

DRAFT

Guidelines to a National Gender Action Plan

ADB TA3641: Capacity Building of the Lao Women's Union

October 2002

This is the draft Guidelines for Mainstreaming - a document designed to assist government planners to structure a gender mainstreaming process in Lao PDR - to develop a National Gender Action Plan. It is the result of a consultative process involving the Lao Women's Union and an inter-ministry working group appointed by the project Steering Committee. The working group includes representatives from the Committee for Planning and Cooperation, the National Statistics Centre, Education, Employment, Health, and Transport sectors, and the Prime Ministers Office. This draft will be presented to the working group for final clearance before moving into government approval stage late in 2002.

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Guidelines for Mainstreaming Gender

Chapter 1: Background

1.1 Introduction

The Government of Lao PDR is committed to social justice for all citizens, regardless of age, sex, or ethnicity. In recognition of this, the government will develop a comprehensive National Gender Action Plan (NGAP) to ensure that gender equality, guaranteed under the Constitution, is a factor in all spheres of Lao life; in decision-making and influencing policy, in access to resources and enjoyment of the fruits of economic growth, in health and in education.

To do this, the NGAP will adopt the strategy of ‘gender mainstreaming’, or ensuring that gender issues are recognised and integrated into all government processes. The NGAP will steer the implementation of gender mainstreaming in government ministries and agencies across all sectors and governance levels. The aim of gender mainstreaming is the achievement of actual gender equality.

The first step in the development of such a wide-ranging and complex plan is the establishment of a process outline. The Lao Women’s Union, supported by the Asian Development Bank (ADB), has produced this document – Guidelines for Mainstreaming Gender - as a stepping-stone to the development of the final NGAP.

This document

- sets out the reasons why the NGAP should be developed
- provides the international and national context for the NGAP, and
- explains the concepts to be used in the planning process.

It also

- describes the steps necessary for the formulation of the NGAP
- suggests a structure for the planning process
- describes the roles and responsibilities of stakeholders in the planning process
- suggests a coherent and sustained approach to capacity development across ministries to support the planning process,
- provides detailed information about gender planning tools and methods, and
- gives examples of goals, objectives and actions designed to achieve the aim of gender equality.

Government approval of the Guidelines will lead to the second, and final phase in the development of the NGAP. Using the Guidelines, ministries and agencies will be able to undertake the process leading to a comprehensive plan aimed at achieving gender equality in Lao PDR.

Completing this task will require commitment from the Party, the bureaucracy, and the mass organizations. It will also require collaboration and a commitment from donors to support the process

until the strategies in the Plan are integrated into government activities at all levels.

1.2 Why develop a National Gender Action Plan?

Development planning in Lao PDR is conducted in an environment which enjoys abundant natural resources as well as significant constraints.

Lao PDR is one of five Asian countries (along with Nepal and Bangladesh, Bhutan and Pakistan) to be classified as an LDC in the latest Human Development Report of the UNDP (2002). The mountainous terrain, sparse infrastructure, ethnic diversity, low per capita income, under-developed health and education services - all combine to provide significant development challenges, particularly in the field of gender and gender relations.

In such a situation it is difficult to separate and prioritise development needs, but there is no doubt that women have borne the burden of under-development in many ways. Studies have shown that women work longer hours than men, they have less access to education, their specific health needs are often not met. In paid employment their wages are lower, they hold fewer positions of authority in both the private and the public sector. Their ability to influence policy is limited, either because of lack of representation or lack of skills and experience, and their position in household economics is unclear.

Despite the fact that gender equality is guaranteed by the Constitution, difficulties caused by development constraints are often felt disproportionately by women. A National Gender Action Plan will assist the government of Lao PDR to highlight gender issues in its policies and programs, and address the issues with positive strategies for future action.

1.3 International context

In its commitment to social justice for all citizens, the Government of Lao PDR has ratified various United Nations Conventions on human rights. Of particular significance for the NGAP are the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC). In addition to these Conventions, the government has also agreed to implementation of the Platform for Action arising from the Beijing 4th World Conference on Women (1995) and the Programme of Action of the International Conference on Population and Development (1994). These agreements provide a powerful international mandate to pursue gender equality.

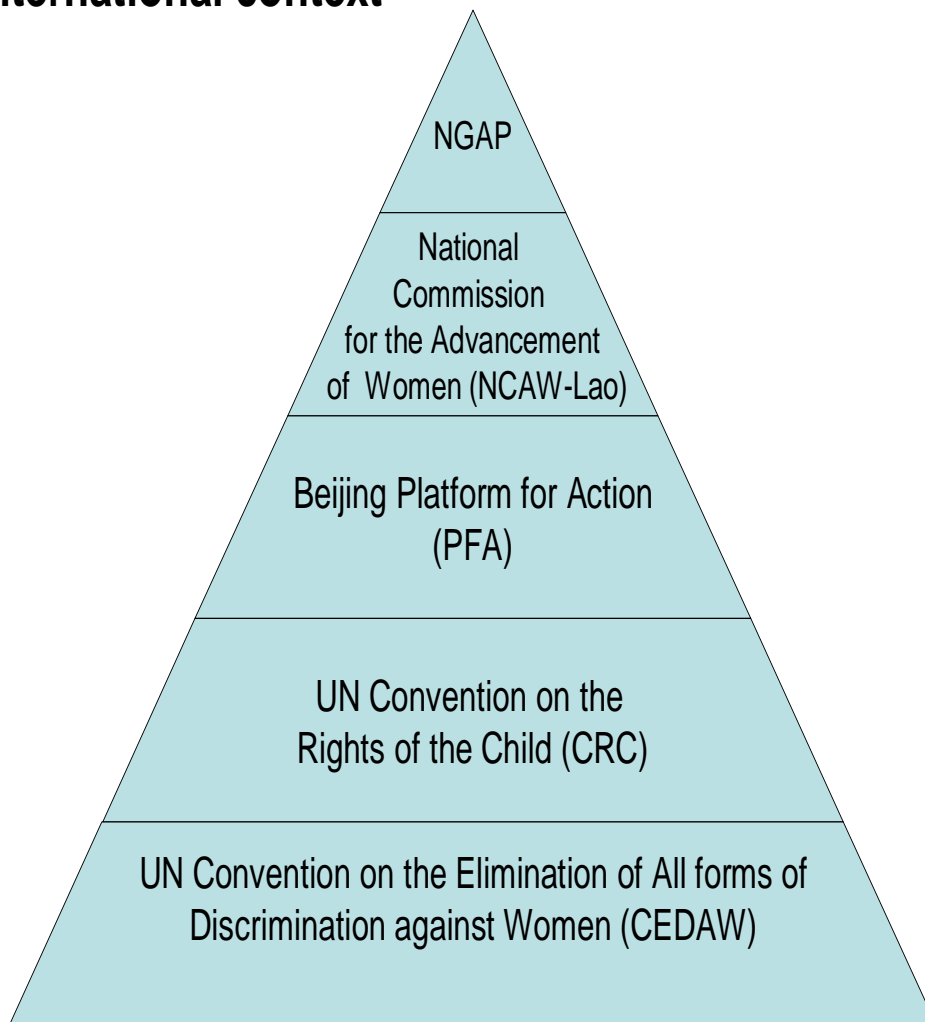
In agreeing to implementation of the Beijing Platform for Action, the government agreed to develop a National Gender Action Plan. Significantly, approval has also been given by the government for the establishment of the National Commission for the Advancement of Women – Lao PDR (NCAWL), which will hold the overall responsibility for the development of the NGAP following acceptance of these Guidelines.

