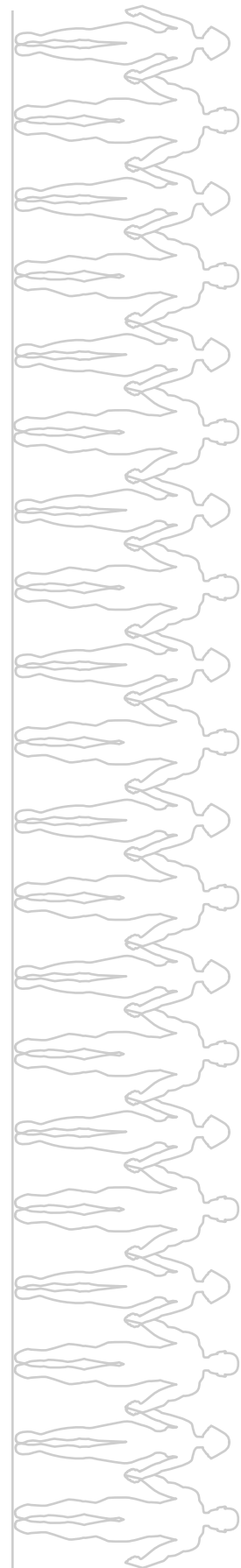


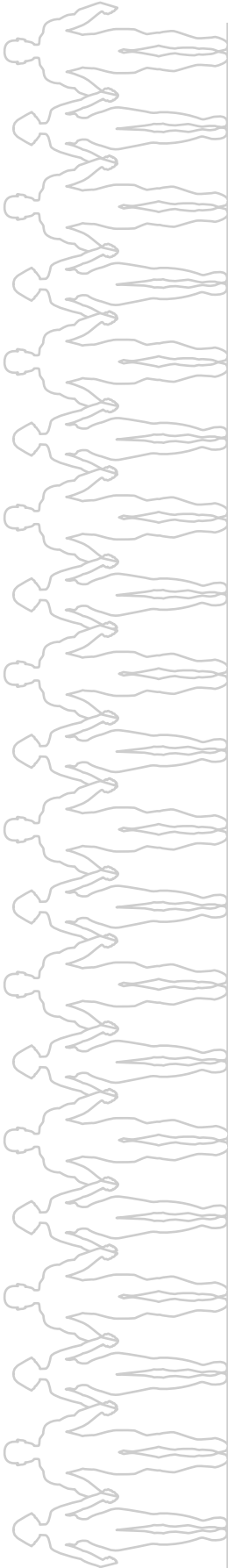
Exercises in Gender Mainstreaming

Johanna Schalkwyk

May 2000

Gender in Development
Monograph Series #8





About the author

Johanna Schalkwyk's work since 1981 has focused on gender equality issues in policy, planning and organisational strategies. Her experience includes work with the Canadian government on domestic policy issues, work with ministries of women's affairs in other countries, and work with multilateral and bilateral agencies on development assistance approaches. She has prepared various materials to assist development workers to understand gender equality issues, including several published by Sida (the Swedish International Development Cooperation Agency): "Making a Difference: Gender Equality and Bilateral Development Cooperation", "Mainstreaming: A Strategy for Achieving Equality Between Women and Men", "Gender: the concept, its meaning and uses." (prepared jointly with Beth Woroniuk and Helen Thomas). A sociologist by training, Ms. Schalkwyk is an independent consultant based in Toronto.

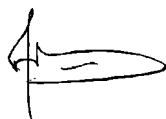
About the series

The lives of women and men, the work they do, the income they receive, the roles they are given and the relationships that they share are all shaped by social norms and traditions which treat women and men differently. Truly, we live in a world where gender matters. Such norms and traditions, and the ideas that underpin them, are also manifested in laws, institutions and economic and social structures, such as the family and the job market. But the gendered responsibilities and rewards of participation in society are not only different for women and men, they are usually inequitable. The effect, as UNDP's 1995 Human Development Report bears eloquent witness, is the continuing economic and political marginalisation of women. Understanding the ways in which gender differences are deployed to construct this reality of marginalisation is necessary if efforts to address inequity and inequality are to be successful. The Gender in Development Monograph Series is intended to contribute to this process of understanding.

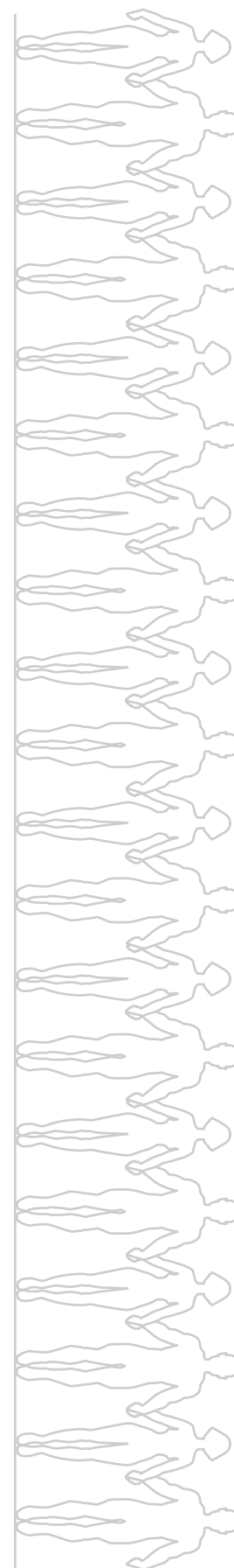
In analysing the gendered realities of today's world, the series draws on its authors' research into the lives of women and men, linking these lived experiences with the macro-level political and economic structures from which they are often artificially severed in development theory and practice. The monographs reflect the complexity and diversity of global and national responses to key issues like poverty, housing, governance and technology but provide a common analysis of the ways in which gender determines the different ways that women and men act upon and are affected by these issues.

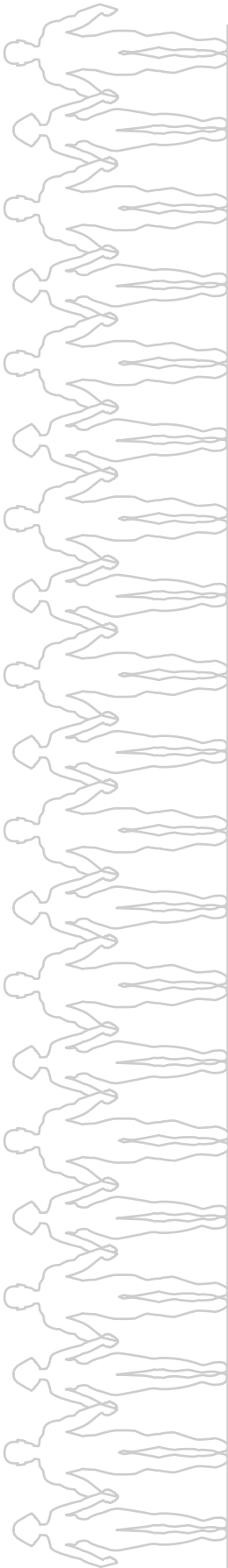
This analysis reveals the gendered bases of inequity and inequality to be powerful and pervasive. Yet, as the monographs make clear, the concept of gender can also provide a catalyst for social and economic change. If the differing roles and responsibilities ascribed to men and women are socially constructed, then, by definition, they may be changed by society, by us. Understanding the ways that gender is constructed can create a space within which women and men may envision different ways of being together.

Commissioned from leading researchers and practitioners working with gender and development issues, each monograph reflects the author's particular perspective, shaped by their own expertise and experience. Such diversity is critical to any meaningful dialogue which the series hopes to stimulate. But the monographs' plurality of voices all speak to the necessity of engendering human development and of recognising that the nature of women's and men's common existence is within our power to change



Aster Zaoude
Manager
Gender in Development Programme
UNDP





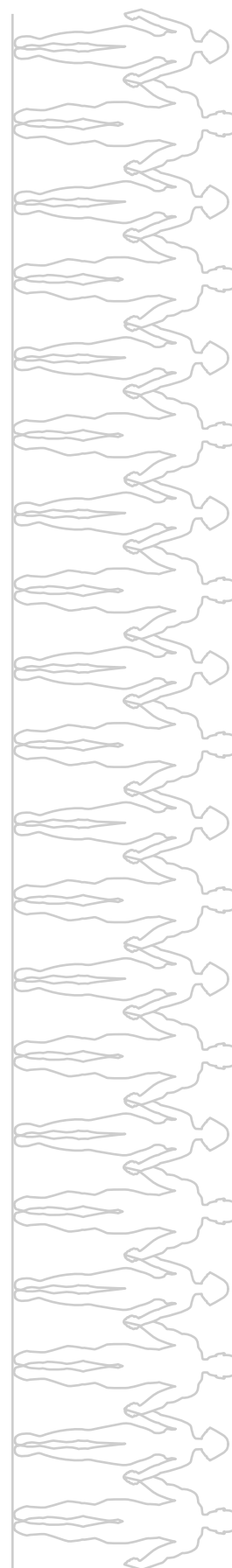
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Introduction and Overview of Exercises

This set of five group exercises has been prepared for use in the GIDP Capacity Building Support Programme. The overall purpose of these exercises is to give workshop participants (generally gender focal points) some experience and confidence in identifying relevant gender equality issues.

The exercises are based on hypothetical “case studies” in different UNDP areas of policy interest (poverty, governance, human rights, post-conflict initiatives, water resources). However, as they are brief exercises of an exploratory nature, they cannot go far in introducing participants to the substantive analysis of gender equality issues in these areas. Rather, the intent is to suggest means by which staff can think about how to address gender equality issues within mainstream programs. Two of the exercises (A and B) also draw on the results-logic framework that UNDP is beginning to use in planning and evaluation, as this may promote more creative thinking about what mainstreaming gender equality means in relation to major UNDP themes.

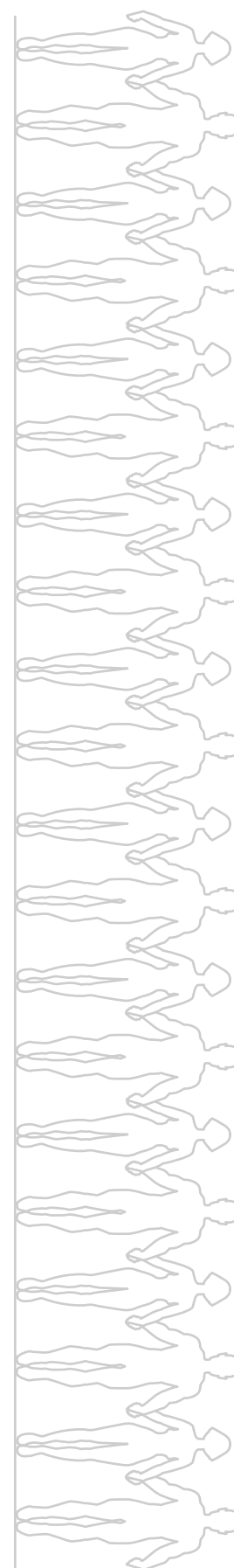
The exercises differ in the degree of detail and the purpose for which they can be used.

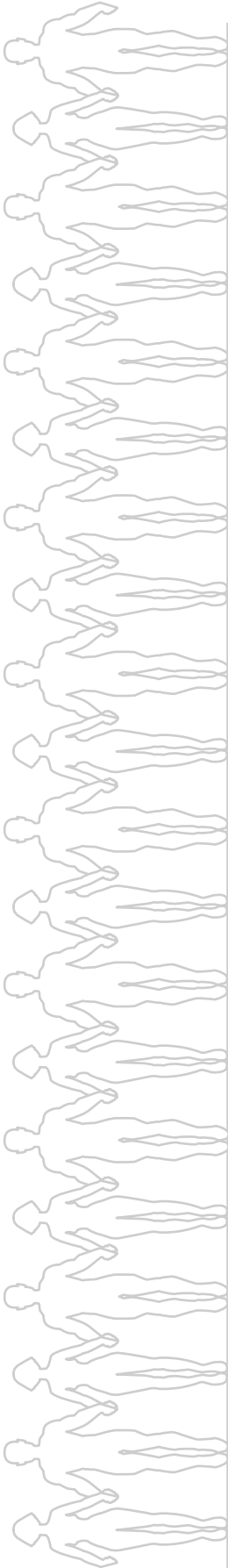
Exercise A PLANNING A GOVERNANCE PROGRAMME

This exercise aims to get participants to think about how gender equality objectives may be relevant to the goals of a project, or impact of a project, rather than just the participation of women in project activities. The exercise uses the results-logic approach to focus attention on results and impacts when identifying appropriate activities in support of gender equality. Such a focus on desired results is particularly useful in governance programmes where the impacts that are most important (both generally and specifically for gender equality) are related to the mandate of the institutions targeted by the initiative, and their impact on the population.

