

GENDER  
MAINSTREAMING  
TOOLKIT

UNDP LESOTHO COUNTRY  
OFFICE

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## FOREWORD

UNDP regards gender equality as a core commitment towards human development. Lesotho's long term National Vision 2020 and Poverty reduction Strategy recognizes gender inequality as both a major cause of poverty and an impediment to sustainable development. Moreover, gender discrimination is the source of inequitable and low economic growth, of high prevalence of HIV and AIDS, and inadequate governance. Any form of gender discrimination is a denial to human rights and an obstacle to human development.

In response to this recognition, the Government's poverty reduction strategies include improved access to employment and control over credit and other productive resources by the marginalized groups. Further, and in affirmation of its commitment to improved gender equity, Lesotho is signatory to and has ratified major international, continental and regional instruments on women's equality and empowerment.

For UNDP Lesotho, and in context of the Administrator's Business Plan, this positive openness to up-stream policy dialogue and advice has pointed to the need for development of solid, in-house capacity and that of our partners in development to provide services of the promotion of gender equality. UNDP gender policy adopted in November 2002, reaffirms the organization's commitment to gender equality and insists that as a cross cutting issue, gender must be addressed in everything UNDP does. "Because equality between women and men is just, fair and right – it is a worthy goal in and of itself, one that lies at the heart of human development and human rights. And because gender inequality is an obstacle to progress, a roadblock on the path of human development, when development is not 'en-gendered' it is 'en-dangered'".

As part of UNDP's good progress in translating its commitment to gender equality into action, in June 2005, UNDP Lesotho, one out of forty –five countries in the world, received funds from the Gender Thematic trust Funds (GTTF) earmarked for building in-house capacity to enable staff to mainstream gender in all of the organizations' activities in programme as well as in operation.

It is envisaged that the Gender Mainstreaming Toolkit for Lesotho Country Office will introduce the basic concepts of gender analysis and gender planning to UNDP Office and Programme staff, to increase awareness and reduce the gender bias that informs the actions of individuals. The kit will equip UNDP staff with introductory knowledge and tools to be able to effectively mainstream gender throughout their work and improve gender-responsive result-oriented policy dialogue. It is hoped that the Toolkit will be seen as a UN resource to assist Country Offices under the UNDAF umbrella. As such it provides comprehensive and consistent material for easy reference to government staff, consultants, donors and UN staff on gender issues in the national context and while developing, implementing, monitoring or evaluating UN/UNDP projects/policy/programmes.

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**Resident Representative**

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## Section 2

### Overview of women's and gender issues in Lesotho's context

The Lesotho Constitution entitles every citizen to fundamental human rights and freedoms. However, there are many gender disparities between women and men, boys and girls in all aspects of social, cultural, economic, civil and political lives at various stages of their development and involvement with existing institutions such as the family, the community, the state and their respective infrastructure. This impedes larger sections of the society's full and active participation in development as equal partners and as beneficiaries. The Government of Lesotho acknowledges the need to address these disparities in Lesotho and is committed to promoting gender equality and to address all socio-economic aspects that put women as opposed to men at a disadvantaged position.

The Government of Lesotho has put a National Policy (2003) in place as a tool geared towards addressing the challenges of gender inequalities, poverty, increased spread of HIV and AIDS, retrenchment and unemployment by adopting a rights-based approach to development. The policy realizes human rights for all, women and men, boys and girls alike, as holding principles of equal participation in development, non-discrimination and the empowerment of the marginalized women and men, girls and boys.

Generally, gender inequalities in Lesotho are reinforced by socio-cultural beliefs and practices. The socialization further impinges the social status of women by placing them as perpetual minors whose guardianship is passed on from father to husband, or to any male relative. Also, the statutory and customary laws in Lesotho have very serious negative implications for women's status and require urgent reform. Lesotho is one of the few countries in Africa with a high literacy rate among women. However, the high literacy of women does not translate into their equal participation in development. The employment figures demonstrate that, while there are many female employees in Government and other development organization, the trend changes at the decision making levels where there are less women.

The issue of gender based violence has also been reported to be escalating in Lesotho and women turn to bear bitter effects of it than men as it results in unplanned pregnancies and sexually transmitted diseases, including HIV and AIDS.

#### Economic Gender disparities

To a large extent the status of women within their families and in the society is largely affected by their access and control over resources. Moreover, the extent to which women have access to and control over resources determines their general power in society. In Lesotho, women have limited access to land as compared with their male counterparts. There is a conflict between the two laws, customary and common laws, which regulate access to land. While the Land Act 1979 does not discriminate against women as such, it provides a for land registration under Deeds Registry Act of 1967 that specifically provides that the no land shall be registered in the name of a married woman. The legislation is confusing one gives women rights to access land while the other takes that right away.

Although land law is gender neutral, allocation of land in all areas that are not under the control of the government, is largely influenced by customary attitudes and practices, which discriminate against women.

In a nutshell, for married women, many rights which would improve their rights are taken away by virtue of having a husband, whom, in the Sesotho culture is regarded as the guardian for his wife. This trend is practiced even in the commercial banks system where married women do not qualify for loans without the consent of their husbands or guardians. This, as is in the access to land, is due to women's legal minority status. The proposed Married Persons Bill is intended to address all these disparities that affect women's access to land, loans, credit and other related economic benefits once approved.

### Customary Disparities

The ideological framework that reigns in the Basotho culture is that of patriarchy where the identity of people is traced through the paternal lineage and descent. Customary law embraces the minority status of women in full as it stipulates a woman as under perpetual custody and protection of men from fathers to husbands and in case of the death of the husband, the guardianship is passed on to a male relative or a male child. This practice has been reported to perpetuate gender based violence, especially that of property grabbing. For example, a woman who is married in community of property owns half of the joint estate. However, the administration of this estate lies under the husband's sole responsibility and this gives men a leeway to do as he pleases without a woman's consent.

Both customary and common law provides that the first male child becomes the heir upon the death of his father. By virtue of being the heir, the first male child succeeds his father as head of the family taking over all rights, duties, responsibilities that belonged to his father. The inheritance law has many unfavourable implications for the heir as well as the other children of the deceased father. Where there are debts to be paid, the issue of capacity to undertake this responsibility becomes a big question. At the same time, when there are good benefits from the inheritance, it is unfair that it is only one child who benefits from property acquired by the parents. The worst case scenario is when the deceased father has no male children in which case the inheritance will be passed on to male relatives.

Another customary practice that perpetuates gender disparities is the marriage system in Lesotho and in particular the payment of lobola. Lobola, as defined in WLSA publication, 'Lobola – its implications for women's reproductive health in Botswana, Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe', is the process where the family of the man makes payments to the family of women in the process of marriage. The payment of lobola for acquisition of wives has been reported as one of the sources of gender based violence as it is mistaken to mean purchase of women and as a result leading to the abuse of women as they are treated as properties.

3: National Machinery for Women

4: National Policy on women's/gender issues

Lesotho is signatory to, and has ratified, major international, continental and regional instruments that promote and protect women's human rights. The international and regional instruments signed by Lesotho that promote equal rights for women to participate in public life, including politics, include the :

- Convention on the Political Rights of Women (1952);
- International Covenant on Civil and Political Rights (1966);
- Convention on the Elimination of all forms of Discrimination Against Women (1980);
- Beijing Declaration and the Platform for Action (1995);
- SADC Declaration on Gender and Development (1997); and
- Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003);

Convention on the Political Rights of Women (CPRW): Lesotho is a party to this, under which women are recognized as having as much right as men to vote and be elected into public office. This convention is therefore one of the earliest international instruments granting women the power to participate in the public and political life of a country, without any discrimination.

International Covenant on Civil and Political Rights (1966): Lesotho is a party to the ICPR. By ratifying this instrument Lesotho has undertaken to respect the civil and political rights of all individuals, without discrimination on any basis, including gender. In this regard, the state is to ensure equal rights to men and women to enjoy all civil and political rights. The rights provided for in this

## LAWS INVENTORY

### 1. The Common Law

The Lesotho common law is the reception of the Cape Colony normally referred to as the Roman Dutch Law through the 1884 Proclamation. Common law therefore, otherwise known as the received law was applied in Lesotho after Lesotho got its independence from the British. Common law is still applied in our legal system today and is placed on the same footing as the customary law. In cases where there is a statute in place, that statute takes precedence over both common and customary laws.