As well as the mandate provided by international agreements and conventions, there is also a considerable body of evidence from development studies showing that socio-economic results are enhanced when gender is specifically included in all facets of development initiatives, and when there is a significant degree of gender equality. In other words, if the differing needs and voices of women are taken into account there is more likelihood of project success, and consequently of socio-economic development goals being met.

Locally, the Participatory Poverty Assessment (PPA) of Lao PDR, carried out in 2000, also found that where the gender division of labour was more equitable, rice sufficiency was higher. ‘the lowest

rice yields are found in societies where women's labour inputs are highest' (ADB p.128). Put differently, the greater degree of gender equality, the better the socio-economic results. This is particularly significant for the government's objective of poverty reduction.

International context



1.4 National context

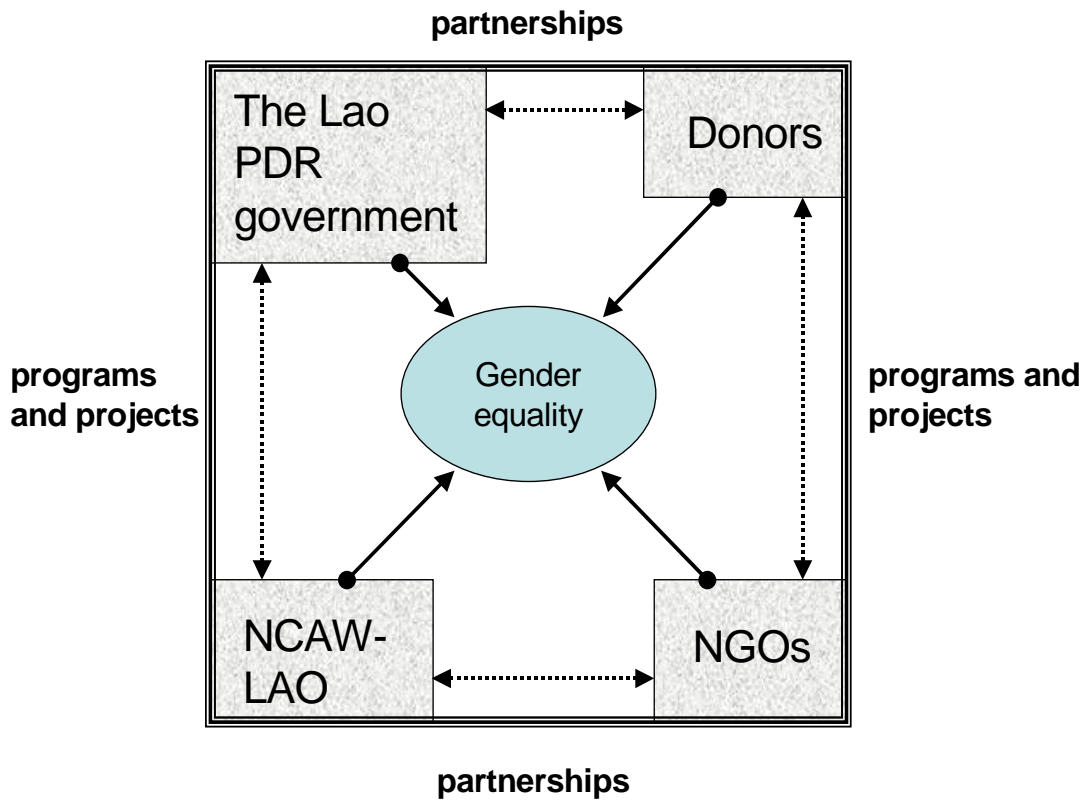
Within Lao PDR there is a solid national framework for gender equality:

- The Constitution highlights that all citizens are equal before the law (Chapter 3, Article 22) and that Lao citizens of both sexes enjoy equal rights in political, economic, cultural, social and family affairs (Chapter 3, Article 24).
- The government adopted the National Population and Development Policy in 1999, which includes specific objectives for improving the status of women, and for including gender as a factor in all aspects of development planning.
- The establishment of the NCAWL will increase the capacity of women to participate at the highest level in decision-making and advocacy for gender equality.
- The Lao Women's Union plays a significant role in the promotion of women's rights and gender equality, and has a vital national political network which reaches to the grass roots of Lao society.

The government of Lao PDR, in partnership with international donors and financial institutions, and with the support of international NGOs, continues to address major development issues as the country moves towards a significant reduction in the incidence of poverty and a higher standard of living for all citizens.

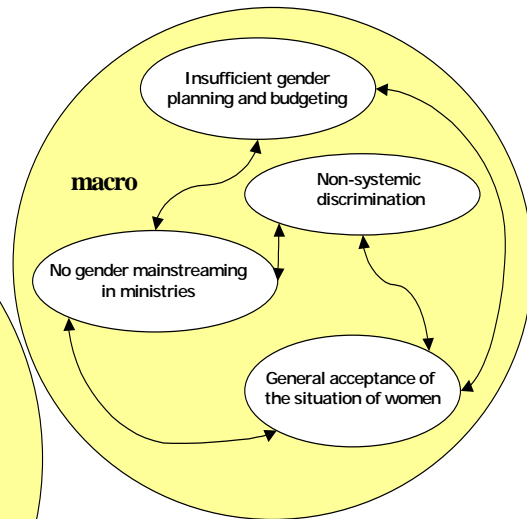
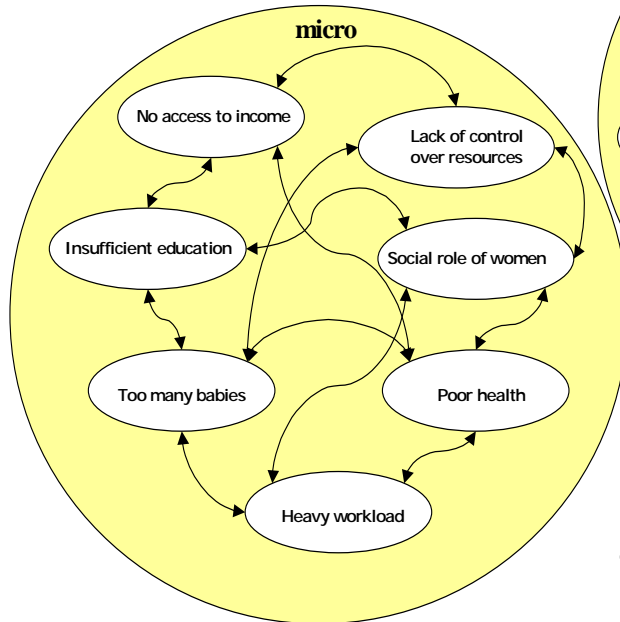
Despite the strong framework, and despite the best efforts of government and donors, there is room for improvement in the position and status of women in Lao PDR. The NGAP will enhance

these development efforts by providing guidance for the inclusion of gender issues in national policies and strategies (such as The National Poverty Eradication Program [NPEP]) as well as regional and local programs and projects.