Exercise B PLANNING A POVERTY/SUSTAINABLE LIVELIHOODS PROGRAMME

Exercise B aims to increase understanding of the critical relationship between poverty and gender equality and the need to bring this understanding to bear in the conceptualization of the project. Exercise B is much more demanding than exercise A with regard to both identifying relevant gender concerns and applying the results-logic framework to a project concept. It would require more time than Exercise A and preferably the distribution of background readings in advance.





Exercise C

PLANNING A HUMAN RIGHTS PROGRAM

Exercise C aims to encourage participants to think about the meaning of “women’s rights as human rights” and ways in which attention to women’s rights can/should be built into a mainstream programme. In this exercise the hypothetical “case study” is a generic East European country.

Exercise D

PLANNING A POST-CONFLICT DEMOBILISATION/ REINTEGRATION INITIATIVE

This exercise looks at demobilisation/reintegration in a post-conflict situation as a means of getting participants to think about how gender relations may be affected during conflict, and the implications of this for programme design. The hypothetical example is perhaps oversimplified, but the point (as in other exercises in this series) is to get those doing the exercise to use their creative/analytical imagination. This should give participants practice in applying a gender perspective, and prove to them that they are capable of giving guidance about gender analyses that should be pursued for programme planning. The exercise may also be useful for a discussion about men and gender.

Exercise E

PRELIMINARY STUDY FOR A COMMUNITY-BASED WATER RESOURCES PROJECT

This exercise sets up a situation that gender focal points often face — the request for input for terms of reference for a study in a sector with which they are unfamiliar. The objective of the exercise is to demonstrate that they can provide useful input without being an expert, by drawing on the knowledge they have to identify entry points and to outline steps that others (colleagues, consultants) should follow up. The use of the water sector is somewhat incidental — similar considerations would apply to a preliminary study for community-based projects in other sectors.



Exercise A

PLANNING A GOVERNANCE PROGRAMME

Objective

To get participants to reflect together on the type of request that they are likely to get as gender focal points, and to take them through one method of looking at projects and initiatives.

Background to the development of this exercise

Many participants in at least one of the LCB workshops were calling for more training and practical work on “gender analysis”. But gender analysis, as it is generally understood (e.g. the assessment of roles and responsibilities, access and control, etc. under the Harvard method), is intended for use in planning community-level projects. It is less appropriate to the range of tasks carried out by gender focal points. This exercise focuses on the role of gender focal points in identifying the relevant gender equality issues in planning a governance programme.

Gender focal points and their colleagues tend to focus on the participation of women in project activities when faced with a question about gender issues in relation to projects or initiatives that are not at the community level. This is unfortunate as it means that attention is being paid to the limited short-term impacts of the resources being spent rather than the broader effects it might achieve. Instead, gender focal points need skills and confidence in examining the way in which gender equality objectives may be relevant to the goals of the project or the impact of the project and the partner institution on the populations that they serve.

Contents

1. Facilitator’s notes
2. Handout A1: Concepts/definitions for results-logic framework
3. Handout A2: Case study — Planning a governance programme
4. Handout A3: Results-logic framework for decentralization and capacity for planning at the provincial level
5. Handout A4: Results-logic framework for capacity of courts and judiciary

FACILITATOR’S NOTES

These notes describe one approach to using this exercise. Using this approach, the exercise should take about 2 hours.

1. Introduce the exercise:

This is an exercise in considering how gender equality objectives are relevant to project goals and impact in a governance programme, using a hypothetical example as a



case study and the results-logic framework now being used by UNDP.

2. Distribute **Handout A1** and briefly review the “results-logic framework”, linking activities through outputs, outcomes and impacts. Emphasise that activities are not ends in themselves but must be conceived in light of the ultimate impact sought.
3. Divide in to groups of about 8 persons. Distribute **Handout A2** and describe the groups’ task.
Work in small groups for 30 minutes. Read the case study. Discuss and answer the questions at the end of the case study. Prepare a report back to the large group on your discussion and your answers.
4. Ask each group to briefly report back. Allow short time for comments/discussion on each group’s report.
5. Use a white-board or flip chart to work through the results-logic for the first area of concern in the case study’s hypothetical example — decentralization and capacity for planning at the provincial level. Refer to **Handout A3** to help you work through this example.
Note: Remember to distribute Handout A3 at the end of the exercise.
6. Build up the results-logic chain through discussion with the participants. Guide the discussion by asking questions, for example:
What is the government trying to achieve through decentralization?
 - More effective responses to the needs of the population — this includes both women and men.
 - More effective use of development resources — this must be to better serve the population, both women and men.
 - More participation by the population in governance — can this be achieved without full participation of women, etc.*What does this mean for the capacities of planning staff?*
 - They will need awareness, methods, and skills in addressing gender differences and inequalities in planning work, including:
 - data gathering that includes the necessary gender disaggregated data;
 - consultation processes that allow both women and men to express views; and
 - analysis and decision-making that takes account of gender differences and equality objectives, etc.).*What does this mean for the content of activities?*
 - Training and technical assistance will need to be structured to include the necessary information, methodologies and skills.
 - Trainers and advisers will need to have the necessary experience and capacities.
7. Turn to the second area described in the case study — the capacity of the courts. With the whole group, work through on flipchart/whiteboard the results-logic for this example. Refer to **Handout A4** to help you work through this example.
Note: Remember to distribute **Handout A4** at the end of the exercise.



8. As you work through the example with the participants, focus their attention on:
- Professional development opportunities for judges, given the impact of the courts/judges through decisions made about both criminal and civil matters;
 - The need to ensure that all judges, both male and female, are familiar with government commitments to equality (constitution, Beijing, CEDAW, human rights and anti-discrimination provisions in the law, etc.); and
 - The need to ensure that all judges have some familiarity with the debates on how these government commitments should be interpreted and implemented in different areas (employment, family property, domestic violence, etc.).

9. If there is time, turn to the third area described in the case study — the effectiveness of the Public Accounts office. Again, work through the logical chain with the whole group.

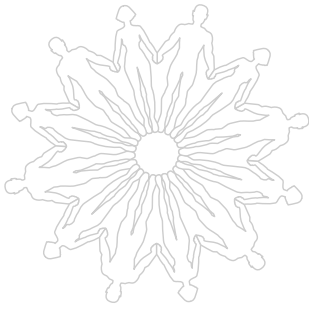
Note: The point of including this example is that there are few gender equality issues to identify. The primary focus is on the basic technical skills of the accounts office. The capacity of the Public Accounts office to keep government honest and to monitor spending of the taxpayers money is important to both men and women, but the way in which they do this does not seem to have any gender equality implications. Participation of women in training may be the only appropriate issue to identify — and women should be represented in any training provided, in proportion to their representation among the pool of staff targeted for training or some modest and achievable increment above that.

Some participants may suggest that Public Accounts offices potentially have a role in monitoring the extent to which public resources are being used for the benefit of women as well as men, or the extent to which equality commitments are being pursued. This is true but in this example, the priority is strengthening the capacity to fulfill basic functions by developing appropriate systems and skills, before more ambitious monitoring is even considered.

10. If there is still time, some consideration might be given to identifying the organisations that could be added to the consultation list, for example:
- General — the national machinery for women’s affairs, NGOs or NGO coalitions that are concerned with public policy and/or Beijing follow-up;
 - Decentralization theme — provincial machinery for women’s affairs, if any; women’s advocacy organisations active at the provincial level, women’s studies or research institutes; and
 - Judiciary and Courts theme — organisations active on women’s equality and legal issues.

11. Finish and summarise the exercise by reviewing the benefits of using the results-logic framework.

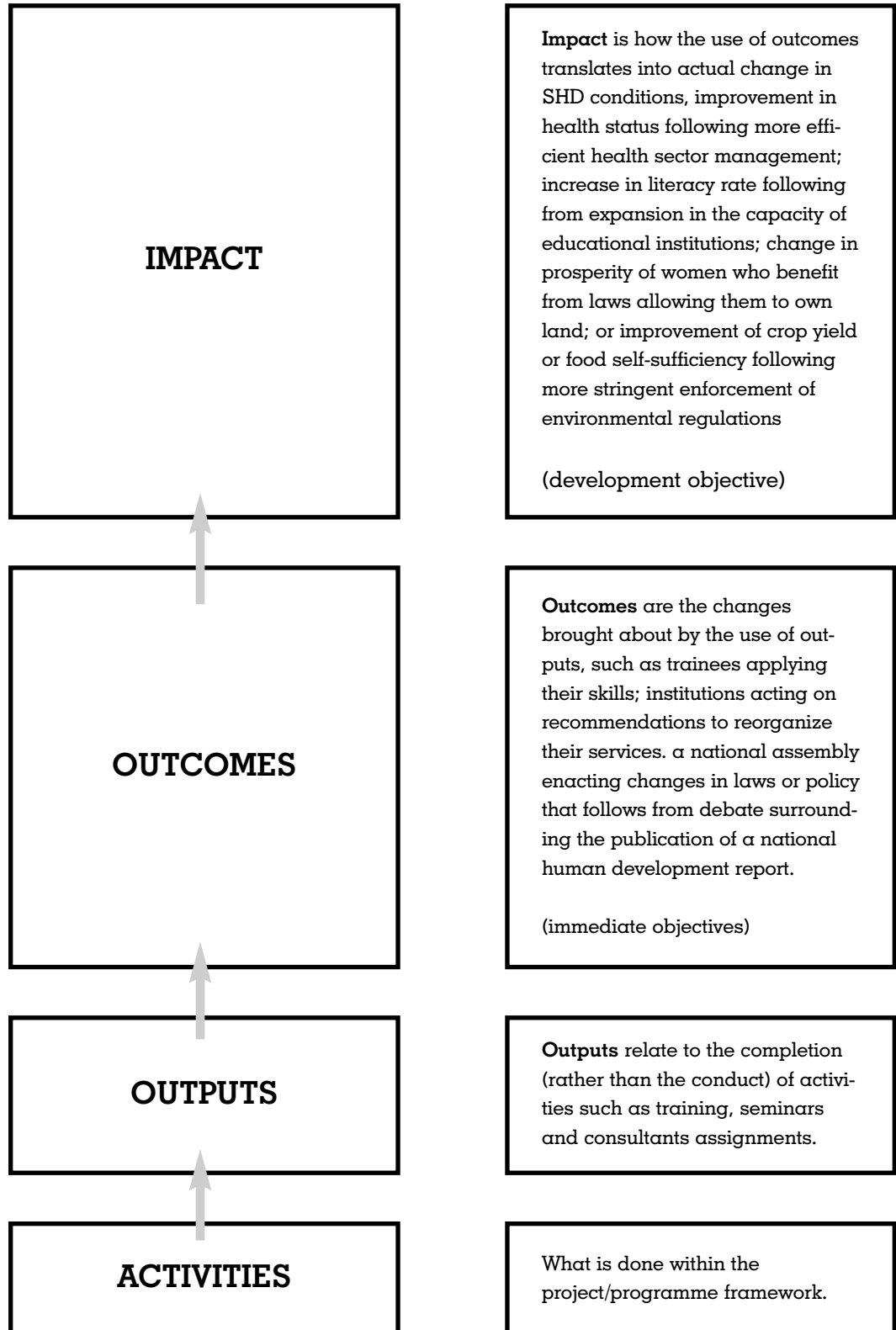
The results-logic framework helps us in focusing our attention on the impacts or change an initiative seeks to achieve. This is important for mainstreaming gender equality in programme planning — too often the focus is mainly on women’s participation in project activities rather than on the way the equality objective is relevant to the goals of the project or the impact of the partner institution on the population. The results/impacts focus helps to shift attention to these broader impacts.