Before 2003, the law that was applicable in Lesotho in cases of rape was the common law and this law has since been repealed by the Sexual offences Act of 2003. On issues of

abortion there is no specific law *per se* which regulates abortion in this country; it is thus common cause to assert that the law still applicable in that area is the common law. Under common law, therefore, abortion is an offence punishable by law. Civil marriages are also governed by the common law in special incidences where legislation (Marriage Act, 1974) is silent.

## 2. The Constitution of Lesotho, 1993

The Lesotho Constitution of 1993 is the supreme law of the land to the extent that any other law that is inconsistent with it shall be null and void *ab initio*. This means that where there is any other law conflicting with the Constitution, the Constitution would take precedence over that law in as far as the two are in conflict. Chapter II of the Constitution basically deals with bill of rights. It thus provides for protection of and guarantees fundamental human rights of all people without any discrimination of any kind. It also provides for principles of state policies which though not enforceable by any court, guide the authorities and agencies of Lesotho and other authorities to abide by them. The Constitution sanctions discrimination against any human being in all its forms under section 18.

There is however an exception to this section which permits discrimination that occurs due to the application of customary law. In most instances however, where customary law is applicable, women are usually the victims of this discrimination permitted by the Constitution. The Lesotho Constitution does not specifically provide for sexual and reproductive issues.

## 3. Government of Lesotho. Marriage Act, 1974

This Act governs all civil marriages in Lesotho. There are two types of civil marriages provided for under this law. That is, marriage entered into in community of property and marriage entered into out of community of property. The rights entailed in these two marriages differ. Under the latter a woman is under marital power of her husband, whilst under the former parties may elect to exclude marital power when they enter into this type of union. It is the inclusion of marital power, which presents problems to most women married in community of property, as they do not have as much rights as those afforded to their husbands and those women married out of community of property.

Moreover, the Act prescribes that no person shall have more than one spouse during the subsistence of the said marriage. Couples married under this Act have a duty to support and maintain their children reciprocally. They are also under obligation to ensure that their children's health is maintained.

### 3. Government of Lesotho. Sexual offences Act, 2003

This Act aims at consolidating and repealing the laws relating to sexual offences. It combats sexual offences and prescribes appropriate sentences for sexual offences. Under the Act, any sexual act is prima facie unlawful if it takes place in any coercive circumstances. Marriage or any other relationship shall not be a defence against a charge under this Act if the complainant spouse or partner proves that there was no consent for some reasons stipulated thereof, thus the Act abolishes marital rape. Further, in any criminal proceedings where an accused person is charged with an offence of a sexual nature, the prosecutor shall consult with the complainant in matters relating to granting of bail and other general matters incidental to the trial.

There is also a compulsory Human Immunodeficiency Virus (HIV) test for any person who is charged with a sexual act involving the insertion of sexual organ into another's organ or anus, within a week of the preferment of a charge. The Act places a minimum of 10 years imprisonment for a person found guilty under the Act. A maximum of death penalty is imposed where it is found that the accused is infected with the human immunodeficiency virus and had knowledge or reasonable suspicion of the infection at the time s/he committed the offence.

The following legislations have been repealed by the Act:

1. The Women and Girls Protection Proclamation, 1949 and;
2. The offence of rape at common law.

### 4. Criminal Procedure and Evidence (CP&E) Act, 1981

This Act came into effect in 1981. The Act provides a procedure to be followed during criminal proceedings and sets out the manner in which evidence may be led, what kind of evidence is admissible and one that is not admissible during such proceedings. Moreover, the Criminal Procedure and Evidence Act, establishes the courts of Lesotho as well as the jurisdiction of each court. The Act also defines the types of offences that are criminalized by the Act. The office of the Director of Public Prosecutor (DPP) established under section 99 of the Constitution is the replica of section 5 of the C.P. & E.

When giving evidence in sexual offences, the Act requires that evidence of the complainant be corroborated. For instance, where the complainant alleges that there she has been raped, and that penetration has occurred such evidence must be corroborated. On this latter point it must be noted that the 2003 Sexual Offences Act has repealed the requirement that evidence led in relation to sexual offences must be corroborated.

## POLICIES INVENTORY

### 1. The Government of Lesotho. Ministry of Gender, Youth, Sports and Recreation, Gender and Development Policy, 2003

This policy sets a framework for achieving gender and development in Lesotho. It sets out measures to be adopted in order to attain gender equality and equity in all development sectors. The policy seeks to ensure equality of all opportunities between women, men, girls and boys so that developmental efforts have an equal impact on both sexes. It charts out strategies to be adopted by government, civil society and the private sector in order to mainstream gender into the different sectors of development. The Policy further addresses gender disparities that exist in the country. It facilitates integration of gender issues in development to ensure full involvement, participation, and partnership of women and men, girls and boys, taking into consideration the social, cultural, economic, civil and political environment within which they live.

The overall goal of the gender and development policy is to take gender concerns into account in all national and sectoral policies, programmes, budgets and plans in order to achieve gender equality in the development process. One of the key principles is the government undertaking to provide accessible, available and affordable sexual and reproductive health care, including family planning information and services, with particular attention to maternal and obstetric care and prevention of sexually transmitted infections, HIV/AIDS at all service areas. The policy calls for advocacy and review and repealing of laws that require married women to seek spousal consent for reproductive health services.

### The Government of Lesotho. Ministry of Health and Social Welfare, National Reproductive Health Policy, 2002

Set within the framework of primary health care strategy and the International Conference on Population and Development, this policy is aimed at addressing various reproductive health challenges and to facilitate designing and implementation of appropriate programs to address the following key challenges;

- The unacceptably high levels of maternal mortality
- The increasing rate of HIV infection including mother to child transmission of HIV and the high levels of sexually transmitted diseases
- Increasing high risk behaviour of adolescents leading to pre-marital sexual encounters, early marriage, unintended pregnancies and unsafe abortions
- The persistence of harmful practices, including imported and dangerous family health values and practices
- Consequences of gender-based violence

- Low male involvement

The guiding principles of the policy are promotion of the basic right to health and increased access to reproductive health information and services to enable couples and individuals to make informed decisions. The aim of the policy therefore is to contribute to improvements in the quality of life of all people, with emphasis on sexual and reproductive health and rights; HIV/AIDS; and gender equality and equity, including reduction in gender based violence.

The policy advocates for increased access to qualitative and affordable maternal and child health services including post abortion care. Further, the policy aims at reducing prenatal and neonatal morbidity and mortality as well as the incidence and prevalence of sexually transmitted infections including HIV/ AIDS.

#### 7. The Government of Lesotho. Policy Frame Work on HIV/AIDS Prevention, Control and Management, 2000

This Policy provides a multi-sectoral approach in the prevention, care and management of HIV and AIDS and its impact on individuals, families, communities and the society at large. The policy framework facilitates an enabling environment for the effective implementation of the national expanded response to prevent further spread of HIV/AIDS and other sexually transmitted infections. It advocates for mitigation of the adverse impact of the pandemic on the infected and affected individuals, families and communities. It aims to empower women, youth, and all vulnerable groups to protect themselves against HIV infection and calls for information, education and communication systems that promote positive and responsible sexual behaviour that will lead to abstinence, delay of initiated sexual activity, appropriate use of condoms and the reduction in the number of sexual partners.

This policy advocates for improved reproductive health services as an integral part of primary health care, promotion of STI seeking behaviour, human rights and the avoidance of discrimination. It provides a framework for up-scaling of efforts to improve access to confidential sexual and reproductive health services, parental involvement, HIV/AIDS information, counselling, testing, life skills and preventive measures.