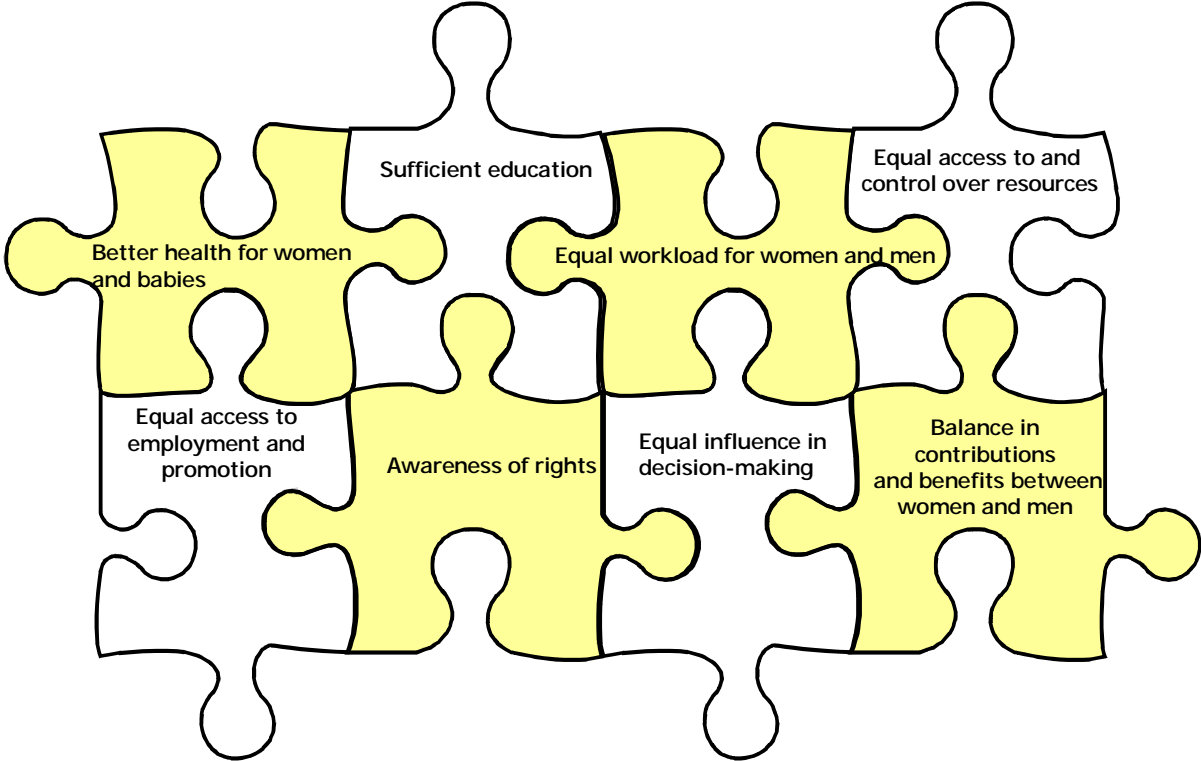
The NGAP will be developed in accordance with one major principle – that gender inequalities are produced in many interconnected ways, that causal factors are related, and that gender planning must reflect this complexity. In recognition of this, the NGAP has to operate at all levels – policy, program and projects, national, provincial, district and village.

gender inequalities are complex and connected



they occur in many spheres

gender planning is complex also



but the outcomes benefit everybody

Chapter 2: Definitions

In this complex exercise there is a need to promote common understanding and shared perceptions. The Guidelines for Mainstreaming has adopted the following definitions of basic gender terms and concepts, drawn from a variety of sources.

2.1 Gender Equity is the process of being fair to both men and women. When women and men do not enjoy full equality, it is sometimes necessary to treat women and men differently – to make up for historical economic or social disadvantages. Equity can be understood as the means, where equality is the end.

2.2 Gender Equality means that women and men have the same status within a society. It does not mean that men and women are the same, or should do the same things, but rather that their contributions to society are recognised and *equally valued*. Gender equality means that women and men enjoy equal conditions for realising their full human rights, and have the opportunity to contribute to and benefit from development.

2.3 Women in Development and Gender and Development. Early efforts to overcome the disadvantaged position of women in many developing countries were directed at the women themselves, with projects designed specifically for women (such as women's handicraft promotion). Often these well-meaning projects actually increased women's workload. Women in Development (WID) focused on women only, without looking at the relationships between women and men, or the reasons for glaring inequalities.

The transition to Gender and Development (GAD) was a result of the obvious lack of progress made over time in lessening gender inequality. GAD recognises that men and women do not necessarily benefit equally from development activities. In the practice of GAD,

strategies should be developed to adjust to the differing needs of women and men, and specific gender issues should be addressed in project planning and implementation. Both WID and GAD theory and practice is positioned mainly at the project level.

2.4 Mainstream. When we talk of the mainstream, we are talking of the ‘system’ of a society. The ‘system’ is the dominant ideas and practices and institutions of a society, which determine ‘who gets what’.

The *institutions* of the mainstream are those of governance; government ministries and administrative agencies, the legal system and the political structure – the decision-making system.

The dominant *ideas and practices* of a society are those which are accepted as the norm, even though those ideas and practices may discriminate against a section of that society. For example, if the dominant ideas in a society say that women do not need to own land because men are the ‘natural’ landowners, then it is obvious that women are disadvantaged economically, and that this leads to gender inequality. In this case, people who recommend that women can own land would be ‘outside the mainstream’ – and seeking to change a practice which is discriminatory, but which is accepted as the norm.

2.5 Gender mainstreaming. Gender mainstreaming is a strategy to assist in overcoming such discriminatory practices. In this strategy, the issue of gender is placed within the mainstream of government. This is in contrast to WID and GAD, which have been embedded primarily within project activities.

Gender mainstreaming takes the ideas of WID and GAD a step further, saying that women-specific projects do not address the *fundamental* issues that maintain gender inequality. It is a strategy to highlight women’s concerns and experiences, and to illustrate that these concerns often differ from ‘the mainstream’ – the institutions

which have historically determined 'who gets what'. Gender mainstreaming is a strategy to ensure that the decision-making institutions and systems become sensitive to issues of gender.

This in turn means that government ministries and agencies will design their policies, programs and budgets so that benefits are distributed equally between women and men. The concerns of women as well as those of men will be integral to the design, implementation, monitoring and evaluation of policies and programs at all levels, so that women and men benefit equally, and so that women are not disadvantaged by government practices.

Gender mainstreaming also requires an understanding that women must participate equally in the 'mainstream' in order for their voices to be heard. This in turn means that strategies aimed at promoting gender quality must encompass *political or governance* spheres as well as *social and economic* spheres.

In Lao PDR, as in most countries, most institutional planners (at the decision-making level) are men. For this to change to a more balanced profile, it will be necessary for ministries to examine their internal policies and practices as well as their external activities. Strategies should address the need for women to be represented on an equal basis with men at all levels in government – within ministries and equivalent agencies, and in governing structures at policy level.