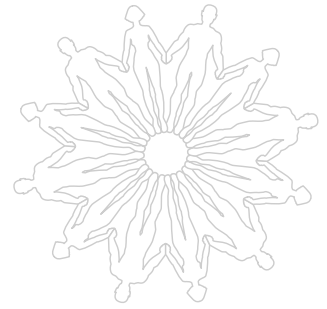
Handout A1

CONCEPTS/DEFINITIONS FOR THE RESULTS-LOGIC FRAMEWORK

(from: Assessing and Managing Programme Results, UNDP Evaluation Office, August 1998).



PLANNING A GOVERNANCE PROGRAMME



The UNDP Country Office in Country X is in the preliminary stages of preparing a project under the governance theme of its overall programme in the country. The aim of activities under this theme is to improve the capacity of key government institutions and agencies to implement their mandates, including capacity for analysis and planning, programme delivery and management.

Project planning is at a very early stage but some areas have been identified through preliminary discussions with government officials and agencies. The Country Office is now preparing for a series of consultations with governmental and non-governmental organisations to see if there is consensus on the need for action in these areas, to clarify the focus for attention in each area, and to identify the activities that would be most appropriate.

The three main areas being considered for inclusion in the project are:

1. **Decentralization and capacity for planning at the provincial level.** Provincial governments are being given more authority and responsibility under the government policy of decentralization. This shift is intended to promote more effective responses to the needs of the population, more effective use of development resources, and more participation by the population in governance. Provincial governments will need to develop new skills and mechanisms to take up these responsibilities.

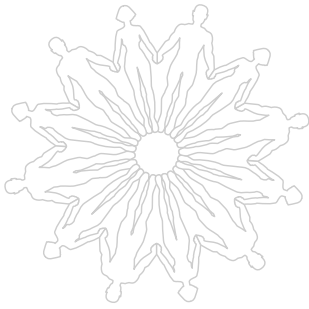
It is envisaged that the project would include training and technical assistance for provincial planning departments.

2. **Capacity of the courts and judiciary in lower-level courts.** The lower-level courts, which are based in large and medium-sized cities throughout the country and deal with a wide range of criminal and civil cases, face problems of long delays and poor facilities. In addition, judges in the lower-level courts have many fewer opportunities for updating their knowledge of developments in the law and of approaches to applying the law than judges of the higher courts.

It is envisaged that the project would include the development of better systems to manage and track caseloads and training in these systems for court officials. Professional development opportunities will also be provided for judges, including upgrading seminars on current issues in the law and opportunities for study visits to other institutions in the country and the region.

3. **Effectiveness of the public accounts office.** The public accounts office must report to Parliament on government compliance with the directions of Parliament for public spending. Currently the public accounts office does not have the systems and skills to accurately track whether public funds have been spent as authorized and have been spent effectively for the purposes specified, and thus the public accounts office is not able to fulfill its responsibilities.

The preliminary project proposal is concerned with the development of better information systems (including computerization) and training of accountants in the office in the management of these systems and in the principles for the analysis of financial data.



Handout A2

(continued)

You are asked by the programme officer in charge of the project for your advice on whether there are any gender issues that should be addressed in the areas being considered for this project, and what this could mean for the activities envisaged.

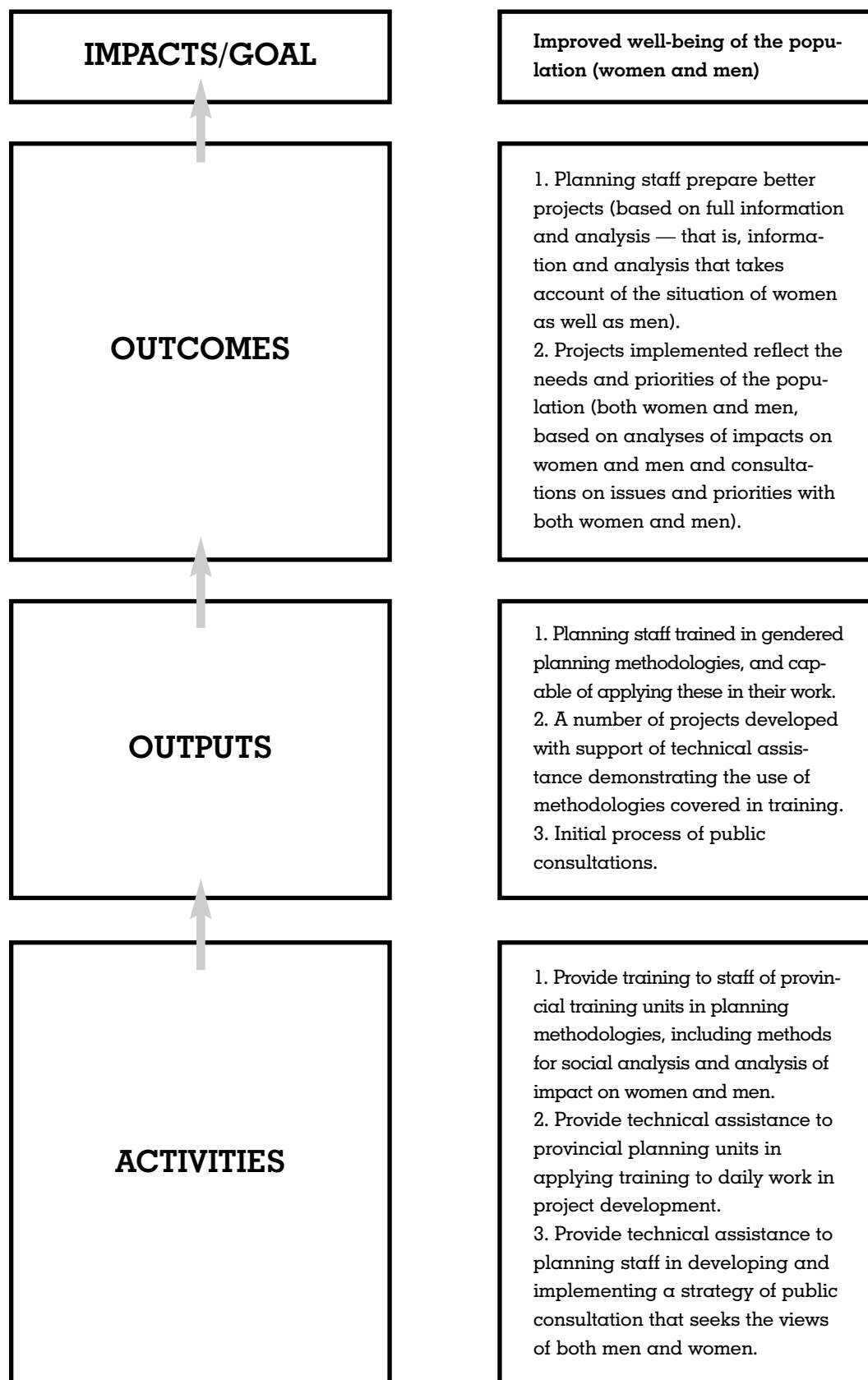
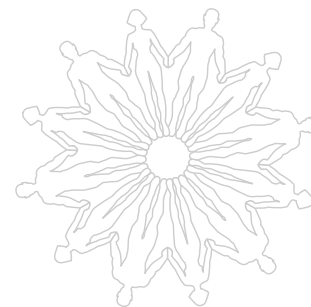
Task:

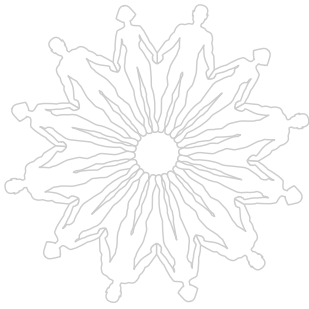
Answer the following two questions, using the results-logic framework (Handout A1) to assist your thinking and discussion:

1. What gender issues can you identify in the area of decentralization and capacity for planning at the provincial level?
2. How might these issues affect the activities already envisaged for this project?

Handout A3

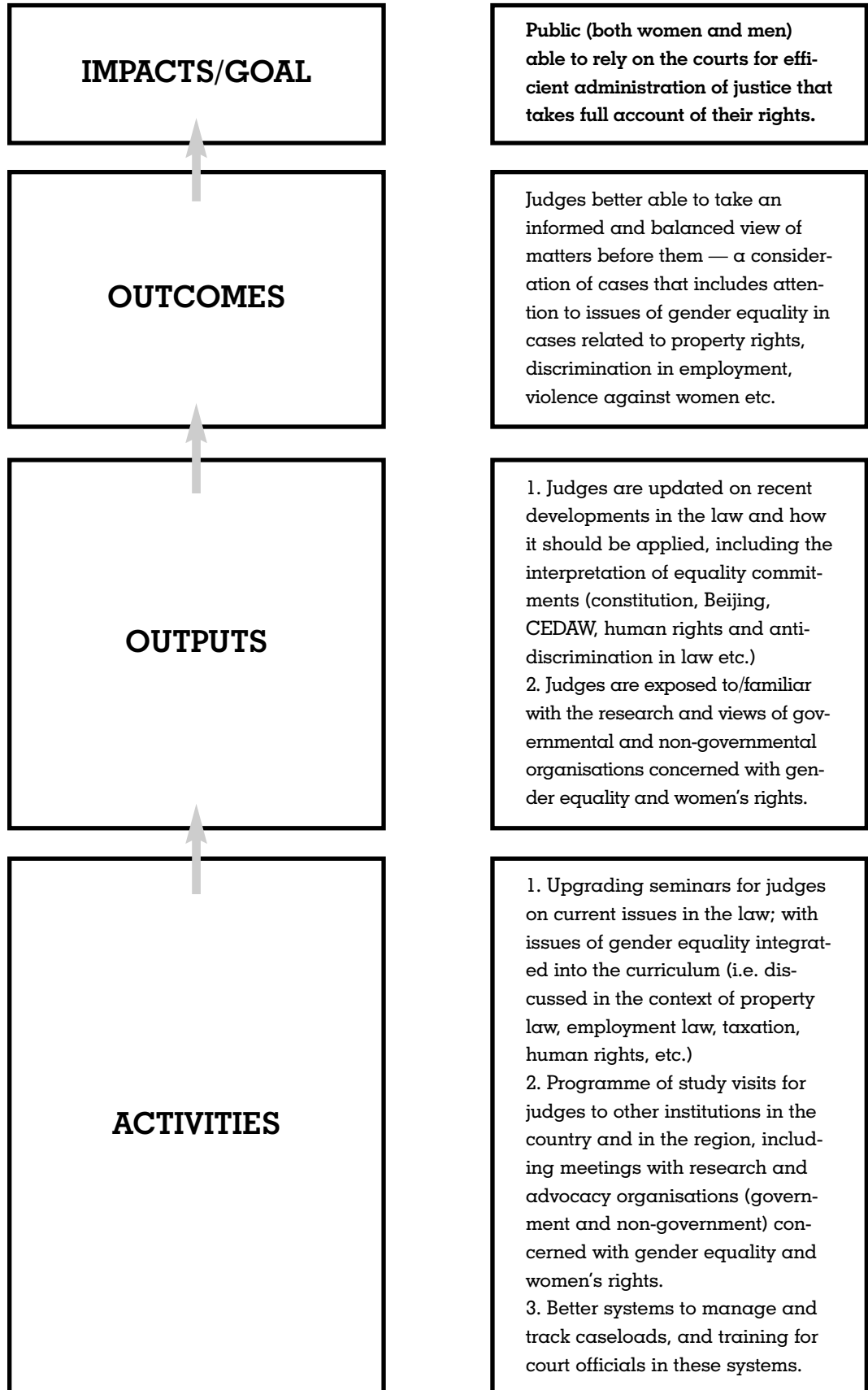
RESULTS-LOGIC FRAMEWORK FOR DECENTRALIZATION AND CAPACITY FOR PLANNING AT THE PROVINCIAL LEVEL





Handout A4

RESULTS-LOGIC FRAMEWORK FOR CAPACITY OF COURTS AND JUDICIARY





Exercise B

PLANNING A POVERTY/SUSTAINABLE LIVELIHOODS PROGRAMME

Objectives

1. To develop experience in identifying how gender equality issues are relevant to fundamental aspects of project design, using hypothetical examples in a major UNDP theme area (poverty/sustainable livelihoods) and the results-logic currently being elaborated by UNDP
2. To increase understanding of participants about the critical inter-relationship of poverty and gender equality
3. To consider how gender equality concerns should be reflected in project documents [optional additional group work].