#### 8. The Government of Lesotho. Ministry of Finance and Development Planning, The Lesotho National Population Policy for Sustainable Development, 2005

This policy provides a framework for implementation of ICPD program of action and a basis for promoting the necessary balance between the overall socio-economic development and population growth. It provides measures for improving the standard of living for all

Basotho through adoption of population programmes and strategies designed to promote sustainable development and poverty alleviation. It calls for integration of population factors into development planning, programming and policies at national and sectoral levels. This policy provides strategies for shaping the composition, size, distribution and trends in the national population. Among the key issues is the improved health service delivery in order to address the high incidence of child and maternal morbidity and mortality.

Further there is stated commitment to create awareness on the link between population and development in order for people to make rational choices regarding marriage, fertility, sexual and reproductive health and to advocate for male involvement in sexual and reproductive health issues. The policy specifically singles out strengthening of sexual and reproductive health and family planning as a desirable strategy for attaining a balanced population and development goal.

#### 9. The Government of Lesotho. Ministry of Health and Social Welfare, National Social Welfare Policy, 2002

This policy provides a framework for provision of welfare services irrespective of class, ethnicity, political and religious affiliation, gender and sexual orientation. It creates an enabling environment for individuals to have equal opportunities to develop their potential. The policy points to the greater vulnerabilities of the youth in contracting HIV/AIDS and other sexually transmitted infections because of inadequate or lack of sexual health information and services. The policy calls for energised efforts for sensitization of the youth on HIV/AIDS and early pregnancy and its implications on educational development. The government is committed to addressing teenage pregnancy and offering of support to young children as well as strengthening of law enforcement to deter sexual and physical abuse.

#### Protocol to the African Charter on Human and Peoples' Rights

For the first time in international law, this groundbreaking Protocol explicitly sets forth the reproductive right of women to medical abortion when pregnancy results from rape or incest or when the continuation of pregnancy endangers the health or life of the mother. In another first, the Protocol explicitly calls for the legal prohibition of female genital mutilation, and prohibits the abuse of women in advertising and pornography. The Protocol sets

forth a broad range of economic and social welfare rights for women.

The rights of particularly vulnerable groups of women, including widows, elderly women, disabled women and "women in distress," which includes poor women, women from marginalized populations groups, and pregnant or nursing women in detention are specifically recognized.

Lesotho has ratified the above.

## GLOSSARY OF TERMINOLOGY ON GENDER ISSUES

The following definitions have been modified from gender theorists by UN gender advisors in the field. They draw from many sources and are commonly agreed usages in the field.

### Sex

Identifies the biological differences between men and women, such as women can give birth, and men provide sperm. Sex roles are universal.

### Gender

Identifies the social relations between men and women. It refers to the relationship between men and women, boys and girls, and how this is socially constructed. Gender roles are dynamic and change over time.

### Gender Mainstreaming

Gender mainstreaming is the process of ensuring that women and men have equal access and control over resources, development benefits and decision-making, at all stages of the development process and UNDP projects, programmes and policy.

### Gender-blindness

Gender blindness is the failure to recognise that gender is an essential determinant of social outcomes impacting on projects and policies. A gender blind approach assumes gender is not an influencing factor in UNDP projects, programmes or policy

### Gender Awareness

Gender awareness is an understanding that there are socially determined differences between women & men based on learned behaviour, which affect their ability to access and control resources. This awareness needs to be applied through gender analysis into projects, programmes and policies.

### Gender-sensitivity

Gender sensitivity encompasses the ability to acknowledge and highlight existing gender differences, issues and inequalities and incorporate these into strategies and actions.

### Gender equality

Gender equality is the result of the absence of discrimination on the basis of a person's sex in opportunities and the allocation of resources or benefits or in access to services .

### Gender equity

Gender equity entails the provision of fairness and justice in the distribution of benefits and responsibilities between women and men. The concept recognises that women and men have different needs and power and that these differences should be identified and addressed in a manner that rectifies the imbalances between the sexes.

## Gender Analysis

Is the methodology for collecting and processing information about gender. It provides requires disaggregated separating data by sex, and an understanding of the social construction of gender roles, how labour is divided and valued. Gender Analysis is the process of analysing information in order to ensure development benefits and resources are effectively and equitably targeted to both women and men, and to successfully anticipate and avoid any negative impacts development may have on women or on gender relations. Briefly explain (2 lines) how gender analysis is done (tools, frameworks). Gender analysis is conducted through a variety of tools and frameworks, including those listed below.

## Sex disaggregated data

For a gender analysis, all data should be separated by sex in order to allow differential impacts on men and women to be measured.

## Gender Planning

Gender Planning refers to the process of planning developmental programmes and projects that are gender sensitive and which take into account the impact of differing gender roles and gender needs of women and men in the target community or sector. It involves the selection of appropriate approaches to address not only women and men's practical needs, but which also identifies entry points for challenging unequal relations (ie. strategic needs) and to enhance the gender-responsiveness of policy dialogue.

## Gender Roles

Gender roles are learned behaviours in a given society/community, or other special group, that condition which activities, tasks and responsibilities are perceived as male and female. Gender roles are affected by age, class, race, ethnicity, religion and by the geographical, economic and political environment. Changes in gender roles often occur in response to changing economic, natural or political circumstances, including development efforts.

Both men and women play multiple roles in society. The gender roles of women can be identified as reproductive, productive and community managing roles, while men's are categorized as either productive or community politics. Men are able to focus on a particular productive role, and play their multiple roles sequentially. Women, in contrast to men, must play their roles simultaneously, and balance competing claims on time for each of them.

## Productive roles:

Refer to the activities carried out by men and women in order to produce goods and services either for sale, exchange, or to meet the subsistence needs of the family. For example in agriculture, productive activities include plating, animal husbandry and gardening which refers to farmers themselves, or for other people at employees.

Reproductive roles:

Refer to the activities needed to ensure the reproduction of society's labour force. This includes child bearing, rearing, and care for family members such as children, elderly and workers. These tasks are done mostly by women.

Community managing role:

Activities undertaken primarily by women at the community level, as an extension of their reproductive role, to ensure the provision and maintenance of scarce resources of collective consumption such as water, health care and education. This is voluntary unpaid work undertaken in 'free' time.

Community politics role:

Activities undertaken primarily by men at the community level, organizing at the formal political level, often within the framework of national politics. This work is usually undertaken by men and may be paid directly or result in increased power and status.

Triple role/ multiple burden:

These terms refer to the fact that women tend to work longer and more fragmented days than men as they are usually involved in three different gender roles — reproductive, productive and community work.

## GENDER NEEDS

Leading on from the fact that women and men have differing roles based on their gender, they will also have differing gender needs. These needs can be classified as either strategic or practical needs.

Practical Gender Needs (PGN): Practical gender needs are the needs women identify in their socially accepted roles in society. PGNs do not challenge, although they arise out of, gender divisions of labour and women's subordinate position in society. PGNs are a response to immediate and 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.

Strategic Gender Needs (SGN): Strategic gender needs are the needs women identify because of their subordinate position in society. They vary according to particular contexts, related to gender divisions of labour, power and control, and may include issues such 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. They are more long term and less visible than practical gender needs.

## ACCESS AND CONTROL OVER RESOURCES

Access and Control: Productive, reproductive and community roles require the use of resources. In general, women and men have different levels of both access (the opportunity to make use of something) to the resources needed for their work, and control (the ability to define its use and impose that definition on others) over those resources.

Resources: Resources can be economic: such as land or equipment; political: such as representation, leadership and legal structures; social: such as child care, family planning, education; and also time — a critical but often scarce resource.

WID and GAD: What are the Differences:

Women in Development (WID) and Gender and Development (GAD) are sometimes used interchangeably, but there are some basic differences. The WID approach was developed in the 1970s, with the objective of designing actions and policies to integrate women fully into development. The GAD approach was developed in the 1980s with the objective of removing disparities in social, economic and political equality between women and men as a pre-condition for achieving people-centred development. Both approaches are still in use and are applicable in different situations. The chart below highlights the main differences.