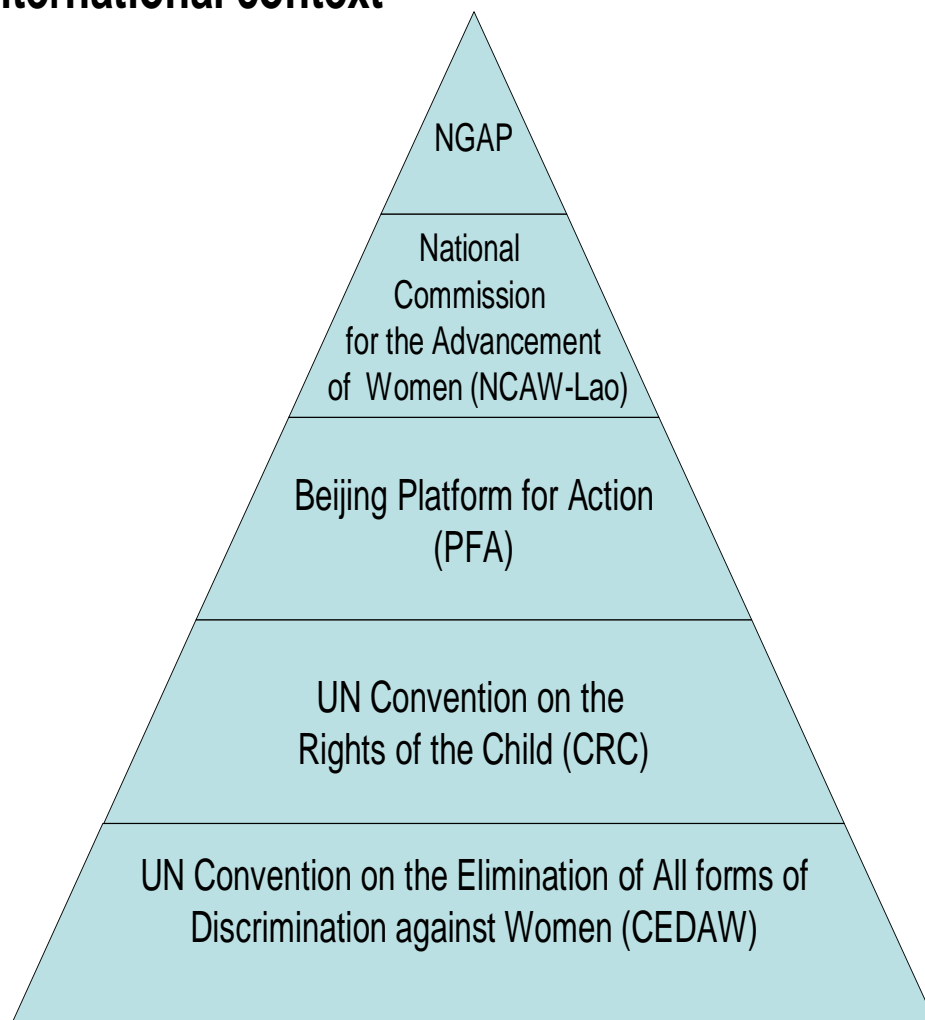
To summarise gender mainstreaming:

- examines practices which maintain gender inequality, and develops actions to overcome discrimination
- is not confined to 'women-only' projects, but aims instead for men and women to benefit equally from development
- understands that women must participate equally in 'the mainstream' – the institutions of governance

- aims to achieve gender equality in economic, social and political (governance) spheres

The following table demonstrates the transition between WID, GAD, and mainstreaming

International context



Women in Development (WID)	Gender and Development (GAD)	Mainstreaming for gender equality
<i>Women-focused.</i> Does not consider the role of men. Ineffective as an overall approach to gender inequality because of narrow focus.	<i>Gender-oriented.</i> Compares men and women to identify difference in access, participation and benefits, and focuses on the gender relations which cause the differences.	<i>Mainstream oriented.</i> Focuses on developing mechanisms within the institutions of governance to implement a gender-sensitive approach to all aspects of the mainstream.

Identifying the problem:

<ul style="list-style-type: none"> - Women's lack of participation in development - Women's lack of capability or experience to compete equally with men 	<ul style="list-style-type: none"> - Gender inequality - Unequal power relations between men and women - Lack of recognition of the unpaid contribution of women to development activities 	<ul style="list-style-type: none"> - Institutional bias that contributes to the unequal representation of women in decision-making - Lack of institutional arrangements to ensure a gender perspective in policy formulation and planning and budgeting - Institutional environments that are more compatible with men's gender roles
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Establishing strategies:

<ul style="list-style-type: none"> - Developing activities for women to increase their role in development - Training to enable women to compete equally with men - Special projects for women 	<ul style="list-style-type: none"> - Collection of sex-disaggregated statistics and qualitative data on gender inequalities across sectors - Gender analysis to identify different impacts on men and women and to develop measures to address the differences (project level) 	<ul style="list-style-type: none"> - Introduction of gender mainstreaming in government ministries (institutional level) - Gender analysis to identify different impacts on men and women and to develop measures to address the differences (institutional level)
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Adapted from UNIFEM

The aim of the NGAP is full and actual gender equality. It can be readily seen from the above analysis that gender mainstreaming is the most powerful and wide-reaching tool for achieving this aim. It should also be realised from the above analysis that gender mainstreaming can and will include actions drawn from both WID and GAD practices.

To reach the target of gender equality, it will be necessary to employ strategies at many levels, ranging from gender-specific projects to strategies designed to transform institutional practices. Gender mainstreaming is inclusive. It does not imply that current practice should be neglected or abandoned. It implies only that current practice needs to be strengthened if gender equality is to be achieved. The greatest impact will be felt when the issue of gender inequality is understood and addressed *in the mainstream*.

2.6 Gender analysis. How is gender mainstreaming carried out? Gender analysis and gender planning are the primary tools for mainstreaming gender into ministry programs and policies.

Gender analysis is the process undertaken to assess the impact of programs and policies on women and men, and also to examine the effect that gender roles have on the success or otherwise of development activities.

Although gender equality is enshrined in the Constitution and laws of Lao PDR, the reality is that women and men have differing life experiences, most often to the disadvantage of women. Gender analysis must be carried out in order to document and understand these differences, and to develop plans to address inequalities.

The primary tool for gender analysis is the provision and maintenance of *sex-disaggregated data*; without such information it is impossible to determine the impact of past and current policies and programs, or to measure the effectiveness of new initiatives. Also, without such data it is not possible to demonstrate to policy-makers

and donors that there is a need for change. This data is usually quantitative; qualitative or narrative data concerning the situation of women across sectors is equally valuable and important.

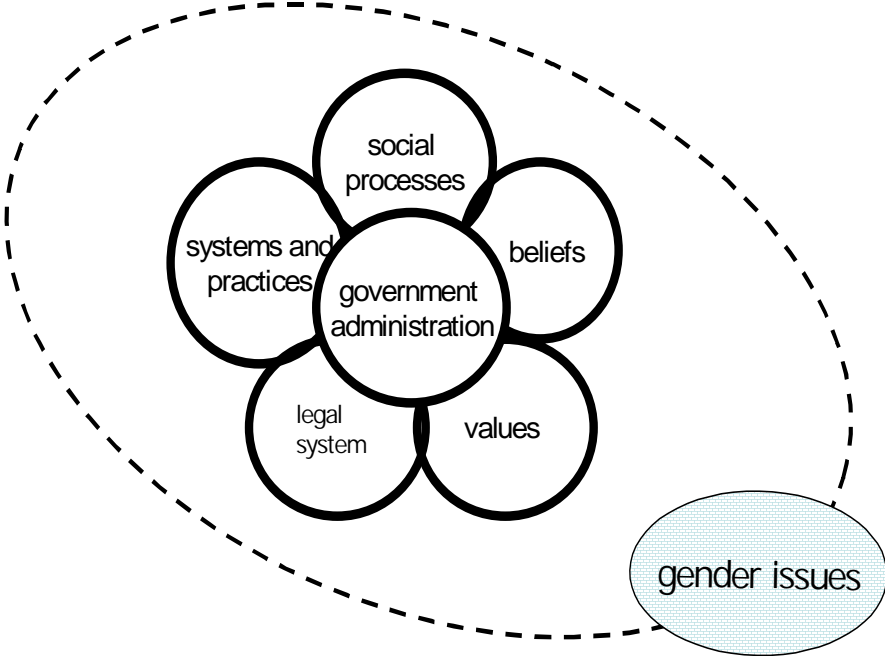
In addition to sex-disaggregated data, it is also necessary to develop 'gender-sensitive' indicators which demonstrate change over time, or which offer comparisons. For example, sex-disaggregated data might show that 45% of girls are literate in a particular province or city. Gender-sensitive indicators would show a comparison between boys and girls, between provinces, or between urban and rural areas within a province, and also how the situation has altered over time.