Overview of Exercise

Day before: Brief introductory session

1. Describe the objectives of exercise and overview of process
2. Distribute **Handout B1** and **Handout A1** (from Exercise A) and any background reading, making some comments on each

Exercise session (possibly 3 hours)

1. Present and discuss first project example (Handout B2)
2. Group work with the second example (Handout B3)
3. Plenary debriefing and discussion
4. Possible additional exercise on how gender objectives should be reflected in formal project documents

Contents

1. Facilitator's notes
2. Handout B1: Case study — Planning a poverty/sustainable livelihoods programme
3. Handout B2: Poverty project example #1
4. Handout B3: Discussion points for poverty project example #1
5. Handout B4: Worksheet for poverty project example #2
6. Handout B5: Discussion points for poverty project example #2
7. Background reading

FACILITATOR'S NOTES

These notes describe one approach to using this exercise. Using this approach, the exercise takes place over two days (see the Overview).



Brief introductory session (day before)

1. State the objectives of the exercise. Explain that this introductory session is to set the context and distribute reading material in preparation for the exercise tomorrow.
2. Provide an overview of the process for the next day.
3. Distribute **Handout B1** and **Handout A1** (from Exercise A — this may be unnecessary if all the participants have already done Exercise A) and any background reading.
4. Comment on **Handout B1**, making the following points:
 - It is a hypothetical example, perhaps a bit schematic.
 - Ask participants to read the case study overnight, and to consider the information given in light of the reading material provided.
5. Comment on **Handout A1**, making the following points:
 - This is for reference, drawn from work-in-progress by UNDP Evaluation Division on results-based management.
 - The exercises tomorrow will work with the general idea of this “results-chain” — that activities are not undertaken as an end in themselves but in order to achieve change/to have an impact. The results framework provides a tool for project planning, dialogue with governments, and evaluation/reporting that focuses attention on impacts to be achieved.
 - The results-chain logically connects activities to outputs to outcomes to impacts. Note that there is a lesser degree of control at each level, but UNDP/planners have responsibility to ensure that the leap from one to the next is plausible and achievable.

Exercise session

1. Provide a short introduction, perhaps restating the session objectives and process. Distribute **Handout B2**. Present each element of the results-logic of “Poverty project example #1” on overhead or large flipchart.
2. Focus on the middle column outlining the results-logic envisaged for this activity. Begin with Impacts and work down the logical chain to Outcomes to Outputs to Activities. Again emphasize that activities are not pursued as an end in themselves but in order to achieve change and thus must be formulated in the context of the impacts/changes sought. Note that this is a hypothetical working example, to be considered in the context of the background information distributed the day before.
3. Review the next column “Thinking through the project logic with a gender equality perspective.” Emphasize that the point of this column is to identify the gender equality issues in relation to each step in the results-logic (i.e., not necessarily a restatement for purposes of project documents).



4. Ask for comments. Discuss whether there is anything new in this way of approaching project analysis, and whether it offers any new insights. Several issues may arise in this discussion. Refer to **Handout B3** to facilitate this discussion.

Note: Remember to distribute **Handout B3** at the end of the exercise.

5. Move on to the group work on “Poverty project example #2”. Divide into small groups (about 8 people) and distribute **Handout B4** to each group member.

6. Explain the assignment for the small groups.

Work in small groups for about 50 minutes. Work through tasks in the worksheet in the order given (impact, outcomes, outputs, activities). Record conclusions on flipchart in the results chain of impacts, outcomes, outputs and activities. Prepare to display flipchart for whole group to see — one or two groups will be selected to present their flipcharts and the highlights of their discussion.

7. Bring the groups back together for plenary debrief. Ask each group to post their chart. Invite everyone to mill around and read other groups’ flipcharts.

8. Ask one or two of the groups to present their chart and discuss their thinking (choose the 1-2 charts/groups that seem most promising). Ask whether other groups have anything to add. Ask participants:

What did you find most difficult and problematic in doing the assignment?

What did you find useful/enlightening in doing the assignment?

9. Lead a discussion on each of the tasks in the assignment. Use **Handout B5** to help you to prompt participants on aspects/issues that did not come up in their discussions.

Note: Remember to distribute **Handout B5** at the end of the exercise.

10. If time allows, introduce an additional piece of group work, focusing on specification of results in project documents. Explain the rationale for this group work:

Up to this point, the emphasis of the exercise has been on thinking through the project logic with a gender equality perspective. The purpose of this last exercise is to discuss how this perspective should be reflected in project documents and to allow for some debate on how specific project documents should be about their gender equality aspects.

11. Ask participants to return to the same small groups, each with flipchart and pens to use for report back. Explain the assignment:

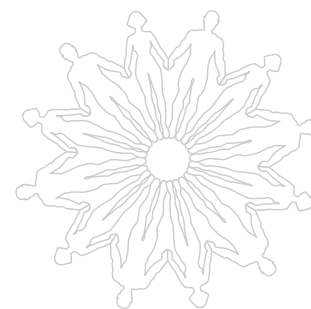
Use the output of your group’s work in the earlier work on Poverty project example #2 and restate results (impacts, outcomes and outputs) as you think they should appear in project documents (LFA/Results Reporting Framework). Discuss:

- *Is this type of document an appropriate place to be specific about the gender equality aspects of a project?*
- *If so, how specific should the statements be?*
- *If not, what other means can be used to ensure attention to the relevant gender equality issues in design, implementation, reporting, and monitoring?*



12. Come back together for a plenary debriefing on the group work. Get each group to post their flipcharts and allow some time for everyone to mill around and review them. Remind participants that there will be no reporting on charts as such, but participants can refer to the examples they provide in the discussion.
13. Work through each of the questions in turn, and ask for responses/discussion. Try to achieve some consensus on the issues of how and where to specify gender equality aspects of a project in order to ensure consideration in design, implementation, reporting and monitoring.
14. Summarise the main points of the exercise:
 - There is a need to consider project activities in light of the results being sought. Activities must be logically connected to the ultimate impact to which the project is intended to contribute. This logical connection should be demonstrated through the upward logical chain of outputs and outcomes.
 - The importance of considering gender equality in this conceptualization process of the results-logic framework is evident in poverty-related initiatives. Given the inter-relationship between gender and poverty, “adding-on” gender is not appropriate for effective projects.
 - Different projects offer different opportunities for effective action to mainstream gender equality. These will be determined in accordance with their relevance to results being sought.
 - Past experience shows the need to be explicit about gender equality issues in key project documents. If not, gender equality intentions are easily forgotten.

CASE STUDY — PLANNING A POVERTY/SUSTAINABLE LIVELIHOODS PROGRAMME



The UNDP Country Office in Country XXX is in the preliminary stages of formulating a programme under the poverty/sustainable livelihoods theme, in cooperation with the government and other organisations in the country.

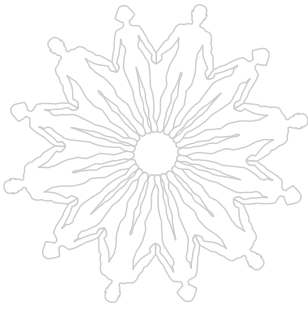
Poverty in XXX is widespread (it is estimated that almost 40% of the population are below the poverty line). National statistics show modest rates of economic growth, but investment has tended to go to capital-intensive industrial and infrastructural projects with few benefits to the poor. Although population growth rates have slowed, the continued growth of the population in the context of widespread poverty and low economic growth has intensified pressures on natural resources and on vulnerable areas.

Poverty reduction is a major theme of the country's national development plan. In the past, the government's growth-oriented economic strategies did little to promote broad-based growth. Anti-poverty strategies largely consisted of welfare programmes (such as food subsidies) designed to ameliorate the conditions of the poorest. The government now seeks to shift its poverty strategies from this welfare orientation to more sustainable approaches based on increased autonomy of the poor and to focus its efforts on facilitating the participation of the poor in productive activities.

Background papers for the national development plan recognise that the risk of poverty is particularly high among women. It is noted that women (including women living in poor households as well as women heading household on their own) face greater difficulties than men in surviving and overcoming poverty due to factors in the law, policies and administrative practices that limit their access to key resources, opportunities and income. It is suggested that anti-poverty strategies seeking increased autonomy and productivity of the poor will not be successful without attention to the specific constraints faced by women in exercising their rights and claiming resources. Few specific strategies are outlined, but reference is made to government commitments in the Beijing Platform for Action and other recent international conferences concerning gender equality and women's empowerment (Social Summit, ICPD, Human Rights, Education for All).

A number of particular problem areas have been identified by UNDP as a focus for its interventions in support of national anti-poverty strategies.

- 1. Weaknesses in the policy framework for a pro-poor approach.** Macro-economic policies have effects that are often biased against the poor. Policies and programmes related to agricultural development, investment in basic rural infrastructure and services, the informal sector, micro-enterprise development, finance and credit institutions, affordable shelter and basic education also require review for the extent to which they reach the poor. Mechanisms for coordinating sectoral approaches and ensuring overall policy coherence are also weak.
- 2. Weak capacity for planning and monitoring** in the central planning authority (and key line agencies) — gaps in data collection mechanisms; weak skills for identifying appropriate indicators and for data analysis in the context of policy and programme design; and the absence of participatory monitoring and consultation mechanisms.



Handout B1

(continued)

3. Highly-centralized decision-making about poverty-alleviation programmes (and economic planning generally). Decision-makers are remote from the poor (in status and location) and there is limited participation by the poor and by pro-poor groups in policy formulation and planning. Local and regional authorities have limited resources and scope for action, but also limited skills and experience for consultation, planning and monitoring.

In this context, the UNDP Country Office has begun to outline a number of specific projects for further discussion with the government.

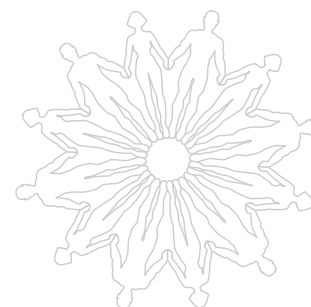
You have been asked to review the preliminary project outlines with your colleagues with a view to ensuring that, in conceptualizing each project, gender equality considerations have been taken into account.

TASK:

Identify the gender-equality considerations in each of the problem areas that have been identified by UNDP as a focus for its interventions in support of national anti-poverty strategies.

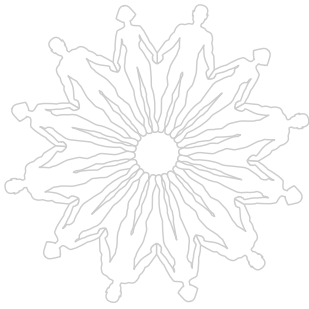
Handout B2

POVERTY PROJECT EXAMPLE #1



- UNDP goal:** "To eradicate extreme poverty and reduce substantially overall poverty"
- UNDP sub-goal:** "To create an enabling environment for pro-poor economic growth"
- Area of assistance:** "Increase national institutional capacity to design and implement anti-poverty strategies"
- Project objective:** Develop capacity for poverty mapping, measurement, monitoring and analysis.