## POLICY APPROACHES TO WOMEN AND GENDER IN DEVELOPMENT

	Women in Development (WID)	Gender and Development (GAD)
The Approach	An approach which views women's lack of participation as the problem	An approach to people centered development
The Focus	Women	Relations between women and men
The Problem	The exclusion of women (half of the productive resource) from the development process	Unequal relations (between women and men, rich and poor) that prevents equitable development and women's full participation
The Goal	More efficient, effective development	Equitable, sustainable development with men and women sharing decision-making and power.
The Solution	Integrate women into existing structures	Empower the disadvantaged and women Transform unequal relations and structures

The Strategies

Women only projects

Women's components

Integrated projects

Increase women's productivity

Increase women's income

Increase women's ability to manage the household

Identify/address practical needs determined by women and men to improve their condition

At the same time address strategic gender needs of women and men

Address strategic needs of the poor through people centred development

## Gender-Sensitive and Sex-Specific Indicators

Gender sensitive indicators compare the situation of males to that of females, and show an aspect of their relative advantage (disadvantage). They can be constructed in several ways:

- Female (or male) share of a total (when it is evident that the total comprises the female share and the male share): 50% indicates gender equality.

Example: Women's share of seats in legislative bodies

- Ratio between a female and male characteristic: 1 indicates gender equality.

Example: The ratio between girls' and boys' school enrolment rates.

- Female characteristic as percentage of male characteristic (or vice versa): 100% indicates gender equality.

Example: Average female weekly earnings as percentage of male weekly earnings.

1. • Difference between the female characteristic and the male characteristic (or vice versa): 0 indicates gender equality.

Example: Average number of hours women spend on housework minus average number of hours men minus average number of hours men spend on housework.

Source for gender-sensitive and sex-specific indicators: Progress of the World's Women, UNIFEM 2000.

Gender-related development index (GDI) Rank A composite index measuring average achievement in the three basic dimensions captured in the human development index—a long and healthy life, knowledge and a decent standard of living—adjusted to account for inequalities between men and women.

Gender empowerment measure (GEM) Rank A composite index measuring gender inequality in three basic dimensions of empowerment —

## International chronology of women's and gender events/documents at the United Nations

- 1945 UN Charter adopted which is the first international instrument to establish the principle of equality between men and women.
- 1946 Commission on the Status of Women is established.
- 1948 The Universal Declaration on human rights addresses discrimination against women in Article 2.
- 1949 UNGA adopts the Convention for the Suppression of the Traffic in Persons and the Exploitation of the Prostitution of Others. Calls for the punishment of those procuring others for prostitution.
- 1951 ILO adopts the Convention Concerning Equal Remuneration for Men and Women Workers for Work of Equal Pay.
- 1952 Adoption of the International Convention for the Political Rights of Women.
- 1955 ILO issues a Convention on Maternity Protection
- 1957 Convention on the Nationality of Married Women is adopted.
- 1958 Discrimination (Employment and Occupation) Convention promotes equality of rights between men and women in the workplace.
- 1960 Convention against Discrimination in Education adopted by the General Conference of UNESCO paves the way for equal educational opportunities for girls and women.  
ILO adopts the Convention Concerning Discrimination in Respect to Employment and Occupation.
- 1962 Convention on the Political Rights of Women commits Member States to allow women to vote and hold public office on equal terms with men.
- 1963 Convention on Consent to Marriage, Minimum Age for Marriage and Registration of marriages decrees that no marriage can occur without the consent of both parties.
- 1965 International Covenant on Economic and Social Rights deals with working conditions, social protection, standard of living, physical and mental health, education, enjoyment of the benefits of cultural freedom and scientific progress.

- 1966 International Covenant on Civil and Political Rights guarantees that all individuals shall enjoy civil and political rights without distinction on the basis of sex or other grounds, especially the right to life and liberty, freedom from arbitrary arrest and detention, from torture or cruel/inhuman/degrading punishment, freedom of thought, conscience, religion, expression, association, equality of right within marriage and under protection of the law. Since 1995, ratifying states are requested to provide information on factors affecting equal enjoyment of rights by women under each article.
- 1967 UNGA adopts the Declaration on the Elimination of All Forms of Discrimination Against Women. Affirms that "discrimination against women, denying or limiting as it does their equality of rights with men, is fundamentally unjust and constitutes an offence against human dignity".
- 1972 UNGA designates 1975 as the International Women's Year (IWY)
- 1974 Declaration on the Protection of Women and Children in Emergencies and Armed Conflicts
- ECOSOC calls for a world conference on women to be held in conjunction with International Women's Year.
- 1975 International Women's Year Tribune in Mexico City adopts first World Plan of Action.
- UNGA declares 1976 -1985 the UN Decade for Women.
- 1976 UNGA establishes UNIFEM (then named the United Nations Voluntary Fund for the UN Decade for Women) and INSTRAW the UN International Research and Training Institute for the Advancement of Women).
- 1979 UNGA adopts Convention on the Elimination on all forms of Discrimination Against Women (CEDAW). Described as the international bill of rights for women, prohibits any distinction, exclusion or restriction made on the basis of sex that impairs or nullifies human rights and fundamental freedoms of women in all areas.
- 1980 Second UN World Conference on Women held in Copenhagen. It adopts a Programme of Action for the second half of the decade.
- INSTRAW becomes operational as an autonomous body within the UN.
- 1982 The Committee on the Elimination of All forms of Discrimination Against Women holds its first meeting.

- 1984 The UN Voluntary Fund for the Decade for Women becomes an autonomous body in association with UNDP (UN Development Programme) and is re-named the UN Development Fund for Women (UNIFEM).
- 1985 Third World Conference on Women held in Nairobi adopting the Forward Looking Strategies (FLS) for the Advancement of Women to the Year 2000.
- 1986 First World Survey on the Role of Women In Development is published by the UN.
- 1988 UN Women's Indicators and Statistics database (WISTAT) becomes operational as the focal point for the compilation of worldwide statistics on women.
- 1990 Commission on the Status of Women reviews the implementation of the FLS and recommends the convening of the Fourth World Conference on Women.
- 1991 UN World Summit for Children, New York.
- 1991 The World's Women: Trends and Statistics first published by the UN.
- 1992 The UN Conference on Environment and Development (UNCED) held in Rio.
- 1993 UN World Conference on Human Rights held in Vienna.  
UNGA adopts Declaration on the Elimination of Violence Against Women. Cites violence against women as "one of the crucial mechanisms by which women are forced into a subordinate position compared with men".
- 1994 Commission on Human Rights appoints a special rapporteur on violence against women to collect data and recommend measures to eliminate such violence and its causes.
- UN International Conference on Population and Development, Cairo.
- 1995 UN Fourth World Conference on Women held in Beijing, China produced the Beijing Declaration and Platform for Action
- 1996 UN World Summit for Social Development, Copenhagen.  
Second edition of The World's Women: Trends and Statistics published.  
The Secretary General appoints Assistant Secretary -General Rosario Green as the first Senior Advisor to the SG on gender issues.

- 1996 UN Expert Group Meeting on the development of guidelines for the integration of gender perspectives issues into human rights activities and programmes.  
First meeting of the UN Inter Agency Meeting of Women and Gender Equality (IAMWGE)
- 2000 Beijing +5 Political Declaration and Outcome Document.
- UN Commission on Human Rights adopts a resolution on Land Property and Housing, the first time a resolution on women's issues has been adopted under a mainstream agenda item of the UNCHR.
- UN Security Council Resolution 1325 on Women, Peace and Security
- Third edition of The World's Women: Trends and Statistics published.
- 2001 UN Asia - Pacific Regional Symposium On Gender Mainstreaming.
- 2002 Statute of the International Criminal Court enters into force, making rape as a weapon of war a crime against humanity.

Sources: United Nations (1996). The United Nations and the Advancement of Women 1945 -1996. New York : United Nations Department of Public Information.

United Nations Development Programme (2001). Gender Briefing Kit, Gaborone, Botswana: UNDP

WomenWatch website

## How to Mainstream Gender in a Project Document:

### QUESTIONS FOR PROJECT DOCUMENT

What aspects of gender issues have been raised in this prodoc?

How have they been addressed?

What other gender issues may arise that have not been forecast in the prodoc?

How could these be addressed?

What additional resources (human/financial) would be required to address these issues?

What additional data is required to make an informed gender analysis of this prodoc?