The other essential ingredient for gender analysis is the development of *a systematic approach*, or methodology, for the analysis itself. Various tools have been developed to assist in this process, and are outlined in Chapter 3.

2.7 Gender planning and budgeting. Gender mainstreaming is not simply an analysis of the current situation; it is also a strategy for change. In order to bring life to the gender analysis and to ensure that gender equality is an integral part of each ministry's vision, gender planning must take place.

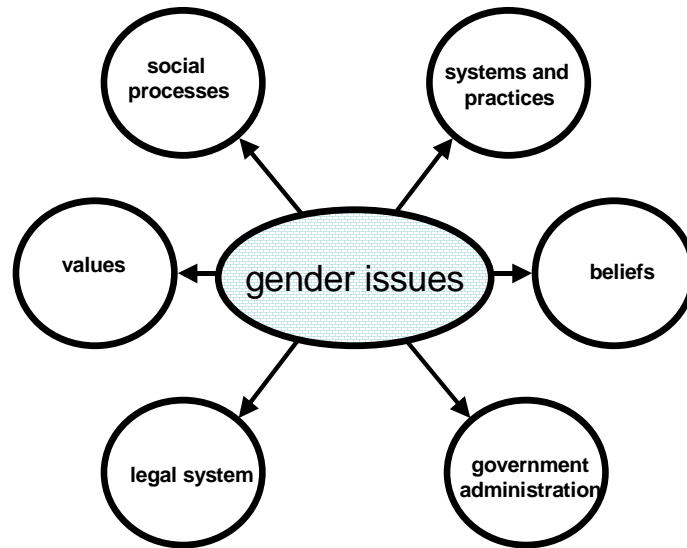
Gender planning builds on the information received from the gender analysis to design and implement strategies or actions which address identified gaps in project, program or service delivery – which correct gender imbalances at all levels and across sectors. The gender planning within each ministry will be incorporated into the NGAP.

the mainstream



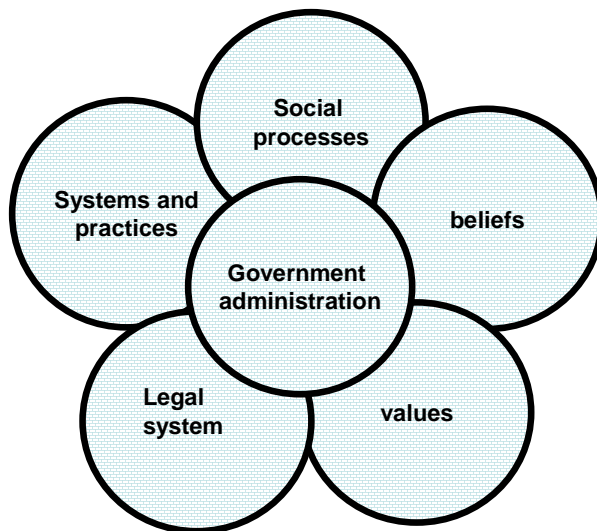
gender issues are outside

mainstreaming gender



gender becomes a core issue in all elements of the mainstream

gender mainstreamed



to achieve gender equality

Chapter 3 Analytical Frameworks

Gender analysis uses *quantitative* data to provide *qualitative* information on gender differences and inequalities. It is about understanding the ways in which men's and women's roles, resources, experiences, opportunities and constraints are *different*, the ways in which they are *unequal*, and the ways in which they *interact*.

Where patterns of gender difference and inequality are revealed in sex disaggregated data, gender analysis is the process of examining why the disparities are there, whether they are a matter for concern, and how they might be addressed. Gender analysis is the foundation of gender planning, leading to the mainstreaming of gender concerns at all levels, from projects to institutional transformation, from village livelihoods to national policy formulation.

There are several analytical tools used for gender analysis, suitable for use at varying levels of activity. These are shown at Appendices A-D.

Prior to establishing the most appropriate analytical tool, gender planners should first decide on a particular framework for analysis. This foundation framework will enable planners to understand current policies and practices, as well as to choose the best and most appropriate tool for carrying out the task of analysing data and developing strategies.

One very useful analytical framework – the Longwe model of empowerment – provides a useful 'starting block', or foundation, for gender planning. This model sets out a scale of increasing equality and empowerment, emphasising that inequality is related to lack of power. Broadly, the stages can be represented as:

- **Welfare.** This is the **basic needs** level of equality. Programs and projects directed at this level are designed to ensure that men and women, boys and girls enjoy equality in terms of food supply, health, shelter, education, etc – in other words, in material welfare.
- **Access.** This implies equality of **access to resources and services**. In addition to having basic needs met, women also need equal access to means of production such as land, credit, labour, and training, and all public services. Programs and projects at this level deal primarily with access to those resources.
- **Awareness.** This relates to the increased knowledge that women gain as they come to **understand the gender discrimination** within a society. It involves the identification of the gender gaps – in basic needs, services, access to resources – and understanding not only the gaps but also the underlying causes of inequality. If women do not have equality of access, it is necessary to identify the obstacles which prevent access. Programs and projects at this level will deal with the constraints and obstacles which hinder access.
- **Participation.** This stage is reached when women are **participating equally and have equal influence in decision-making**, policy development and planning, administration and budget design. Programs and projects at this level will be more focused on institutional change – increasing women’s representation in decision-making, in management and policy positions - from village to national levels.
- **Control.** When women have equality of control over events, they can then begin to ensure equality of **material welfare**, and **access to services and resources**. They can advocate

for the continued investigation of ongoing **causes of gender imbalances** and continued **participation in decision-making**, so that benefits of development are shared equally between women and men.

Using this framework, planners can bring a depth of understanding to their work regarding the level of equality that current strategies or actions target, or that future strategies and actions might achieve. They can question whether a strategy (or program or project) is likely to be of immediate benefit (**welfare – access**), or have a long-term impact (**awareness – control**).

It is not necessary that all programs are designed with long-term impact in view, but it is necessary that planners understand the difference between levels of inequality, and the need for a mix of short and long-term strategies. If strategies, programs and projects stay within the welfare and access stages, it is clear that significant equality for men and women will be difficult to attain.

The NGAP, with an aim of gender equality, must include strategies targeting all levels.

Models of gender analysis. The development of the NGAP will require ministry planners to undertake gender analysis of programs and policies, projects and activities, in order to formulate strategies for gender equality. Planners can use a number of different models or tools to carry out a gender analysis. It is important that they are familiar with a range of these tools, so that the depth of analysis is matched to the aim of a strategy or set of strategies. Below is a brief description of the most well known and useful gender analysis models, or tools. Appendices A-D give sample questionnaires for all tools.

3.1 Harvard Analytical Framework.

This framework provides valuable information to planners to assist in designing projects which are both efficient and responsive to the differing gender roles of men and women. It makes women's work visible, and distinguishes between access to and control over resources. It is particularly useful for village planning, and in the rural sector at the project level. The four steps that make up the Harvard Framework are the activity profile, the access and control profile, the analysis of influencing factors and a gender-specific project analysis.

a) The activity profile. This separates the activities of women girls, men and boys and categorises activities into productive and reproductive spheres. Using this profile, planners can better understand the gender division of labour both in terms of time spent on particular tasks and the type of tasks undertaken by both sexes. The data can be further enhanced by demographic information, location of tasks, time spent on travel, etc.

b) Access and control profile. This identifies the resources used to carry out the tasks in the activity profile. It identifies the gender balance between access and control, as well as social (household or community) control of the benefits resulting from the activities. Questions are asked concerning access to and control of such resources as land, equipment, labour, cash, and training, and how benefits are controlled and shared.

c) Influencing factors. How does gender influence these activity and access profiles? A series of questions can be asked about the factors in the environment that influence these profiles, particularly if there is a marked gender imbalance. For instance, there might be cultural or physical advantages or constraints which have an impact on the gender division of labour – factors which should be taken into account in development planning.