	RESULTS LOGIC	THINKING THROUGH THE PROJECT LOGIC WITH A GENDER EQUALITY PERSPECTIVE
IMPACTS	<ul style="list-style-type: none"> ▶ improved living standards of poor through an increase in resources, services and opportunities available to them 	<ul style="list-style-type: none"> ▶ improved living standards of women and men and a reduction in the disproportionate risk of poverty faced by women
OUTCOMES	<ul style="list-style-type: none"> ▶ policy analysis and decision-making more informed about implications for the poor and oriented to enlarging their choices and opportunities ▶ project design and selection more oriented to directing resources to the poor 	<ul style="list-style-type: none"> ▶ policy analysis and decision-making about policy options include attention to achieving gender-equitable impacts ▶ project design and selection include attention to achieving gender-equitable results
OUTPUTS	<ul style="list-style-type: none"> ▶ poverty monitoring system designed and in use ▶ key people trained in analysis of data to be generated by new system ▶ training curriculum and materials tested and ready for further use 	<ul style="list-style-type: none"> ▶ monitoring system provides the sex-disaggregated and gender data required for informed policy analysis and planning ▶ trainees understand the relevance of gender in analysis of poverty data, policy options, and project design and have gained skills in performing such analysis ▶ criteria for effectiveness in testing of training design include effectiveness of curriculum, materials and trainers in imparting knowledge and skills for applying a gender equality perspective in analysis of poverty data, policy options and project design
ACTIVITIES	<ul style="list-style-type: none"> ▶ technical assistance to planning department to identify information and data requirements, develop appropriate indicators and design new information management system for poverty monitoring ▶ consultation with governmental and non-governmental users of poverty data for research and planning, and with poverty activists, on appropriate indicators and on data/information requirements ▶ acquisition/installation of hardware and software ▶ technical assistance to government training institute to develop training programme in use of information generated in policy analysis and planning 	<ul style="list-style-type: none"> ▶ needs identification and design include identification of needs for sex-disaggregated and gender-specific data required for informed policy analysis and planning (technical assistance team will need to have commitment and expertise on this issue) ▶ consultations include organisations and researchers concerned with/experienced with gender and poverty (women's affairs ministries, advocacy organisations, women's studies and research institutes) ▶ training design process oriented to developing skills in incorporating gender perspectives as an integral aspects of analysis and planning skills targeted by the course (technical assistance team will require expertise and experience in this area).



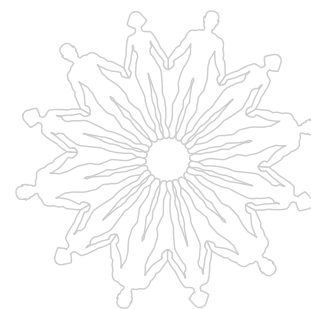
Handout B3

DISCUSSION POINTS FOR POVERTY PROJECT EXAMPLE #1

ISSUES THAT MAY ARISE	POINTS FOR DISCUSSION/RESPONSE
<p><i>But this is a poverty project, not a gender project.</i></p>	<p>Background note states that the:</p> <ul style="list-style-type: none"> ▶ risk of poverty particularly is high among women (thus a large proportion of the poor are women); and ▶ factors related to gender (discrimination against women) mean that women face greater difficulties in surviving and overcoming poverty — the experience of poverty is different for women and men. <p>In this context, would poverty monitoring and analysis that does not pay close attention to gender have any validity?</p> <p>A gender perspective is critical in the conceptualization of a project concerned with poverty/sustainable livelihoods if this project is to be effective. Refer to background readings, especially PFA commitments on gender and poverty.</p>
<p><i>Gender is not the only variable to be considered.</i></p>	<p>We know that gender is an important variable given the background information. Programme analysis and monitoring that ignores gender will be incomplete and probably misleading.</p> <p>In most countries gender is a major factor influencing access to resources and opportunities. Depending on the situation in a particular country, other factors such as race, religion or ethnicity also influence “who gets what” and should also be included as a basis of disaggregation and analysis in a poverty monitoring system.</p>
<p><i>Shouldn't we be paying equal attention to other UNDP policy themes, not only gender?</i></p>	<p>Themes addressed include poverty/ sustainable livelihoods (poverty monitoring project); governance (this is increasing policy and planning capability of government, with attention to public consultation on issues and needs for monitoring).</p> <p>The only other theme not covered is environment — but if the aim is to better identify who is poor for purposes of policy and programme targeting and monitoring, the focus must be on population characteristics</p>
<p><i>But this is too explicit/too focused on gender to be included in this form in a project document.</i></p>	<p>The point of this exercise is not to formulate statements for a project document, but to think through the logic between results and activities. Having identified how gender issues are relevant to outcomes and impacts, it is clear that activities must be formulated to reflect this in order to achieve the outputs required.</p> <p>The question of how explicitly this must be stated may be taken up in more detail if the additional group work is done. If not, there should be some discussion of this. Pose the question: <i>If there is no explicit statement, will anything be done?</i></p>

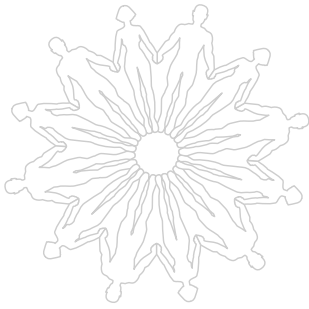
Handout B4

WORKSHEET FOR POVERTY PROJECT EXAMPLE #2



- UNDP goal:** "To eradicate extreme poverty and reduce substantially overall poverty"
- UNDP sub-goal:** "To create an enabling environment for pro-poor economic growth"
- Area of assistance:** **To assist the government to pursue poverty eradication as a central development goal**
- Project objective:** **To support the design, preparation and validation of integrated anti-poverty strategies**

	RESULTS LOGIC	THINKING THROUGH THE PROJECT LOGIC WITH A GENDER EQUALITY PERSPECTIVE
IMPACTS	<ul style="list-style-type: none"> ▶ improved living standards of poor through increased resources, services and opportunities available to the poor from government policies and projects and increased ability of poor to use them 	<p>TASK 1: Reflect on what UNDP is seeking to achieve here in light of UNDP and government policy objectives in relation to the situation of women, gender equality and poverty reduction. Are there factors that should be identified to guide thinking in project design and implementation?</p> <p>TASK 2: Consider these outcomes in light of what you have specified for Task 1. In relation to each of these outcomes, what would be required to ensure that they result in impacts that are positive for women and gender equality?</p> <p>TASK 3: Consider these outputs in light of your thoughts about Tasks 1 & 2. What specifically would need to be addressed in these outputs to achieve the outcomes and impacts sought? What gender equality issues need to be considered in producing these outputs?</p>
OUTCOMES	<ul style="list-style-type: none"> ▶ policy/programme coordination through ongoing mechanism for consultation and decision-making among key ministries ▶ ongoing public participation in policy decision-making on anti-poverty strategies through mechanisms established for consultation with non-governmental organizations and community groups (with allocation of funds necessary) ▶ revisions to macro-economic and sectoral policies and programmes to reduce biases against the poor and provide a more favorable environment for the poor to enter into or expand productive activities 	
OUTPUTS	<ul style="list-style-type: none"> ▶ proposal formulated for an intra-governmental mechanism for ongoing policy review in light of anti-poverty objectives, including responsibilities for leadership, composition, support services and financing ▶ recommendations for policy/programme revisions in key areas produced through a series of joint GO/NGO working groups, supported by research ▶ mechanism for GO/NGO consultation designed and tested, and strategy for ongoing consultation outlined (including targets for participation, any support needed by participants for effective participation, training of government personnel to manage consultation process) 	
ACTIVITIES	<p>TASK 4: In light of the results sought, and your thinking about Tasks 1-3, what types of activities would be appropriate? Specify.</p>	



Handout B5

DISCUSSION POINTS ON POVERTY PROJECT EXAMPLE #2

TASK ASSIGNED TO GROUPS	IDEAS FOR DISCUSSION
<p><i>TASK 1: Reflect on what UNDP is seeking to achieve here in light of UNDP and government policy objectives in relation to the situation of women, gender equality and poverty reduction. Are there factors that should be identified to guide thinking in project design and implementation?</i></p>	<ul style="list-style-type: none"> ▶ results should seek improved living standards for both women and men, and a reduction in disparity between women and men (given greater risk of poverty among women, large proportion of poor are women). ▶ if the project seeks to achieve increased living standards through increased ability of poor to use resources and services to lift themselves out of poverty, it must recognize the impact of gender discrimination in constraining women’s efforts to overcome poverty and to access/use resources and services (and for changes to policies/programmes that shape the overall context for action as well as to the design of poverty reduction strategies and programmes).
<p><i>TASK 2: Consider these outcomes in light of what you have specified for Task 1. In relation to each of these outcomes, what would be required to ensure that they result in impacts that are positive for women and gender equality?</i></p>	<ul style="list-style-type: none"> ▶ “policy programme coordination” — mechanism for consultation and decision-making responsible and capable of applying gender equality considerations in policy/programme selection ▶ “public participation in decision-making” — effective participation by women, women’s groups, equality advocates ▶ policy revisions — revisions to policies with gender biases <p>Note the commitments in PFA to policy decision-making (related to poverty strategies and economic strategies generally) that includes gender perspectives. Also PFA and CEDAW commitments to taking action to eliminate legal and policy constraints limiting women’s access to key resources (land, credit, education, health), which limit all women but particularly poor women.</p>
<p><i>TASK 3: Consider these outputs in light of your thoughts about Tasks 1 & 2. What specifically would need to be addressed in these outputs to achieve the outcomes and impacts sought? What gender equality issues need to be considered in producing these outputs?</i></p>	<ul style="list-style-type: none"> ▶ “intergovernmental mechanism”-proposal includes explicit attention to requirements for mechanism that considers gender equality issues in decision-making (including attention to which ministries should be represented, terms of reference for the group, financing that may be required for the necessary research and consultation to inform them about gender equality issues, policy/programme options). ▶ “recommendations produced” — working groups producing recommendations all consider gender equality issues relevant to the issues/sector they address, having included relevant women’s and equality organisations and having been able to do the appropriate research; research and recommendations also on policy, legal and administrative constraints that specifically constrain women and limit their efforts to surmount poverty. ▶ “GP/NGO consultation mechanism” — inclusion of women’s and equality activists in the test for the mechanisms, identification of any support that would be required for equal and effective participation by these groups (strengthening advocacy or research skills for example).
<p><i>TASK 4: In light of the results sought, and you thinking about Tasks 1-3, what types of activities would be appropriate? Specify.</i></p>	<p>[Activities follow from the outputs and outcomes detailed above so are not further specified here. But it is important to ensure that participants also consider the skills required on the part of advisors and technical assistance recruited for the project.]</p>



BACKGROUND READING

These background reading materials could be used with this exercise.

- ▶ BRIDGE briefing note on poverty reduction strategies — brief note outlining recent research and debates [BRIDGE Briefing, Issue 2: Poverty Reduction Strategies, <http://www.ids.ac.uk/bridge/dgb1.html>]
- ▶ Platform For Action booklet — this document was adopted by governments of all UN members (i.e. governments of all programme countries), and therefore is a useful tool for policy dialogue and programme planning with partners — participants could be asked to read the introductory section on poverty (para. 47-57) and to review strategic objectives and action areas agreed (para. 58-68).
- ▶ Gender and Poverty: an analysis for action. Lourdes Beneria and Savitri Bisnath. Gender in Development Monograph #2. UNDP. New York. February 1998.



Exercise C

PLANNING A HUMAN RIGHTS PROGRAMME

Objectives

1. To develop experience in identifying how gender equality issues should/can be pursued within a mainstream programme, using a hypothetical example.
2. To encourage thinking about women's human rights and why particular attention to them may be required within a programme addressing issues of human rights.

Overview

The exercise is a two-step process of:

1. Consideration in plenary of the concept of “women's human rights”; and
2. Working groups and report back on the hypothetical example.

Note: Distribute Handout C1 together with background reading the day before.

Contents

1. Facilitator's notes
2. Handout C1: Case study — Planning a Human Rights Programme
3. Handout C2: Worksheet for group work
4. Handout C3: Discussion points for case study
5. Background reading

FACILITATOR'S NOTES

These notes describe one approach to using this exercise. Using this approach, the exercise should take about 90 minutes.

1. Introduce the exercise and explain its objectives. Also explain that:
 - UNDP gender mainstreaming policy requires that gender equality objectives are considered in the planning process for all programmes and projects.
 - Failure to do this contradicts the agency policy and diminishes the credibility of the agency in raising gender equality issues.
 - Addressing gender equality objectives only through “gender” projects or projects targeted at women means that a very small proportion of agency resources are actually used in support of gender equality objectives.
2. In plenary, lead a discussion on the following two key questions:
 - What is meant by “women's rights are human rights”?*
 - Key points: It is not only a question of whether women enjoy the same civil, political and economic rights as men, but also whether action is being taken to address gender-



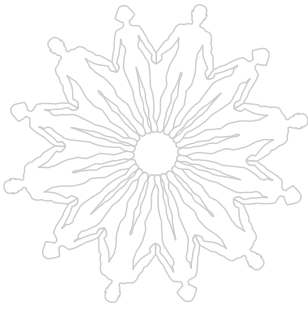
specific injustices that constrain human rights, for example (taken from Sida background reading):

- institutional and systemic patterns of discrimination against women;
- violence against women (sexual assault, domestic assault, dowry violence);
- sexual violence against women by police, in prisons and in conduct of war;
- trafficking in women and girls; and
- practices such as female genital mutilation, selective abortion, son preference affecting childhood health care and nutrition.