How would you suggest this information be sought?

## MAINSTREAMING GENDER INTO PROJECTS

### What is gender?

Gender is different from sex. Sex identifies the biological differences between males and females, while gender is all the cultural, social and economic characteristics that make women and men act differently and take on different roles in the home, workplace and society.

### What is gender mainstreaming?

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

(E.1997.L.O. Para.4. Adopted by UN Economic and Social Commission 17/7/97)

PROCESS = Mainstreaming

### Why mainstream gender?

- Good gender planning makes good economic sense so that women as well as men are active, using 100% of the productive labour force.
- Studies have shown that discrimination based on gender increases poverty, slows economic growth and weakens governance.
- To promote gender equality is to promote fundamental human rights.

### How do you mainstream gender?

Gender must be integrated into ALL stages of the project cycle. Checklists like the one below can be used:

## Project formulation and design

1. Ensure gender is addressed during fact-finding missions and incorporated into the project concept/outline paper, overviewing the different roles, functions and needs of women and men in the sector;
2. Ensure gender is incorporated into the terms of reference for the identification/formulation mission to address and analyse the issue;

## GOAL = Equality

3. Employ a gender specialist or a social development specialist with gender expertise to assist in the design, monitoring and evaluation of the project.
4. Separate data by sex in all baseline studies and identify gender specific indicators from the baseline studies;
5. Undertake participatory rural appraisal activities that actively involve commune-level women and men actively;
6. Consult with national women's machinery at the appropriate level (national, district, community) in the design and monitoring of the project;
7. Obtain copies of, and refer to the post-Beijing national plan of action where they exist and any relevant ministerial plans of action.
8. Assess the gender capacity of the implementing institutions as a part of overall capacity development;
9. Identify gender related linkages with other projects and programmes and incorporate them into the documentation.

## Issues to remember:

- Identify any anticipated negative impacts of the project on women and men (e.g. increased workload, loss of access to resources such as credit, water, land and technology);
- Identify any constraints to women's participation and make concrete recommendations for increasing women's involvement (e.g. ensure that meetings are not held outside work hours, or that childcare needs are considered).

## Project implementation and monitoring

1. Involve national and international gender specialists in project monitoring;
2. Consult with the national machinery and women's groups to ensure that women's needs are addressed in project activities;
3. Devise and measure gender indicators to differentiate male and female beneficiary outcomes;
4. Ensure programme staff monitor project disbursements to ensure that inputs are used in such a way as to ensure women have equal access to project resources and benefits;
5. Strive towards equal representation of women and men in project management and meetings (meeting the 30% UN target set in the Beijing Platform for Action as a minimum);

6. Ensure gender issues are raised/on the agenda for meetings and reviews;
7. Ensure progress reports detail data disaggregated by sex and that they analyse gender issues;
8. Conduct gender analysis training for staff and implementing partners ;
9. Encourage ongoing learning and training on gender for all staff;
10. Integrate gender issues as part of the curriculum in all training courses;
11. Encourage women and men to apply for non -traditional jobs and headhunt qualified women/men if an adequate number do not apply. Ensure a gender balance on interview panels;
12. Strive towards equal representation of men and women in all training activities incountry and overseas (meeting the 30% UN target set in the Beijing Platform for Action as a minimum);
13. Implement family friendly work practices, for example flexible work hours; and
14. Develop a plan for strengthening the capacity of implementing agencies to be gender responsive in the long term.

#### Project Review and Evaluation

1. Ensure that mission TOR require relevant gender expertise/ experience;
2. Brief all mission members on relevant gender issues and provide documentation;
3. Ensure the programme staff understands and applies gender indicators of success; and
4. Review draft evaluation report carefully to ensure that gender related omissions and successes are reflected.

### UNDP Guideline/Checklist on Mainstreaming Gender Equality

The following Guideline/checklist can be used both as a guide to the activities that may be considered in order to mainstream gender equality considerations in UNDP country office activities and as a tool to assist in monitoring and reporting upon gender mainstreaming activities.

The Guideline/checklist is complementary to the Guidance Note on Gender Mainstreaming (UNDP 1997) and the Terms of Reference for the UNDP Country Office gender focal point function (UNDP 1998).

#### Programme

##### A. Country programming, including priority -setting.

1. Has relevant gender information, especially socio -economic information been identified and collated in such a way as to be included in country programming planning discussions?
2. Is background data/situation analyses disaggregated by age, sex and ethnic origin?
3. How far have gender specialists and representatives of women at all levels been consulted throughout the process?
4. How far have programming missions been briefed on gender issues?
5. Has attention been paid to the inclusion gender equality concerns in macro -economic and public administration programming in particular, including the linkages between micro, meso and macro levels of analysis and policy -making?

##### B. Project and programme formulation.

1. Have gender issues relevant to each project/programme, including gender impact and anticipated outcomes, been systematically identified, and updated as appropriate?
2. How far have UNDP staff members informed themselves substantively of the gender dimensions of the development problem(s) to be solved?
3. How far have individuals and women's NGOs with knowledge and experience of gender mainstreaming participated in project identification, formulation and appraisal?
4. Do the terms of reference of project/programme formulation missions reflect a requirement of relevant gender knowledge and experience?
5. Have women been consulted equally with men during the formulation process, especially female beneficiaries?
6. Have mission members been briefed on gender issues?
7. Has the proportion of TRAC allocated to the attainment the advancement of women been clearly indicated?
8. Have gender-related linkages with other projects and programmes been identified and incorporated in documentation?
9. Has all background information been disaggregated by age, sex, and ethnic origin?
10. Have relevant gender issues been raised at project appraisal meetings, ensuring discussion of the impact of the project on gender equality in the programme country?

##### C. Project and programme implementation

1. Have all possible steps been taken to ensure gender balance in project staff (including full briefing of UN Office of Project Services on gender balance priorities)?

2. Has gender balance in project training been ensured?
3. How far has gender balance among participants in all project meetings been attained?
4. Do UNDP staff raise relevant gender issues in project monitoring meetings and Tripartite Review meetings?
5. Do Programme and Project Evaluation Reports (PPERs) reflect gender issues, and is all information disaggregated by sex?
6. Do programme staff include gender knowledge and experience as a requirement for all mission terms of reference?
7. Are all backstopping missions briefed on gender issues?
8. Do final project reports systematically identify gender gaps and gender -related project successes?
9. Do programme staff monitor project disbursements to ensure that inputs are used in such a way as to ensure equality of outcome for both women and men project/programme beneficiaries?

#### D. Gender sensitive project/programme evaluation.

1. Do evaluation mission terms of reference require relevant gender expertise and experience?
2. Are evaluation mission members briefed on relevant gender issues and provided with documentation?
3. Do programme staff review the draft evaluation report to ensure that gender -related omissions and successes in the project/programme are reflected?
4. Do programme staff understand and apply process indicators of success?

#### E. Policy advice and dialogue.

1. Is Country Office documentation reflecting UNDP core messages on gender equality issues and analysing local gender -related priorities available to contribute to policy dialogue?
2. Has all information used in policy dialogue been disaggregated by age, sex and ethnic origin?
3. Do UNDP staff participate actively in policy dialogue meetings as requested, raising gender equality concerns as appropriate?
4. Has a strong collaborative relationship with the Government regarding gender equality considerations been established, including with, but not limited to, the national machinery for the advancement of women?

#### F. Country Office resource mobilisation activities.

1. Has specific information on the gender equality policies of Government and donors been identified and shared, particularly in the context of follow -up to global conferences?
2. Is summary information on the gender dimensions of UNDP activities, systematically prepared and distributed as appropriate?
3. Are governments and donors informed on UNDP's core messages on gender equality?
4. Do all project/programme briefs and summaries reflect the relevant gender equality dimensions?
5. Do UNDP staff members actively interact with government and donor personnel, including gender equality dimensions appropriately in all discussions?

