronting the social and ideological barriers to women's participation and encouraging initiatives to improve their status including basic rights;
- promoting independent access for women to key resources (e.g. land, employment), services and facilities;
- recognizing and helping women exercise their rights over their bodies and protection from violence;
- ensuring all programme work in the UK/Ireland takes gender considerations into account and, wherever appropriate,
- promoting initiatives with a gender focus.

(extracts from Oxfam UK/Ireland Gender Policy, May 1993)

Navigating Gender

A framework and a tool for participatory development

There is significant evidence that participation can in many circumstances improve the quality, effectiveness and sustainability of projects and strengthen ownership and commitment of governments and stakeholders. In development co-operation, gender analysis guarantees that both women and men have equal opportunities to participate in development, to influence and to benefit.

This manual has been written to help you to apply the often theoretical understanding of gender issues in your practical work. It includes key concepts and definitions, as well as introductions to alternative gender analysis frameworks. *Navigating Gender* takes you through a case study to illustrate the use of these frameworks and sets you up for analyzing a programme you are involved in preparing, implementing or evaluating.

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