Using these questionnaires (see **Appendix A**), village leaders can identify priority areas for addressing obvious gender imbalance, or for increasing gender equality, and this information can be incorporated into Village Development Plans.

d) Project analysis. In project planning, the stages of a project can be examined from a gender perspective using checklists designed to highlight gender issues. Questions are asked at the stages of project identification, design, implementation, and evaluation, to ensure that the processes have been inclusive, and that issues of gender have been taken into account. Sample checklist is at **Appendix A**.

Relevance and usefulness of the Harvard Analytical Framework. This framework for gender analysis is practical and very useful. It provides clear information on the gender division of labour and makes women's work visible. It makes a distinction between access to and control of resources. Since the analysis is at micro level it is more suited to village and project planning rather than program and policy planning. Nevertheless, it is a necessary first step in understanding localised gender imbalances where they exist, and will assist district planners by providing concrete information. It is an essential ingredient of all project planning.

3.2 Moser Analytical Framework.

This tool examines the socially and culturally accepted *roles* of women and men and categorises the activities of women and men according to these particular gender roles. It also separates the needs of women and men into two groups, *practical* needs and *strategic* needs.

Gender roles identification. In addition to the analysis provided by the Harvard model (productive and reproductive activities), the Moser model suggests a further category of

'community activities' or community management – the provision and maintenance of resources used by everyone, such as healthcare, education, water supply, etc. Community activities also include political decision-making, and access to and control of community resources. So in addition to providing information on the time spent in following certain activities, this tool highlights any gender differences in productive, reproductive and community management roles. The Gender Roles questionnaire is at **Appendix B**.

What is often found, in using this questionnaire, is that women not only work longer hours in productive and reproductive work (eg farming and household tasks), but also they share a larger proportion of community care, such as caring for the sick and elderly. Understanding the disproportionate burden thus placed on women should lead to program and project planning which meets their specific needs, either in altering the gender imbalance or providing practical assistance to lessen the time/work burden.

The second major element of the Moser framework is the distinction between **practical and strategic gender needs**. Women have particular needs because of their triple role, but also because of their unequal power status. The differences between practical and strategic needs can be summed up as follows:

Practical needs are -

- Immediate, mostly *short-term*
- Specific needs relate to specific women or groups of women (*site specific*)
- Easily identified by the women themselves
- Relate to daily needs – food, shelter, income, health, children, etc
- Can be addressed by the provision of specific inputs, such as clinic, water supply, food, credit, etc

Addressing practical needs

- Tends to involve women as recipients or beneficiaries
- Can improve the *condition* of women's lives
- Generally does not alter traditional roles and relationships

Strategic needs are –

- Mostly *long-term*
- *Common* to almost all women
- Not easily identifiable by the women themselves
- Relate to the status of women – lack of resources, education, limitations on rights, vulnerability to violence, poverty
- Can be addressed by awareness-raising, increasing education opportunities, strengthening women's organisations, etc

Addressing strategic needs

- Involves women as agents of change, or enables women to become agents
- Can improve the *position* of women in society
- Can empower women and transform relationships

This division between practical and strategic needs is for ease of analysis, and the needs should not be regarded as entirely distinct and separate. In fact, when planners devise strategies to meet practical needs this can often have a positive impact on strategic needs. The Longwe model of analysis is closely allied to this practical/strategic needs classification. It can be seen that in general, the meeting of practical needs operates at the level of *welfare and*

access. Addressing strategic needs is linked to the achievement of a more complete and powerful level of equality – the *participation and control* levels.

Relevance of the Moser Framework. This tool is useful for both project and program design, and can also be used in policy development. By highlighting gender difference (if any) in community care, it can enable village leaders to develop more equitable division of labour in the village planning process. The Moser approach to planning recognises and highlights unequal gender relations and power situations.

The concept of strategic gender needs is useful at village, district, provincial and national level, for evaluating the potential impact of projects and illustrating that meeting practical need will not, on its own, achieve genuine equality.

3.3 Social Relations Analytical Framework

This model or tool is quite complex and can be used for analysis and planning at project, program and policy levels. The aim is to analyse the *causes* of gender inequalities, rather than simply to document the inequality. It also aims to highlight gender relationships between people and within institutions, and to understand how unequal relationships are perpetuated. For the NGAP to succeed in its aim of promoting gender equality, planners will need to respond to the causes of inequality as well as the symptoms. The social relations model assists in this process of understanding.

Social relations determine people's roles and responsibilities, their access to and control over resources, and their level of control over their own lives and those of others. Gender relations are social relations; they can change over time, and are influenced by changes happening elsewhere (for example, the changes brought about by war, drought, other natural disasters, and more recently

globalisation). The NGAP will bring about changes in gender relations as it promotes gender equality.

In the social relations model, gender analysis moves beyond the household and village level to examine gender inequalities in the 'mainstream' – the institutions which form society and which determine who gets what. The main tool in this model is **institutional analysis from a gender perspective**. The reason for examining institutions is that social differences and gender inequalities are created and perpetuated within institutions. If these institutions are ignored in the planning process, it is not likely that gender mainstreaming will be effective as a strategy for achieving gender quality.

The analysis is an examination of the practices within institutions, in the form of questions designed to highlight gender differences and gender inequalities. Using this tool, planners can better understand how certain practices impact on women and men differently, and design strategies to address disparities.

At the basic level, institutional analysis might reveal the balance between women and men in management positions; more complete analysis will reveal the constraints facing women within the institution – what are the formal and informal rules, who decides the distribution of resources, whose interests have priority, etc. For sample questionnaires, see **Appendix C**.

Analysis such as this illuminates gender relations in larger organisations, and reveals how gender inequality is produced and perpetuated. But as with the first two models, it is necessary to then plan for change, to match policies and program with the identified gender gaps or inequalities.

Further planning requires an understanding of the way in which *policies* can affect gender relations, and also the way in which

programs can address structural, intermediate and immediate causes of gender imbalance.

Development policies can be divided into three categories, according to the extent to which they address gender issues. The categories are:

gender-blind: do not distinguish between women and men, reflect existing gender relations, are likely to exclude the interests of women

gender-aware: these policies recognise the differing needs and constraints affecting women and men. The policies are either gender-neutral (targeting the practical needs of both men and women) or gender-specific (targeting the practical needs of either women or men). Neither of these categories addresses the existing gender relations.

gender-redistributive (balancing): these policies aim to transform the existing gender relations between women and men to create a more balanced relationship. This category of policies addresses strategic gender needs as well as practical needs.

These categories can be related back to the practical and strategic needs concept of the Moser model, as well as to the Longwe model. If planners are aiming to promote gender equality at the highest level (participation and control), then they will be careful to address both the practical and the strategic needs of women and men, and will design policies which are gender-redistributive or balancing – transforming gender relations to a more balanced situation than currently exists.

The Social Relations model also provides a method for examining the **underlying and structural causes and effects** of specific gender issues. This can be found at **Appendix D**. Using this

method, planners can consider the short, medium and long-term effects of a specific issue (eg longer working hours of women), and investigate the immediate, intermediate, and structural causes. This tool highlights the links between micro, meso and macro planning levels, as well as the linkages between economic, social and governance sectors.

For example, one long-term effect on women of working longer hours might be poor health. This could have an immediate cause at household level (husband migrating for paid employment elsewhere), intermediate cause at market level (transition from subsistence to cash cropping) or structural cause at state level (shifting cultivation stabilisation policy).