G. Country Office meetings of all kinds, and inter -agency and NGO meetings .

1. Are UNDP staff members consistently aware of the relevant gender issues when attending meetings of all kinds?
2. Do UNDP staff members consistently raise the relevant gender issues at meetings in a concise, effective and relevant manner?
3. Do UNDP staff members consistently support colleagues when they raise gender issues at meetings?
4. Do UNDP staff members, especially senior management, seek to ensure gender balance in all committees, sub -committees and decision -making fora?
5. Do UNDP staff members systematically network and get briefed on gender equality issues prior to a key meeting in order to facilitate the positive outcome of the meeting with regard to these issues?
6. Do official responsibilities at meetings (chair, agenda setting, minutes, rapporteur) rotate among staff on a systematic basis?

H. Gender training and briefing sessions for Country Office staff.

1. Have the needs of UNDP staff members for training or information on gender mainstreaming been identified?
2. Have these needs been analysed so as to identify the most effective means of meeting them (training, briefing, weekly consultation, one -on-one discussion, etc.)?
3. Has training or capacity building been provided to meet these needs?
4. Have relevant documentation and training materials been identified and provided?
5. Is gender equality information systematically prepared and presented at meetings, in order to ensure productive discussion of gender issues and learning by participants?
6. Have appropriate monitoring mechanisms to measure the impact of training on improved performance been established?

I. UNDP-convened special events (workshops, seminars, press conferences, launchings, receptions, etc.)

1. Have gender equality priorities been reflected in the selection of topics and agendas for special events?
2. Are there consistent mechanisms in place to ensure that women and men participate equally in special events as speakers, chairpersons, decision -makers etc. and are equally consulted during preparations and follow -up?
3. Are all participants made aware of the gender dimensions of the special event, through background documentation, presentations, agenda -setting and through the discussions at the meeting?
4. Is the press routinely informed of the gender dimensions of UNDP special events?

J. Representation of UNDP gender equality activities in the public arena, especially in the local media.

1. Have contacts with members of the local press corps who are sympathetic to gender equality been systematically built up?
2. Has the press been fully briefed on UNDP's gender equality priorities and gender -related activities?
3. Has a briefing note or brochure on the Country Offices gender mainstreaming priorities and activities been prepared and distributed to the press?

K. Gender balance in Country Office and in programme/project national staff recruitment.

1. Do the terms of reference for all posts include require gender sensitivity and/or gender expertise?
2. Do all staffing advertisements indicate that UNDP is an equal opportunity employer?
3. Do recruitment, promotion and Management Review Group meetings, and the training committee, include the appropriate gender concerns in their discussions, especially with regard to the career development and promotion of female staff members?

L. Gender equality in Country Office administration budget allocations.

1. Does the annual Country Office budget exercise take into account the relevant gender equality considerations in planning for staff training, both with regard to gender balance among staff trained, and the substantive content of training provided?
2. Are gender equality issues taken into account in local procurement of goods and services? Examples include: procuring only from firms that practice gender equality, that apply ILO conventions with regard to the employment of women and children, that have maternity leave policies in place or provide crèches for their employees?
3. Do DSS disbursements, and those of other facilities controlled by the Resident Representative/Resident Co-ordinator, reflect gender equality and gender balance in terms of both issues supported and the consultants recruited?

### Checklist for evaluating research proposals

Members: Who will be involved in the gathering and analysis of data? Is gender balance and a gender perspective ensured?

Target population: Is the situation of both genders going to be researched? Will data be disaggregated by gender?

Methodology: What methodology will be used? Is it sensitive to both men's and women's particular needs?

Analysis: Does the research include gender as an important variable in determining social processes? Are other aspects such as ethnicity, social-economic status, geographical location considered?

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

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

6. Formulating policy or project interventions from a gender perspective  
Choosing what is the correct course for a policy or project formulation is always debatable. However, it involves balancing a number of crucial considerations, including:  
Efficiency-cost benefit analysis;  
Effectiveness-the degree to which your goal will be met,  
Social justice, including gender equality -the extent to which social and historical disadvantages between different groups in society are addressed and compensated.

#### Gender impact checklist

What are the benefits for men and women (in terms of financial and human resources) that will be provided during the implementation of projects or programs?

What are the costs for men and women (in terms of financial and human resources)?

What are the perceptions of men and women regarding the costs and benefits?

#### Gender integration checklist

Introduction and Background : Is gender dimension being emphasized? Does the justification include convincing arguments for gender mainstreaming?

Goal: Does the goal of the proposed intervention reflect the needs of both men and women? Does the goal seek to correct gender imbalances through addressing practical needs of men and women? Does the goal seek to transform the institutions that perpetuate gender inequality?

Target beneficiaries: Is there a gender balance within the target beneficiary group?

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

Activities: Do planned activities involve both women and men?

Indicators: Have indicators been developed to measure progress towards the fulfillment of each objective?

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

Monitoring and evaluation: Does the monitoring and evaluation strategy include a gender perspective?

Risks: Has the greater context of gender roles and relations within society been considered as a potential risk (i.e., stereotypes or structural barriers that may prevent full participation of men and women in the public sphere)?

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

Annexes: Are any relevant research papers included as annexes particularly those that provide sound justification for your attention to gender?

Communication strategy: Has a communication strategy been developed for informing various audiences about the existence, progress and importance of the project from a gender perspective?

## PART I GENDER MAINSTREAMING CHECKLIST FOR PROJECT OR POLICY DOCUMENTS:

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

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

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

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

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

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

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

Monitoring and Evaluation: Does the monitoring and evaluation strategy include a gender perspective? Will it examine both substantive (content) and administrative (process) aspects of the intervention? (see Steps 9 and 10)

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

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

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

Communication Strategy: Has a communication strategy been developed for informing various publics about the existence, progress and results of the project from a gender perspective?

## PART I 7. MONITORING: KEEPING A (GENDER -SENSITIVE) EYE ON THINGS

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

- I. LEVELS OF MONITORING
- II. GENDER-SENSITIVE MONITORING PLANS
- III. GENDER-SENSITIVE TARGETS AND INDICATORS

### I. LEVELS OF MONITORING:

Monitoring should take place at two different levels;

Monitoring progress towards fulfilling substantive goals and objectives ;

Monitoring the implementation process

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

When monitoring progress towards substantive goals and objectives, indicators must be developed that track the delivery of specified outputs (activities) and outcomes (impact). When monitoring the implementation process, targets and indicators must be developed that track the extent to which the process itself is gender -sensitive. Monitoring the process will:

- allow you to identify hindrances and gaps in the process that can be immediately redressed
- allow you to improve the design of future initiatives
- document obstacles to mainstreaming that can be later addressed in a wider institutional context

Questions to consider in monitoring the process might include:

- Are men and women equally participating in project decision -making?
- Are men and women treated with equal respect, as decision -makers, implementers and participants?
- Are those involved in project implementation continually motivated to maintain a gender perspective (opportunities to update their gender knowledge and skills, and discuss gender issues in a non -judgemental environment)?

## II. GENDER-SENSITIVE MONITORING PLANS

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

who is responsible for monitoring tasks ;

how other stakeholders will participate in the monitoring process ;

when monitoring will take place ;

what tools will be used to record observations what mechanisms exist to review progress (periodic appraisal or review sessions)

## III. GENDER-SENSITIVE TARGETS AND INDICATORS TARGETS:

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

Effective targets are:

- progressive but realistic
- time-bound
- measurable

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

## INDICATORS:

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

Effective indicators are:

- comparable longitudinally (over time) – indicators that are measured only once cannot show signs of progress or decline
- comparable with other countries, regions or target audiences
- measurable – you need to be able to quantify or categorize your results
- precise – choose indicators whereby effects of external and environmental factors, other than those you hope to measure, are minimized
- selective and representative – too many indicators are difficult to track

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

### How Do I Develop Indicators?

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

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

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

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

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

Identifying the source of such information

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

### Quantitative vs Qualitative Indicators and Sources of Data

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

Common sources:

- censuses
- labour-force surveys
- administrative records
- target population-based sociological surveys

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

Common sources:

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

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

## Resource 6 Gender and poverty

Why is gender equality relevant to poverty reduction strategies?