Why there is a need for a specific focus on gender equality and women's rights in a human rights programme?

- Key points: It is often assumed that if human rights are considered, this will automatically include women's rights, but such an approach often means that only limited attention is paid to:
- comparisons of the extent which women as compared to men enjoy civil, political, social and other rights; and
- gender-specific injustices faced by women.

3. Divide into groups (of about 8 people) to work on the task outlined at the end of **Handout C1** for 20-30 minutes. Distribute **Handout C2**, explaining that the worksheet can be used by groups to complete their task.
4. Bring the groups back together for a plenary report back and discussion. One way to structure the report back would be to take one strategy area at a time, ask one group to report on the points identified. Write these points up on a flip-chart and ask others if they have anything to add. Refer to **Handout C3** to facilitate this discussion of the report backs on the case study. *Note:* Remember to distribute **Handout C3** at the end of the exercise.



Handout C1

CASE STUDY — PLANNING A HUMAN RIGHTS PROGRAMME

Country ZZ is making the transition from a centrally-planned to a market economy and to more open and democratic political processes. It has been a difficult transition. Production, employment and incomes have dropped sharply. There have been both winners and losers in the transition — which is evident in conspicuous consumption of luxury goods among some at the same time as signs of social distress and poverty increase. Democratic institutions and traditions remain weak and Country ZZ is still struggling to overcome a legacy of highly-centralized and bureaucratic government. However, many non-governmental organizations have been established in recent years to respond to needs of various social groups and/or represent their concerns to government and parliament.

The President of ZZ aims to improve the country's human rights record. A Human Rights Council has been established, independent of but reporting to his office. The Council consists of ten individuals from various spheres (academic, legal, media, non-governmental, etc.) who have gained respect for their concern with human rights. The Council meets regularly to guide the work of its Secretariat and take decisions based on that work. The mandate of the Council is: to monitor the human rights situation; to advise and assist the government on the implementation of national and international human rights standards; and to implement programmes of human rights education for public officials and the public at large. In pursuing this mandate the Council has been directed to work in consultation with non-governmental organisations.

The UNDP Country Office in ZZ is developing a project that aims to strengthen the capacity of the Council and its Secretariat. The project will be undertaken in two phases. The first phase is preparatory and will provide assistance in preparing a five-year strategic plan for each of the three areas of the Council's mandate. The second phase will provide the technical support, policy advice, training, etc. identified as necessary to support the Council and Secretariat in implementing the strategic plans.

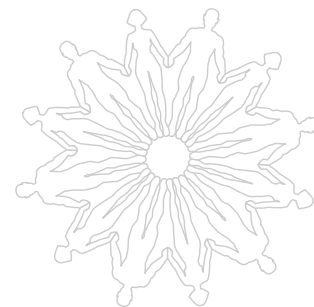
A team of consultants has been hired to work with the Council and Secretariat in the first phase of strategy development. They are also responsible for working with the Council to identify areas for assistance in the second phase. The terms of reference (TORs) for the consultants require that they take account of UNDP policy on gender equality, but the TORs are not more specific than that. The Country Office now recognizes that these instructions are too vague to be useful. **As the gender focal point, you have been asked to brief the team so that they will be better prepared for their task.**

One of the documents you reviewed in preparation for the briefing was the record of a meeting with non-governmental organisations that was sponsored jointly by the Human Rights Council and UNDP. From this record you conclude that five issues were identified as major concerns by many of the women's groups who made presentations:

- discriminatory practices in layoffs and hiring in the process of restructuring the economy, leading to higher unemployment rates among women than men, and a sharper drop in the incomes of women compared to men. Also of concern were blatant violations of national law and international norms such as job advertisements specifying male applicants only, or openings for young single women;

Handout C1

(continued)



- a decline in representation of women among elected officials, with a tendency among officials to belittle the importance of women's rights. This was seen as an urgent concern because of the scale of legislative reforms being undertaken in the transition and the risk that reforms in areas such as family law and social insurance would diminish rights that women had long taken for granted;
- lack of media coverage or biased coverage of issues of concern to women — the tendency of the media to ignore issues such as violence against women, or discriminatory actions of governments and employers, or to belittle their importance;
- violence against women, particularly domestic violence, and limited protection and services available for women who were abused or assaulted — of particular concern were biases of police officers against complainants, shown in the refusal of complaints, unwillingness to investigate, and reluctance to press charges (police tended to assume that complainants had provoked a sexual assault, or that domestic violence was a private matter between spouses); and
- little action or attention by elected officials and government ministries to the equality commitments of Country ZZ as a signatory to the UN Convention on the Elimination of Discrimination Against Women and ILO Conventions on equal employment opportunities and equal pay.

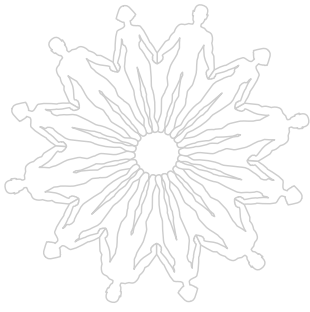
A point of interest in the record of the meeting was that these concerns were not mentioned by any of the other organisations represented (including organisations concerned with human rights, worker's rights, social services, social and political research, etc.).

You have decided that you will brief the consultant team on the gender equality issues that should be considered in relation to each of the strategies they will be developing with the Human Rights Council:

- 1) strategy for monitoring the human rights situation
- 2) strategy for advising and assisting the government on the implementation of national and international human rights standards;
- 3) strategy for a program of human rights education for public officials and the general public.

TASK:

For each of the strategies, identify the concerns raised by the women's organisations that the strategy should address and specify possible elements to be considered in the strategy to address gender equality and women's concerns.

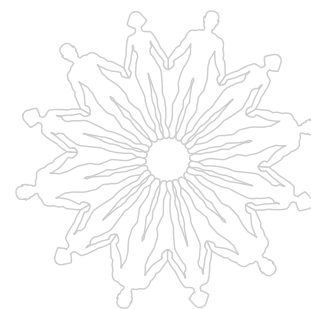


Handout C2

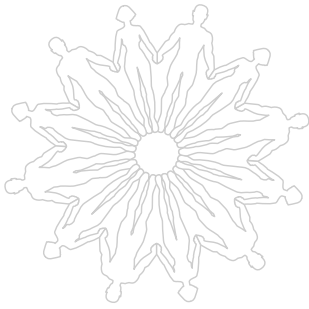
WORKSHEET FOR GROUP WORK

Strategies to be developed by the Council	Concerns raised by women's organisations that the strategy should address	Possible elements to be considered in the strategy to address gender equality and women's concerns
Strategy for monitoring the human rights situation		
Strategy for advising and assisting the government on the implementation of national and international human rights standards		
Strategy for a program of human rights education for public officials and the general public		

DISCUSSION POINTS FOR CASE STUDY



Strategies to be developed by the Council	Concerns raised by women's organisations that the strategy should address	Possible elements to be considered in the strategy to address gender equality and women's concerns
<p>Strategy for monitoring the human rights situation</p>	<ul style="list-style-type: none"> ▶ employer practices in layoffs, recruitment, hiring, pay and their impact on women's equality rights ▶ police responses to violence against women ▶ impact of the media on public awareness and respect for women's rights 	<ul style="list-style-type: none"> ▶ ways of ensuring that the monitoring program will include sufficient attention to human rights concerns of particular concern to women (such as violations of equality practices in employment, domestic violence). This could mean setting up consultative mechanisms with rights advocacy groups, including women's groups. ▶ specification of a policy to ensure gender-disaggregated analyses in all monitoring, to be able to assess whether civil, political social and economic rights are enjoyed to the same extent by women and men.
<p>Strategy for advising and assisting the government on the implementation of national and international human rights standards</p>	<ul style="list-style-type: none"> ▶ implementation of UN Convention on the Elimination of Discrimination Against Women, ILO Conventions ▶ policy and legislative reforms that diminish women's rights 	<ul style="list-style-type: none"> ▶ activities required to implement international conventions promoting and protecting women's rights, particularly the UN Convention on the Elimination of Discrimination Against Women and the ILO Conventions on equal rights for women and men in employment, e.g., <ul style="list-style-type: none"> ▶ research to identify the areas of law or policy that must be revised to meet these standards ▶ identification of options/choices for revised policies, in consultation with the public and women's organisations ▶ steps that the Council would need to take to promote greater attention to the application of human rights standards, including women's rights to equality, in the process of policy and legal reforms in all areas (including, e.g., family law, employment law, social security reform). ▶ initiatives that could be undertaken to promote increased respect for human rights, including women's equality rights, among elected officials and government officers responsible for policy development and implementation. ▶ identification of the capacities required by the Council and staff to implement this strategy: <ul style="list-style-type: none"> ▶ knowledge of international standards on women's human rights, in particular the Convention on the Elimination of Discrimination Against Women, and on international discussions about how this can be applied and interpreted in national law. <p><i>(continued on next page)</i></p>



Handout C3

(continued)

Strategies to be developed by the Council (<i>cont'd</i>)	Concerns raised by women's organisations that the strategy should address (<i>cont'd</i>)	Possible elements to be considered in the strategy to address gender equality and women's concerns (<i>cont'd</i>)
		<ul style="list-style-type: none"> ▶ expertise in applying these international standards (and national commitments to equality) to such areas as employment legislation, laws on marriage and divorce, taxation, employment, etc.
<p>Strategy for a program of human rights education for public officials and the general public</p>	<ul style="list-style-type: none"> ▶ awareness or attitudes regarding women's human rights among police, legislators, media, public 	<ul style="list-style-type: none"> ▶ steps needed to ensure that all human rights education programmes result in increased understanding of women's rights to equality and barriers to it (systemic discrimination that limits their economic and social choices; violence against women). ▶ inclusion of groups that are particularly important for women and gender equality as targets for the human rights education programme, such as: <ul style="list-style-type: none"> ▶ police (knowledge and attitudes on women's rights, particularly in relation to responses to complaints of violence against women); ▶ judiciary (increased knowledge of international standards on women's rights and their interpretation); ▶ parliamentarians (knowledge/understanding of international standards on women's rights and the assessment of legislation on whether standards are met); ▶ media (to promote more balanced reporting on human rights issues of concern to women, and more balanced portrayal of women); and ▶ NGOs such as unions, human rights advocates (to raise awareness of women's human rights and how these relate to their program and objectives). ▶ identification of capacities that the Council and staff would need to implement such elements of a strategy — e.g., capacity for collaborative work with human rights advocacy NGOs, including work with women's rights organisations in preparing human rights training material and curricula for different target.



BACKGROUND READING

The following reading materials could be used with this exercise:

- ▶ Part 1 of the UNDP human rights policy, *Integrating Human Rights with Sustainable Human Development*
- ▶ chapter on human rights from Sida, *The Beijing Platform for Action and Bilateral Development Cooperation: A Guide* (prepared for Sida by Beth Woroniuk and Johanna Schalkwyk, 1998)
- ▶ Fourth World Conference on Women, Platform for Action and the Beijing Declaration. United Nations. NY 1996. Participants could be directed to the introductory section of the human rights chapter (para. 210-229) and to the strategic objectives and action areas agreed to by governments (para. 230-233)
- ▶ UN *Convention on the Elimination of All Forms of Discrimination Against Women* United Nations Division for the Advancement of Women (DAW). New York.



Exercise D

PLANNING A POST-CONFLICT DEMOBILISATION/ REINTEGRATION INITIATIVE

Objectives

To analyse the effects of conflict and post-conflict situations on gender relations and their implications for programme design.

Note: The hypothetical case study is perhaps oversimplified, but the point (as in other exercises in this series) is to enable participants doing the exercise to use their creative/analytical imagination. This will give them practice in applying a gender perspective, and prove to them that they are capable of giving guidance about gender analyses that should be used in programme planning. The exercise may also be useful for a discussion about men and gender.