In this example the cause and effect analysis draws attention to the *links between the employment, agriculture, and health sectors*, and enables planners to overcome policy gaps and better understand policy impacts. It also enables planners to better *understand the micro-effects of macro policies, and to design programs which address the structural, intermediate and immediate causes of gender imbalance.* , and to design programs which address the structural, intermediate and immediate causes of gender imbalance.

3.4 Summary of analysis models, their value and their effectiveness

In developing the complete NGAP, planners will need to understand the gender analysis frameworks described above, and to be able to match the analysis to the planning level – national, provincial, district, and policy, program, and project. There are strengths and weaknesses in each and it is important to make an informed judgement as to the appropriate model. In brief:

Harvard Analytical Framework provides excellent information for project planning, and is most useful for that purpose. It is designed

for household and village level, and does not offer ways to extend the analysis to other levels. It is an extremely important planning tool, but has limited application from a national perspective.

The Moser Analytical Framework takes the Harvard model into another dimension, highlighting the triple role of women in society, and concerning itself with the distinction between practical and strategic needs. Because of this distinction it is effective at project, program and policy level, enabling planners to better understand the direction and the probable impact of development goals and objectives. Using this tool, planners will appreciate the strengths and weakness of current planning activities and be able to target gender-responsive strategies during the development of NGAP.

Along with the Harvard model, the Moser model is not concerned with gender relations. This is a feature of the **Social Relations Framework**. This is a complex analytical tool, which seeks to uncover gender inequalities in the activities of institutions, including government ministries, development agencies and the like. It is particularly useful to planners for understanding the links between macro policies and micro impacts, for taking into account sectoral linkages, and for analysing policies and strategies to determine the extent to which they are gender-blind, gender-aware, or transformational (gender balancing).

The significant factor in the comparison between these models is that each model can be used in the development of the NGAP, depending on the level at which strategies are being formulated.

Chapter 4Planning Framework

There are several key elements to note in the nature of the NGAP.

- It is a ‘whole-of-government’ plan - it will be developed and implemented by all ministries and equivalent agencies
- It includes internal and external practices and activities of ministries and agencies
- It will operate at all levels - it will consist of strategies at the provincial and district levels as well as at the national level
- It requires a coordinated approach to planning and implementation

For these reasons, it is important that agreement is reached on the planning terms and concepts to be used in the formation of the Plan. The previous chapter dealt with the concepts of gender analysis and the relevance of various models of analysis to particular planning activities. This chapter will further outline the planning approach to be used in the development of the NGAP.

4.1 NGAP Planning Cycle.

In the context of a standard planning cycle, the NGAP process will consist of the following steps:

a) **Gender analysis**

Using a combination of tools or methods described in Chapter 3, ministry planners will analyse the status of women and men within their area of responsibility or sector, and establish gender profiles. With the collection of sex-disaggregated data, gender analysis can be

carried out at village, district, provincial and national levels, according to specific planning needs.

It is important to emphasise that the data collection is simply the means of providing information so that analysis can be carried out, and is not an end in itself. Efficient data collection, supporting effective gender analysis, will enable planners to determine the impact of current policies and programs on women and men and identify gender gaps in services.

b) Gender planning

Using the analysis and the profiles established in the analysis, planners will determine gender priorities and develop policies and programs to address gender imbalances. Each ministry will be responsible for the development of a specific gender action plan as a sub-set of the ministry work plan, and these ministry plans will be integrated into the National Gender Action Plan.

At the national level, gender planning should primarily target underlying and structural causes and long-term impacts of gender imbalance, and should emphasise participation/control strategies.

Provincial and district planners will develop gender action plans appropriate to their level of planning responsibility, and village development plans will also demonstrate sensitivity to gender issues. At provincial, district and village levels gender planning will target both practical and strategic needs.

In all cases, it should be recognised that effective planning to address gender inequities must, as a first principle, include women in all phases of the planning process.

Examples of line ministry gender planning are at **Appendix F**.

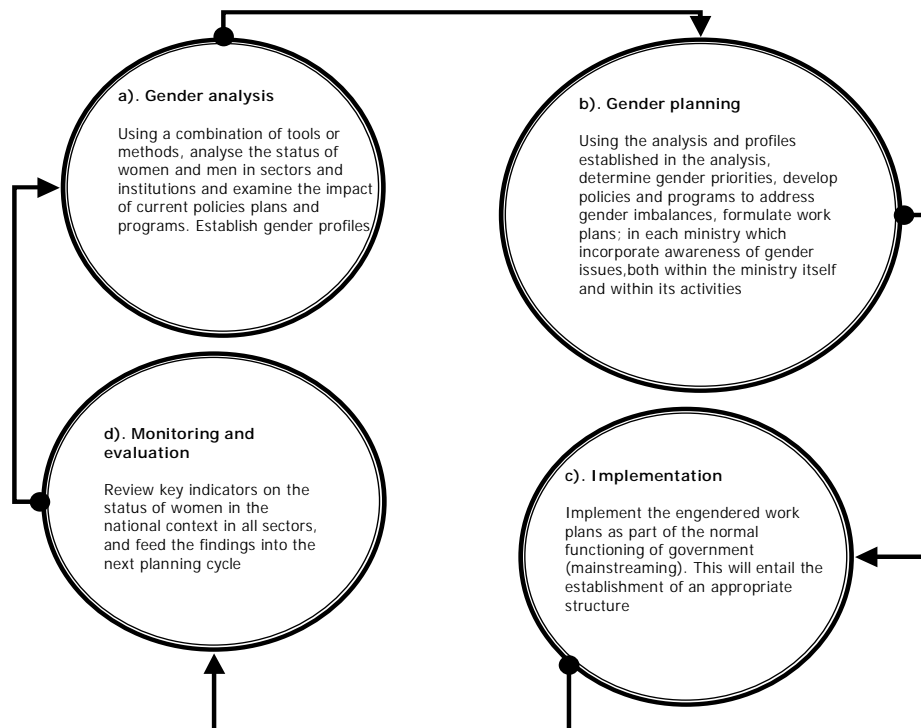
c) Implementation

Ministries, provincial governments and district administrations will implement the engendered work plans as part of the normal functioning of government (mainstreaming). Because the NGAP will be developed across all levels of government and throughout all ministries, it is necessary to establish an appropriate structure to ensure a coherent and consistent outcome. The structure will consist of a lead agency, steering committee and a planning coordination committee. The suggested structure is described in Chapter 5.

d) Monitoring and evaluation

By means of the collection of sex-disaggregated data, gender profiles can be established at all levels, enabling effective monitoring and evaluation of the NGAP implementation. The lead agency, through the structure established in the development phase of NGAP, will monitor key indicators on the status of women in all sectors, enabling evaluation of the effectiveness of NGAP strategies. This in turn will inform subsequent NGAP directions and priorities.

ngap planning cycle



4.2 The NGAP sectors.

Stage 2 of the planning process - gender planning – requires a solid and coherent framework; ensuring consistency within the documentation. It is first necessary to devise a practical framework for NGAP, which sets out a logical structure for the completed Plan. There are several elements to consider: the issues stemming from the Beijing Platform for Action; the role and responsibilities of the ministries and agencies of the government of Lao PDR; the priority strategic directions as set out by the government in the Socio-Economic Development Plan; and other significant national development activities, such as the National Poverty Eradication Program (NPEP).