Women face a higher risk of poverty than men. Discrimination against women in social practices and law result in their over-representation among the poor. As a result of their subordinate position, women also face greater difficulties than men in surviving and overcoming poverty. In addition, responsibilities assigned to women for care of children and other family members mean that the experience of poverty is different for women than men. This means that:

? Poverty reduction strategies must take account of differences between women and men in resources and opportunities, and include measures to address the factors that particularly constrain women. Poverty reduction initiatives that do not pay specific attention to the situation of women will not necessarily reach or benefit women.

? Longer-term strategies for women's empowerment (including removal of the factors that particularly constrain women) are essential for poverty elimination.

## Resource 7 Gender and Governance

Why is gender equality relevant to governance?

“Current governance structures heavily favour men. An unequal sharing of power leads to an unequal sharing of resources. The family and community should be seen as sites of governance, since they are places where people interact and power is exercised. Furthermore, these sites exist

interdependently with local, national, and international levels of government, and the state of gender relations between these two spheres of family and government must both be recognised.

Gender equality in governance is necessary to ensure women have equal economic, social, and

political opportunities. Governing institutions must be reformed to ensure there are opportunities

for women to represent and be represented. Governance reforms must secure opportunities for

women to contribute to the public policy process and empower women through increased access

to economic activities, education and legal rights. A systemic governance framework can address

the needs for equity of access to opportunities and assets and provide the enabling environment to

rectify gender imbalances and promote the participation of women.”

(From: UNDP and Governance: Experiences and Lessons Learned. UNDP. Management Development and Governance Division, Lessons -Learned Series No. 1, section 8.1.

<http://magnet.undp.org/Docs/gov/lessons1.htm> )

UNDP on-line resources on gender and governance

In the GIDP Monograph Series

(<http://www.undp.org/gender/resources/monograph.html> ):

- Gendered Governance: An Agenda for Change. GIDP Monograph #3, March 1996. (Georgina Ashworth). <http://www.undp.org/gender/resources/mono3.html>

- Women’s Leadership and the Ethics of Development. GIDP Monograph #4, March 1996. (Bella Abzug and Devaki Jain.) <http://www.undp.org/gender/resources/mono4.html>

- Panchayat Raj: Women Changing Governance . GIDP Monograph #5, August 1996. (Devaki Jain.) <http://www.undp.org/gender/resources/mono5.html>

- Urban Governance: Why Gender Matters . GIDP monograph #1, March 1996. (Jo Beall.) <http://www.undp.org/gender/resources/mono1.html>

The Management Development and Governance Division (MDGD) has a useful website on their

programme, operational resources (such as learning tools), and documents produced:

<http://magnet.undp.org/>. On this site, check documents by thematic area, gender and governance

theme, for new documents as they are produced. Current documents are:

- Tracking Gender Mainstreaming in MDGD Activities. MDGD, September 1998. This paper focuses on the procedures for integrating gender rather than the substantive links between gender equality and governance issues; it outlines checklists to track gender mainstreaming in MDGD programmes. <http://magnet.undp.org/Docs/Gender/TESTGEND.HTM>

- Aide Memoire: Women and Political Participation: 21st Century Challenge. For meeting 24-

- 26 March 1999, New Delhi. <http://magnet.undp.org/events/gender/india/Aidparf.htm>
- UNDP and Governance: Experiences and Lessons Learned. MDGD, Lessons-Learned Series No. 1, October 1998. General on lessons learned, some references to gender equality issues. <http://magnet.undp.org/Docs/gov/lessons1.htm> )
- See also UNDP's policy documents on governance:
- Governance for Sustainable Human Development. A UNDP Policy Document. January 1997 (English, French and Spanish). <http://magnet.undp.org/policy/default.htm>
  - Integrating Human Rights with Sustainable Human Development. A UNDP Policy Document . January 1998 (English, French and Spanish). <http://magnet.undp.org/Docs/policy5.html>
- Project experiences
- see UNDP's Gender Good Practice Database on GIDP website (use search tool to select examples by theme and region): <http://www.undp.org/gender/practices/completed.html>
  - See UNIFEM page on Engendering Governance and Leadership, and links to sub-themes of Policy & planning, Legislation & constitutional reform, Leadership in decision-making, for summaries of UNIFEM project activities: <http://www.unifem.undp.org/gender.htm>
- Other resources
- See UNIFEM page on Engendering Governance and Leadership, which provides links to various resources: <http://www.unifem.undp.org/gender.htm>
  - Achola Pala Okeyo. Gender and Democracy: the Unfinished Agenda. UNIFEM, September 1997. <http://www.unifem.undp.org/gen&dem.htm>
  - Achola Pala Okeyo. Shaping the Governance Agenda. UNIFEM: 1 997. <http://www.unifem.undp.org/shaping.htm>
  - UN Division for the Advancement of Women, Fact Sheet on Women and Decision-making. <http://www.un.org/womenwatch/daw/public/womingov.htm>
  - UN Division for the Advancement of Women, Women 2000: Women and Decision-making (October 1997). <http://www.un.org/womenwatch/daw/public/w2oct97.htm>
  - Status of Women Canada. Gender-Based Analysis. A Guide for Policy Making. Ottawa:, government of Canada, 1996. <http://www.swc-cfc.gc.ca> (see publications section).

## Resource 11 Gender and the Environment

Why is gender equality relevant to the environment?

- both women and men have productive roles in relation to natural resources, and the (usually different) roles of each must be taken into account for effective programme design in initiatives for environmental sustainability
- unequal access to assets and resources results in insecurity of access to land by women, with consequences for their ability to adopt environmentally sustainable practices, which has implications for policy on land tenure and programmes related to agriculture
- women and men are often differently affected by environmental degradation because of different work patterns and tasks of women and men in both the workforce and the household

UNDP on-line resources on gender and the environment

- For information on UNDP's "Pro-poor, gender and environment sensitive budgets project" (including description of the project and links to the papers and workshop reports), see: <http://www.undp.org/poverty/initiatives/budgets.htm> .  
Project experiences
- see UNDP's Gender Good Practice Database on GIDP website (use search tool to select examples by theme and region): <http://www.undp.org/gender/practices/completed.html>

Globally, women make up nearly half the adults (aged 15-49) living with HIV. However, where heterosexual sex is a dominant mode of HIV transmission, women, particularly young women, are at greatest risk. In sub-Saharan Africa, 57 percent of those living with HIV are female. In the Caribbean, young women aged 15-24 are almost twice as likely to be infected as young men. And in South Africa, Zambia and Zimbabwe, young women are three-to-six times more likely to be infected than men of the same age group. (latest data as per the UNAIDS 2005 Report will be inserted.)

There are multiple reasons for the growing feminization of the AIDS epidemic. Women are more vulnerable to HIV infection than men – biologically, socially and economically.

Women often lack the power to refuse sex or to negotiate safe sex in their intimate relationships. And when they do have unprotected intercourse, women face a greater risk of becoming infected than men. Moreover, most women and girls still lack basic information on how to protect themselves. Sexual violence is a driver of the epidemic among women, and older men often seek out young women for sexual relations. For married women, a significant risk factor is the present or past sexual behaviour of their husbands, over which women have little, if any, control. For women with limited opportunities, transactional sexual relationships can be an important survival mechanism. This 'survival' sex is often inter-generational, taking place between a girl or young woman and an older man, who is more likely to be HIV-positive than a partner the girl's own age. AIDS is not only a threat to women's health and survival. It also increases their domestic burdens. Women and girls provide the lion's share of home-based care for those who are ill, as well as support for affected families. Female-headed households are more likely to take in children orphaned by AIDS, in effect providing a social safety net for families whose members have died. Tending to the sick and dying can be traumatic and exhausting in itself. But it also leaves women less time to earn an income or learn new skills, and girls less time to attend school. This reduces educational and economic opportunities and independence, and increases vulnerability to exploitative relationships.