Overview

This exercise has two possible parts, but the first could be done on its own.

1. Brainstorming about how gender issues are relevant to demobilisation/reintegration (small groups followed by plenary discussion); and
2. Plenary discussion about men and gender.

Distribute the background reading after the first part of the exercise has been done.

Contents

1. Facilitator's Notes
2. Handout D1: Case study — Planning a post-conflict demobilisation/reintegration initiative
3. Handout D2: Discussion questions and points for case study
4. Background reading

FACILITATOR'S NOTES

These notes describe one approach to using this exercise. Using this approach, the exercise should take about 90 minutes.

Part 1: Gender issues and demobilisation/reintegration

1. Give a short introduction noting that UNDP gender mainstreaming policy requires that gender equality objectives must be considered in the planning process for all initiatives.
2. Divide into groups (of about 8 people) to work on the task outlined at the end of **Handout D1**. Allow about 30 minutes for this. Explain that there will be no formal



report back from the groups, but instead there will be a plenary discussion of the small groups' conclusions.

3. In plenary, lead a discussion on the brainstorming concerns. Refer to **Handout D2** to facilitate this discussion but don't limit the discussion to the points made in the handout. As there is no formal report back, be sure to ask if other points were raised in the small group discussions that the handout does not mention.

Note: remember to distribute **Handout D2** at the end of the exercise.

4. In concluding this part of the discussion, re-emphasise that attention to gender equality issues is important because of the contribution this can make to identifying and resolving tensions at the community level that are associated with community readjustment and the re-absorption of ex-combatants after the conflict. In other words, attention to gender equality is not only or mainly about ensuring women's equitable access to resources.

Part 2: Men and gender

5. Introduce the discussion by noting that most discussions of gender turn quickly to the situation of women. This often results in people thinking that "gender" means "women", and they use the term in this way. Discuss the validity of this. Below are some suggested prompt questions, followed by points in italics that could be part of the discussion¹.

Why do discussions generally focus on women (or "women's views"/ "women's voices")?

- Gender equality has been defined as an issue *because* equality does not now exist.
- There is an imbalance in the relative positions of women and men that is reflected in a pattern of male dominance over social and economic resources.
- Since it is women who are now generally at a disadvantage or excluded in relation to social and economic resources and decision-making, efforts to identify and redress imbalances have focused on women.
- Possible analogy: In the pursuit of racial equality, where there is inequality between white and black, to the disadvantage of blacks, efforts will focus on enabling blacks to have the same opportunities as whites.

But when the "gender problem" is seen as "women's problem" it suggests that it is women who are deficient in some way, or women who need to change — is this so?

- The problem is not women and what they lack, but the social institutions and practices that continue to create a disadvantage for women.
- Social attitudes place less value on women and the work they do and discriminatory practices result in inequitable access to resources (land, health services, education, decision-making positions).

¹ Some of the above taken from *Mainstreaming: A Strategy for Achieving Equality Between Women and Men*, and *Handbook for Mainstreaming: A Gender Perspective in the Health Sector*, both prepared for Sida by J. Schalkwyk et. al, 1996.



- Rectifying these patterns will require changes by both women and men. Efforts to achieve equality would benefit from greater participation by men in defining visions and strategies for a more equal society.

Don't men have gender too? Why is this seldom discussed?

- Gender is often overlooked as an aspect of men's social identity. This is due to a tendency (among men and women) to consider male attributes and characteristics as the norm (with women's being variations from the norm).
- But the lives of men as well as women are strongly influenced by gender — cultural norms about 'masculinity', and expectations of men as leaders, husbands, sons, lovers shape demands on men and their behaviour. For example, men are expected to defend the nation or community by force of arms.

6. Link this discussion with the case study. Ask the following questions to facilitate a discussion of the links:

How does a gender perspective help understand men's situation in post-conflict situations?

Can it contribute to a more informed analysis of post-conflict situations and programme needs?

Considering the demobilisation/reintegration scenario discussed earlier, what possible insights does a gender perspective provide on the situation of men? (Remember that "gender" means the social, economic and cultural attributes associated with being male or female that shape the relations between them.)

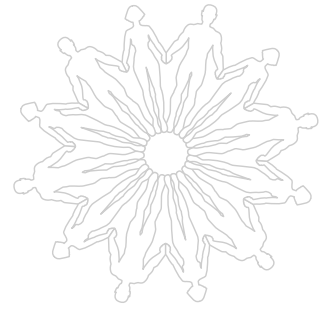
- Combatants/ex-combatants are more likely to be male than female as gender definitions shape the expectation that men rather than women take up arms in defense of their community. But even if readiness to take up arms may be part of the definition of being male, are the will/skills/disposition to do this attributes for all men? absent in women?
- If social/cultural expectations of being a "man" include capacity to defend the community and capacity to take responsibility for families, what particular problems might men face when demobilised and returned to communities with few employment and income prospects? Might they feel "unmanned", given that they no longer have a manly role in war, and face uncertainty about their ability to fulfill expectations toward their families? How might this influence their reaction to women occupying "male" jobs or taking up "male" roles?

What are the implications of this for programme planning?

- There is a need to investigate the specifics of every situation and not make assumptions about roles, needs and priorities of women or men.
- It is necessary to consider the possibility of tensions between women and men (in families and communities) in reintegration and reconstruction, and ways in which there could be constructive support that seeks to find new solutions — with the participation of both women and men.
- The outcome of this process (with some influence from the programme envisaged) could result in greater equality or inequality. Gender relations are likely to be in a state of flux or change in any case, and the situation offers difficulties but also opportunities for positive social change.

Handout D1

PLANNING A POST-CONFLICT DEMOBILISATION/ REINTEGRATION INITIATIVE



Country AB has suffered a long period of civil war that affected almost the whole territory of the country. When a pact was recently reached between the government and several different rebel groups, the country's economy and infrastructure was in ruins. The population in this already poor country has also been coping with the effects of environmental stress caused by deforestation during the armed conflict. Low literacy rates and the limited reach of basic health services and education complicate the tasks of reconstruction and development.

The international community is involved in a range of measures to support post-conflict recovery, including assistance in organising elections, rehabilitation of physical infrastructure, and public sector reform and capacity-building as well as humanitarian assistance.

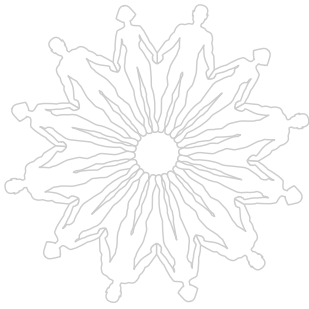
One area in which the government has requested the assistance of UNDP is in the demobilisation and reintegration of former combatants. It is envisaged that this will include disarming combatants from the various rebel groups as well as a reduction in the size of the armed forces. In support of reintegration, an initial severance payment is to be followed by ongoing support services. The reintegration programme has been identified as critical to providing ex-combatants with an incentive to rejoin communities rather than continue the conflict. This programme is therefore a major element of the overall strategy to achieve social and political stability.

In planning the ongoing support programme, the focus has been on measures to enable former combatants to earn a livelihood. Vocational/skills training, employment referral programmes and small-business grants and loans have been identified as the main components of the programme. Also under consideration are specific health services and training measures for ex-combatants with war disabilities.

TASK:

You have been asked to brainstorm with your colleagues on gender issues that would be relevant to the design of this programme. It is suggested that the brainstorming proceed through three steps:

- 1) *Former combatants* — Who are they likely to be? What issues or problems might they face in reintegration to their communities?
- 2) *Receiving communities* — What characteristics are likely to affect reception and re-absorption of ex-combatants?
- 3) *Implications for programme design* — What should be taken into account in situation analyses? programme elements?



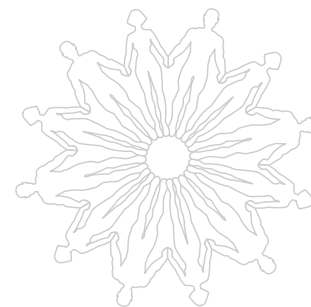
Handout D2

DISCUSSION QUESTIONS AND POINTS FOR CASE STUDY

CATEGORIES	PROMPT QUESTIONS FOR FACILITATOR (and possible points for discussion)
<p>Ex-combatants</p>	<p><i>Can we assume that all ex-combatants are men?</i></p> <ul style="list-style-type: none"> ➤ While most are likely to be men, women have been combatants in many wars of liberation and internal conflicts (in Eritrea, for example, about 1/3 of fighters were women) <p><i>What issues/problems are ex-combatants likely to face in reintegration (men and women)?</i></p> <ul style="list-style-type: none"> ➤ Likely to have been separated from their families for some years, and new relationships may have developed (including children) ➤ Combatants have not been in the market economy during the conflict — and while they may have developed new skills, they may not be marketable (problem that would be greater with length of conflict) ➤ May be apprehensive about return (relations with family and community, gaining livelihood, etc.) <p><i>What particular issues or problems could women ex-combatants face in re-integration?</i></p> <ul style="list-style-type: none"> ➤ Often as fighters they have experienced a greater measure of equality than they had before, but they likely return to communities/families that expect them to return to previous roles ➤ Responsibility for children (born during period of mobilisation) — additional responsibility, reduced mobility, specific needs such as childcare to facilitate economic activity ➤ Possibly greater limitations with respect to literacy, education and market-relevant skills (resulting from gender discrimination in access to education/training in pre-conflict and conflict periods)
<p>Communities in which ex-combatants are to be re-integrated</p>	<p><i>What changes may have taken place in those communities during the period of conflict?</i></p> <p><i>How might this have affected previous gender roles and expectations?</i></p> <ul style="list-style-type: none"> ➤ Likely to have been more men than women who have left the communities as fighters, leaving communities largely composed of women, children and elderly ➤ In absence of men, larger responsibility assumed by women for economic welfare of families, and women taking on tasks, jobs or functions previously considered to be male (including decision-making in household and community) <p><i>What are the post-conflict implications of these shifts for women and men in those communities?</i></p> <ul style="list-style-type: none"> ➤ Assumptions and expectations about who can/should do what may have changed among those left behind — there may be tensions if women are expected to give up freedoms, resources, jobs to accommodate returning male ex-combatants ➤ As part of resuming “normal” life, elements of the community may emphasise traditional gender roles and expectations, i.e., a more family-oriented and subordinate role for women (whether they have remained in the community and taken on new responsibilities, or have taken on new roles as combatants) <p><i>What types of support may be needed by those who have remained behind?</i></p> <ul style="list-style-type: none"> ➤ Economic resources may have been limited during the conflict, with families merely struggling for survival — they may be as much in need of skills training and credit as ex-combatants ➤ Communities may also need basic services as an underpinning to any economic development — e.g., services which are often particularly important in relation to women’s workloads (water, health, sanitation) and opportunities (childcare, equitable access to education) <p><i>Any other particular issues that women remaining in communities may have faced during the period of conflict?</i></p> <ul style="list-style-type: none"> ➤ May have faced sexual violence (which has recently become more visible as an aspect of armed conflict)

Handout D2

(continued)



CATEGORIES <i>(cont'd)</i>	PROMPT QUESTIONS FOR FACILITATOR (and possible points for discussion) <i>(cont'd)</i>
Programme/ project implications	<p><i>What does all this mean for the design of a demobilisation/reintegration initiative?</i></p> <ul style="list-style-type: none">➤ Important to situate demobilisation/reintegration initiatives within a broader analysis of communities to which they would return, including a gender analysis of needs and priorities➤ Families and communities may need guidance and assistance to re-absorb ex-combatants and to find equitable ways for both ex-combatants and non-combatants to rebuild and readjust after a conflict➤ Need to disaggregate the category of “ex-combatants” to recognize gender specific needs of women (dealing with pressures for reduced liberties, needs related to children, literacy, skills) and of men (reconciling different roles taken on by women in their families/communities in their absence, finding a new balance)➤ If a disproportionate amount of resources go to men (i.e., programmes targeted at ex-combatants in isolation from communities), this could exacerbate gender disparity and inequality-need to construct programme to distribute resources to both women and men, to monitor the distribution and its impact on well-being.