## ADDRESSING THE FEMINIZATION OF THE EPIDEMIC

AIDS is a manifestation of inequality. In many developing countries, its spread is embedded in a socio-economic context in which men have greater social, economic and legal status and access to resources, and women have comparatively little power, limited legal rights, less access to information, and fewer ways to earn a living. Tackling the spread of HIV among women and girls consequently requires an understanding of the structural causes of inequality and addressing them head-on. Several areas of intervention are key:

- ‡ Empowering women and girls, and advancing women's human rights;
- ‡ Addressing obstacles that limit women's access to treatment and care, including stigma and fear of social censure, ostracism and violence at the hands of intimate partners;
- ‡ Addressing unequal property and inheritance rights that can leave women impoverished and vulnerable to exploitation and violence when husbands or parents die;
- ‡ Enlisting men as partners in social change, particularly in terms of challenging gender stereotypes that disempower women and encourage multiple sexual partners for men and sexual ignorance for women; ending sexual violence; and preventing HIV infection by using condoms;
- ‡ Ensuring that data on the epidemic are disaggregated by sex to better understand who is most affected;

| Supporting women and girls who are caring for orphans;  
| Promoting women's leadership and involving women  
living with HIV in responding to the epidemic.

#### WEBSITES

HIV/AIDS Group, Bureau for Development Policy, UNDP  
(<http://www.undp.org/hiv>).

The Gender and HIV Web Portal, sponsored by UNIFEM  
and UNAIDS, available at: <http://www.genderandaids.org>

## GENDER and the Millennium Development Goals (MDGs)

The Millennium Development Goals, or MDGs, are an integrated set of eight goals and 18 time-bound targets for extending the benefits of globalization to the world's poorest citizens. The goals aim to stimulate real progress by 2015 in tackling the most pressing issues facing developing countries – poverty, hunger, inadequate education, gender inequality, child and maternal mortality, HIV/AIDS and environmental degradation. UNDP helps countries formulate national development plans focused on the MDGs and chart national progress towards them through the MDG reporting process.

In most developing countries, gender inequality is a major obstacle to meeting the MDG targets. In fact, achieving the goals will be impossible without closing the gaps between women and men in terms of capacities, access to resources and opportunities, and vulnerability to violence and conflict. Millennium Development Goal 3 is 'to promote gender equality and empower women'. The goal has one target: 'to eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015'. Four indicators are used to measure progress towards the goal: the ratio of girls to boys in primary, secondary and tertiary education; the ratio of literate women to men in the 15-to 24-year-old age group; the share of women in wage employment in the non-agricultural sector; and the proportion of seats held by women in national parliaments. The existence of a separate goal on gender equality is the result of decades of advocacy, research and coalition-building by the international women's movement. Its very existence demonstrates that the global community has accepted the centrality of gender equality and women's empowerment to the development paradigm – at least at the rhetorical level.

Yet the gap between rhetoric and reality persists: the 2005 primary and secondary school parity target will likely be missed. But even if it were achieved, it is hardly sufficient to ensure the full participation of women in the political and economic lives of their countries. Much more is needed: full reproductive health rights and access to services, guarantee of equal property rights and access to work, affirmative action to increase political representation, and an end to violence against women and girls. To realize the MDGs, governments and their partners must seriously and systematically 'engender' efforts to achieve all the goals. But today, the gender focus is largely limited to the gender equality, maternal mortality, and HIV/AIDS goals – leaving out critical development issues such as the feminization of poverty, the preponderance of female-headed households among the hungry, and the lopsided impact of environmental degradation on women (particular in terms of time spent gathering fuel and hauling water).

### MAKING MDG REPORTING GENDER-SENSITIVE

Gender experts and advocates have suggested several concrete ways to make the MDG implementation and reporting process more gender-sensitive. Two complementary approaches include adding targets and indicators to Millennium Development Goal 3 (on gender equality and women's empowerment), and disaggregating the targets and indicators for the other goals by gender. Both deserve UNDP support.

The UN Millennium Project Task Force on Education and Gender Equality<sup>1</sup> suggests that national governments add additional targets, beyond the education target, under the gender equality and women's empowerment goal. Recommended targets include:

- | Ensure universal access to sexual and reproductive health services through the primary health care system;
- | Eliminate gender inequality in access to assets and employment;
- | Achieve a 30 percent share of seats for women in national parliaments;
- | Reduce by half the lifetime prevalence of violence against women.

The task force also suggests that national governments add additional indicators for tracking progress towards the gender goal. Their recommendations include:

- | Completion rates (in addition to enrolment rates) for primary and secondary school;
- | Economic indicators such as gender gaps in earnings, sex-disaggregated unemployment rates and occupational segregation by sex;
- | Prevalence rates for domestic violence in the past year.

Another option is to add at least one gender-specific indicator not just to the gender goal, as suggested above, but also to the set of indicators for all the goals and targets. A recent UNDP review of National MDG Reports<sup>2</sup> argues that adding more indicators for each and every target, ideal though it would be, is not feasible given country capacity and workload considerations as well as the availability of data. Instead, the report recommends providing sex-disaggregated data and qualitative information on gender issues across goals and targets, and gives practical suggestions on how to do so:

- | Involve women's groups and gender experts in consultations on all the goals;
- | Support independent studies using rapid participatory methodologies to collect qualitative information on key gender dimensions of goals and targets;
- | Share draft reports with independent gender experts for review;
- | Support efforts to sensitize statisticians involved in collating and processing MDG tracking data to the gender dimensions of the mandatory indicators under each goal;
- | Support the collection of sex-disaggregated data;
- | Provide training to country teams and others involved in the MDG reporting process.

#### WEBSITE

(<http://www.mdgender.net/>)

UNDP best practices can be found in National Reports, a Look Through a Gender Lens, available at: <http://www.undp.org/gender/docs/mdgs-genderlens.pdf>

See the final reports of the UN Millennium Project Task Force on Education and Gender Equality, *Toward universal primary education: investments, incentives, and institutions* and *Taking action: achieving gender equality and empowering women* at:

<http://www.unmillenniumproject.org/reports/reports2.htm#02>

2 National Reports, a Look Through a Gender Lens.

## GENDER AND PARLIAMENTARY DEVELOPMENT

Though progress has been made since the 1990s, women still represent only 16 per cent of parliamentary seats worldwide. As of 2004, only 17 countries had achieved the interim goal set in the 1995 Beijing Platform for Action<sup>1</sup> of having women hold at least 30 percent of national legislative seats. As elected governing bodies, parliaments play a critical role in channelling public participation in policy making, allocating resources through national budgets, developing poverty reduction strategies, mediating diverse societal views, overseeing government action and fostering transparency. Parliaments provide multiple avenues for promoting gender equality in terms of capacities, rights, access to opportunities and resources, and freedom from violence. It is not surprising, then, that the proportion of seats held by women in national parliaments is one of four indicators for Millennium Development Goal 3: to promote gender equality and empower women. Having a meaningful number of women in parliament can have a positive impact on the political process. According to the UN Millennium Project Task Force on Education and Gender Equality, women parliamentarians bring new perspectives and legislative priorities to the political debate. They are more likely than men to introduce bills related to women's rights and to support laws that benefit women, children and families. The likelihood that women will champion such measures increases once they reach a critical mass and are able to form alliances. In addition, studies have shown a positive correlation between women's participation in public life and a reduction in corruption. Public opinion polls reveal the widely held view that having women in power improves government and that women are better able to address a wide range of policy issues.

Gains in parliament are rarely achieved without advocacy, lobbying, the forging of alliances and, in many cases, the use of quotas. The experience of the 17 countries that have crossed the 30 percent threshold shows that gender quotas and reservations are the most effective policy tools for increasing women's share of parliamentary seats. In Morocco, for instance, an unprecedented number of women were elected to parliament in 2002 after years of work by the women's movement and support from national and international partners. Their Parliamentary Development efforts underscored the importance of working across party lines, preparing a strategy grounded in national and international experience, creating alliances and pushing for the use of quotas. Getting women into political office in sufficient numbers – with the ultimate goal of a 50-50 gender balance – is a crucial first step. But equally critical is the effectiveness of women once in office. Enhancing the quality of women's contributions once elected is another priority area for support.

### WEBSITES

The UNDP parliamentary development site

<http://www.undp.org/governance/parldev.htm>,

The website of the Inter-Parliamentary Union

<http://www.ipu.org/iss-e/women.htm>)

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Webiste: [www.undp.org/gender](http://www.undp.org/gender)