BACKGROUND READING

Background reading that could be used with this exercise:

- *Gender Equality and Peacebuilding: An Operational Framework*, CIDA Peacebuilding Unit (Multilateral Programs Branch)
- Sida Equality Prompt Sheet #17: *Post-conflict initiatives and equality between women and men*.
- Fourth World Conference on Women, Platform for Action and the Beijing Declaration. United Nations. NY 1996. Participants could be directed to the introductory section of the “Women and armed conflict” chapter (para. 131-141) and to the strategic objectives and action areas agreed to by governments and international agencies (para. 142-149)
- UN Inter-Agency Standing Committee, “Policy statement for the integration of a gender perspective in humanitarian assistance,” Geneva 31 May 1999.



Exercise E

PRELIMINARY STUDY FOR A COMMUNITY-BASED WATER RESOURCES PROJECT

Objectives

1. To strengthen participants ability and confidence in providing input on terms of reference for a study in a sector with which they may not be familiar.
2. To demonstrate to participants that they can provide useful input without being an expert.
3. To specify the gender focal point role in identifying key entry points, so as to prompt those responsible (colleagues, consultants, etc.) to undertake the appropriate steps or do the analysis.

Contents

1. Facilitator's notes
2. Handout E1: Case study — Preliminary study for a community-based water resources project
3. Handout E2: Worksheet for case study
4. Handout E3: Discussion points for case study
5. Background reading

FACILITATOR'S NOTES

These notes describe one approach to using this exercise. Using this approach, the exercise should take about 2 hours.

1. Introduce the exercise:
This exercise uses a hypothetical example of a situation in which gender focal points may find themselves — to give advice in a sector that they may be unfamiliar with. But even if you know little about water resources management, you do know about how/why gender is relevant in various situations and sectors and you can apply this knowledge and insight to this situation.
2. In doing the following task, remember that you are not being asked to do the analysis of the project or the community but to suggest what steps should be taken for a full analysis and then think about the rationale that could be put forward for taking these steps.
3. Distribute **Handout E1** and **Handout E2**. Divide the large group into smaller working groups and ask each group to read and discuss the case study, completing the task described at the end of **Handout E1** by using the worksheet in **Handout E2**. Remind participants to be as concrete as possible in their wording — general statements such

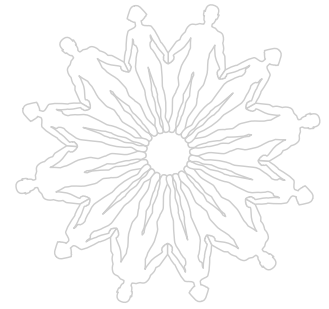


as “do a gender analysis” or “integrate gender into all steps” are not helpful to colleagues and should be avoided.

4. Allow up to 60 minutes for this group work task before bringing people back together for report back. Facilitate this report back discussion in three stages and refer to **Handout E3** to help you prompt participant discussion (*note*: remember to distribute **Handout E3** at the end of the exercise).
 - I. Ask one group to report on its discussion and recommendations of “Instructions to be included in the TORs”. Ask others if they have anything to add.
 - II. Summarize this discussion by categorizing the responses (probably 5-6 categories), perhaps elaborating and clarifying (refer to the first column in **Handout E3**).
 - III. Now discuss groups’ responses to the second question of the task: “Why do you want to have this information for project planning?” Using the categories identified above, take one category at a time and ask whether there is a group that wants to contribute its ideas. Ask for any further inputs and discuss before moving on to the next category. Refer to the second column in **Handout E3** to help you with prompt questions to stimulate the discussion.
5. Finish the exercise by summarising the main points and conclusions from the discussion.

Handout E1

PRELIMINARY STUDY FOR A COMMUNITY-BASED WATER RESOURCES PROJECT



The UNDP Country Office in Country WW is in the preliminary stages of preparing a large watershed management project in cooperation with several ministries in the national government.

The project will aim to reverse soil erosion and land degradation in the area, and to result in sustainable production of food, fuel, timber and fodder. The area concerned covers about 60,000 acres. The population lives in some 80 villages spread throughout the area. Agriculture and animal husbandry are the main activities. The area is characterised by a combination of individual small-holdings, large plantations using wage labour, and some common lands used for foraging, animal fodder and fuelwood. Environmental degradation is linked to deforestation, the number of domestic livestock foraging in the area, and over-population.

Preliminary discussions on the project concept resulted in a consensus that the project should explore approaches that involve local communities in the implementation of physical works and the management of resources. The project is therefore likely to combine community development activities, training and extension services, and physical/structural interventions. Government ministries involved in planning include environment, agriculture, and forestry; field officers and extension services of all these agencies will be involved in implementation.

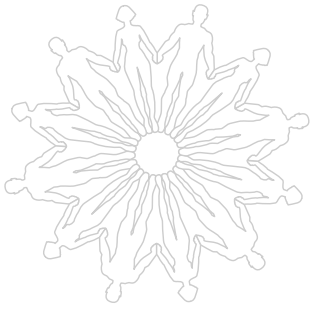
In view of the scope of the project and its relevance to most UNDP focus areas, the Country Office established an internal advisory group to oversee project planning and promote an integrated approach that takes account of the agency's policy goals related to environment, poverty, sustainable livelihoods, and gender equality.

The programme officer in charge is now preparing an initial draft of the terms of reference (TORs) for a study that will be a major input to project design. The draft TORs will be reviewed by the internal advisory group before being discussed with government counterparts. It is envisaged that the study will be done by a multi-disciplinary team and will include as major elements:

- data collection and analysis of socio-economic characteristics of the area;
- assessment of the potential for community participation in determining and carrying out project activities (both physical works and community development initiatives);
- consultations with local communities;
- assessment of the capacity of existing local groups in relation to the community resource management objectives;
- analyses of the policy and institutional environment for the initiative.

TASK:

You are the member of the advisory group with the most experience on issues of gender equality. The programme officer drafting the TORs asks for your input on the instructions that should be included in the TORs to ensure that gender issues are fully considered. What would you advise? Why?

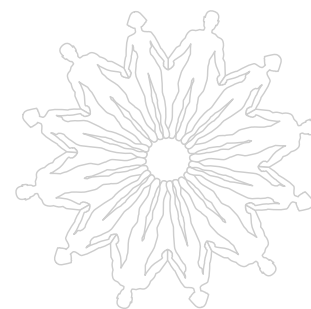


Handout E2

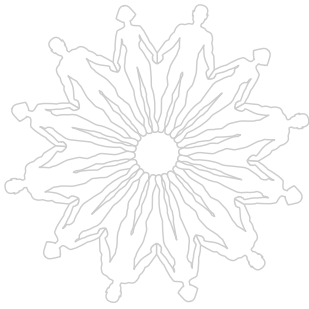
WORKSHEET FOR CASE STUDY

Instructions to be included in TORs (begin by considering the main elements of the study outlined)	Why do you want to have this information for project planning?
Socio-economic data and analyses	
Assessment of the potential for community participation	
Consultations with local communities	
Assessment of capacity of community groups	
Assessment of the policy & institutional environment	
Other	

DISCUSSION POINTS FOR CASE STUDY



INSTRUCTIONS TO BE INCLUDED IN TORS	WHY THIS SHOULD BE INCLUDED (why you want this information for planning)
<p>Socio-economic data and analyses must be disaggregated by sex, including e.g.:</p> <ul style="list-style-type: none"> ▶ analysis of agricultural assets (land, tools, livestock) ▶ analysis of agricultural activities ▶ analysis of uses of the watershed area ▶ assessment of incomes 	<p>Disaggregation by sex (separate data for women and men that allows an assessment of the situation of each and comparison between them):</p> <ul style="list-style-type: none"> ▶ this is essential for an adequate analysis because of differences between women and men in activities, resources, and opportunities that could affect project implementation ▶ collection and analysis of disaggregated information in this baseline study is also necessary for project monitoring of impacts on the population and on disparities between women and men
<p>Assessment of the potential for community participation should include consideration of how this potential is affected by gender-related activities and relations between women and men. This would include consideration by gender of:</p> <ul style="list-style-type: none"> ▶ who makes decisions about uses of the watershed area in households and communities ▶ who would benefit from participation (who would have an incentive to participate) ▶ what may be the constraints on participation and/or costs of participation 	<p>There are likely to be differences between women and men in the issues and concerns over which they have the power of decision, given gender differences in activities, resources and opportunities (both at the household level and in the community).</p> <p>This is likely to be associated with differences between women and men in incentives to participate. That is, men may gain from certain activities and thus have an incentive to participate while women do not. In other activities, women may gain while men do not. Participation will therefore be affected by appropriate targeting. At the same time this type of analysis should also help identify whether an equitable share of benefits will be received by women and men — gender inequalities would be exacerbated if most of the benefits were directed to men.</p> <p>There may also be differences between women and men in the costs of participation. Giving time and labour generally means that activities must be given up or workloads increased. The heavy workloads of women in many countries (generally heavier than men when domestic/household responsibilities are considered,) may mean high costs of participation. Other constraints to women’s participation may arise due to cultural factors.</p> <p>Investigation of these factors is necessary to an adequate analysis of the potential for community participation in project activities and to anticipating tensions and problems that may arise in implementation.</p>
<p>Consultations with local communities should be structured to ensure that women are able to express their views. If this cannot be done in mixed groups, it may require separate meetings with women.</p>	<p>Consultations should seek to gain the views of both women and men, as there may be differences between them in concerns and priorities — and these may be relevant to establishing and achieving project goals. However, women may not be able to express their views if consultations focus on community leaders or are held in mixed community gatherings because of factors such as lack of experience, or cultural inhibitions, etc.</p>
<p>The assessment of capacity of community groups should consider the participation of women in these groups and the experience and potential of women-specific groups.</p>	<p>Participatory projects should benefit from the participation of both women and men as both will be affected by project activities and both have concerns about the development of their communities. Thus any capacity assessment of community groups should consider whether these groups are able to represent the views of women. If not, or not adequately, the study should consider how such groups could be supported to better represent women and/or alternative means of ensuring women’s representation such as women’s organisations.</p>



Handout E3

(continued)

INSTRUCTIONS TO BE INCLUDED IN TORS <i>(cont'd)</i>	WHY THIS SHOULD BE INCLUDED <i>(why you want this information for planning) (cont'd)</i>
<p>Assessment of the policy & institutional environment should include consideration of experience of the government and other agencies to be involved in the project in addressing the issue of equitable benefits to women and men.</p>	<p>Policy: Most governments have developed policies on gender equality and a ministry or unit within government to serve as a catalyst for action. Knowledge of the commitments made by national governments can be a useful tool in dialogue on these issues with sectoral ministries.</p> <p>Institutional environment: Project success in addressing gender issues will depend on the capabilities in this area of implementing agencies. If these agencies have limited experience in addressing gender issues, the project design will need to include training and follow-up with staff.</p>



BACKGROUND READING

Resources that could be distributed:

This exercise is more concerned with specifying what should be addressed in a preliminary socio-economic study for a community-based project, rather than exploring issues in the water sector — the same types of issues would be relevant for community-based projects in agriculture, fisheries, forestry, etc. These are all sectors in which voluminous sector-specific resources on gender have been prepared. It may be useful to point this out — these are resources that gender focal points could draw on but also, and more importantly, can draw to the attention of colleagues, consultants, researchers etc.

In the water sector, for example, many agencies have prepared guidelines and handbooks. The SEED Water Programme of UNDP is building on this work to develop a “Gender and Water Resources Kit” that is intended as a practical tool to assist UNDP staff to apply a gender perspective to water resources management initiatives. This will likely be available in early 2000. When ready it will be posted on the SEED website: <http://www.undp.org/seed/>

Three short documents, all prepared under the auspices of Sida (Swedish International Development Cooperation Agency) are also relevant. The first provides a brief overview of water resources management generally; the other two are concerned with more specific issues. A review of these documents should serve as a stimulus to thinking about the relevance of gender equality issues to a variety of initiatives in the water sector (and if given some thought to other sectors also).

- “Gender Equality and Water Resources Management”
- “Coastal zone management & equality between women and men”
- “Irrigation and equality between women and men”

Also of interest:

- BRIDGE, *Development and Gender in Brief, Issue 1: Environmental Policy*. (Also available online: <http://www.ids.ac.uk/bridge/dgb1.html>)