For example the twelve areas of concern in the **Beijing Platform for Action**, which cross social, economic and political spheres, are:

Women's participation in decision-making	Women and the environment	Violence against women
The girl child	Women and education	Women and poverty
Women and public health	Institutional mechanisms for the advancement of women	Women and mass media
Protection and promotion of women's rights	Women and the economy	Women and armed conflicts

In Chapter One it was stated that many causes of inequality are linked. It is difficult sometimes to untangle some of these linkages, and to relate the Beijing concerns to specific ministries in government. To bring order into this complexity, and to strengthen the coordination needed to formulate the NGAP, it is useful to combine the elements into sectors.

This assists in identifying gaps and avoiding duplication of effort, and also in emphasising that gender is a cross-cutting issue which should be addressed in a strong, coordinated fashion. Using a conventional division into social, economic and governance sectors, ministries can be grouped in a logical pattern which encompasses the elements of the Beijing Platform for Action as well as the socio-economic priority programs of the government. This template can also be extended to include the Lao PDR National Poverty Eradication Program and the United Nations Millennium Development Goals.

The NGAP steering committee may decide to formalise the sectors in the planning process, or to leave them as informal indicators of the scope of the process and its internal and external context.

Sectoral groupings in NGAP

Sector	Ministry in Lao PDR	Beijing Platform for Action	Socio-Economic Devt Plan of Lao PDR	Socio-Economic Priority Programmes	NPEP	Millennium Devt Goals
Economic development	Industry and Handicrafts Commerce and Tourism Agriculture and Forestry Communication and Transport	Poverty Economy The environment	Macro-economic stability and economic growth Growth in agro-forestry and industrial sectors, agricultural reform Rural development and poverty eradication Infrastructure development	Food Production Commodity Production Stabilisation of Shifting Cultivation Rural Development Infrastructure Development Poverty Reduction Strategy	Integrated Agricultural Development Master Plan Rural Roads and Road Infrastructure Master plan for commodity production	Ensure environmental sustainability
Social development	Labour and Social Welfare Information and Culture Justice Education Public Health	Education Health Violence Media The girl child	Human resource development – education, public health, sports infrastructure, labour force development	Human Resource Development Services Development	Master Plan in Health Education Action Plan	Eradicate extreme poverty and hunger Achieve universal primary education Promote gender equality and empower women Reduce child mortality Improve maternal health Combat HIV/Aids, malaria and other diseases
Governance	Public Security Defence Foreign Affairs Finance CPC Prime Minister's Office Party organisations	Conflict Decision-making National women's machinery (NCAWL) Women's' rights	External relations Public sector reform Legal review Decentralisation of planning	Expansion of external economic relations and cooperation Public Sector Reform	Streamlining PIP Improved macro-economic management	Develop a global partnership for development

4.3 The NGAP planning hierarchy.

It will be necessary for ministries to follow a consistent planning hierarchy. Although there will be differences between ministries because of the extent and nature of their responsibilities, the planning terms used and the planning levels should be as consistent as possible, conforming to an agreed structure. A suggested hierarchy for the NGAP document is shown below.

Part 1 - Overview of Ministry

- ministry developments
- institutional developments
- policy developments
- program and project developments

Part 2 - Gender Issues and Concerns

- goals and objectives, related to issues and concerns
- policies and strategies, related to goals and objectives
- programs and projects, related to policies and strategies
- action plans for the implementation of programs and projects

Part 3 – Resources and Capacity Development (see Chapter 5)

Part 1 is at a broad level of detail, giving the ‘big picture’ of the ministry or agency.

- **the overview** will describe the ministry, provide a gender profile for the ministry, outline the gender priorities and present the ministry vision for the achievement of gender equality. It will explain how the ministry’s responsibilities are linked to the identified gender priorities.
- **ministry developments** will outline the decentralisation policy and its impact on the operations of the ministry. The

boundaries of responsibility between national, provincial, district and village planning processes will be described. This section should also outline the process of gender analysis and planning at each governance level, either being undertaken or planned for the future.

- **institutional developments** will describe in broad detail efforts made within the ministry to foster gender sensitive working environments, work practices, etc. It will also identify future needs, and outline future directions in institutional development. Future directions may include the establishment of formal inter-ministry linkages, inter-ministry and cross-sectoral training programs, interaction between the public and the private sector to promote gender mainstreaming, etc.
- **policy developments** will describe the achievements made within the ministry in developing policies aimed at achieving gender equality; this includes current activities, recent policy initiatives, and future priorities for policy development.
- **program and project developments** will outline sectoral programs and projects if they have been established, or outline potential programs/projects.

Apart from the broad approach outlined above, Part 1 can describe any linkages which have been formed between ministries as a result of developing the NGAP. Part 1 should be focused at a policy level, with planning detail expanded in Part 2.

Part 2 consists of detailed ministry and agency gender plans. Each ministry will give an outline of its responsibilities, and identify gender issues within that set of responsibilities.

For example, some issues within the economic development sector will be: *women's access to formal employment, gender-based discrimination in employment practices, technology for women farmers, rural-urban migration, impacts of tourism*

growth, impact of urban and rural infrastructure projects, skills and knowledge of gender planning within ministries, etc.

Some issues within the social development sector include – *violence against women, women’s rights within the legal system, women’s rights as employees, safe motherhood, access to formal and non-formal education, skills and knowledge of gender planning, etc.*

Issues within the governance sector include – *participation in decision-making at all levels, impact of public sector reform, gender budgeting, skills and knowledge of gender planning, etc.*

Additionally, there are issues which cut across all sectors and a number of ministries, and the Steering Committee will need to determine how issues such as *violence against women and people trafficking* can best be addressed.

For each issue, after appropriate gender analysis has been carried out, and using the gender profiles established by the analysis, ministry planners will develop goals/objectives, policies/strategies, and programs/projects aimed at achieving gender equality.

At all phases of the development of Part 2, the planning process will be consultative rather than ‘top-down’. Ministry working groups will consult with planning counterparts in villages, districts and provinces in order to identify local level gender priorities to be incorporated into the national plan. The mass organisations will play a significant role in the consultative process.

In some ministries, significant gender strategies or policies already exist; these should be recognized and included in the NGAP. Similarly, the NGAP should include reference to existing localised gender sensitive projects at village or district level. In this way the activities associated with the development of the NGAP are woven into the fabric of the current ministerial operational plans.

It is important in this phase to note that goals/objectives, policies/strategies, and programs/projects should include internal activities as well as external activities. In other words, each ministry should, in its gender analysis, examine its own structure and institutional practices so that any gender imbalance within the organisation can be addressed, as well as those imbalances which exist outside the organisation. If it is not possible to conduct appropriate gender analysis because of lack of data or lack of skills, resources or capacity, this must be incorporated into the goals/objectives, policies/strategies, and programs/projects of the ministry plan.

Whilst some ministries have developed skills in gender planning, the capacity to undertake this planning process is uneven, and there is a need for a comprehensive capacity development plan to be established, both for the sake of the planning process, and to enhance gender sensitivity throughout the public sector. This is addressed in Chapter 5.

Some examples of institutional analysis tools are shown at Appendix E.

Some examples of sectoral and ministerial gender planning are shown at **Appendix F**.

Chapter 5 Developing the NGAP.

The development of the NGAP will be a collaborative process, with all ministries, agencies and mass organisations taking part in both inter- and intra-ministry planning. Such a complex undertaking needs a strong structure, not only for the planning process but also for implementation.

The structure proposed for the development and implementation of the NGAP consists of 'hardware' and 'software'. The 'hardware' is the system of structures and working arrangements or processes which will provide the backbone for the development of the NGAP. The 'software' is the support necessary for the achievement of a comprehensive, focused and realistic plan.

5.1 The structural elements within the NGAP process are

1. Lead Agency
2. NGAP Steering Committee
3. Planning Coordination Committee,
4. Ministerial Working Groups, and
5. Gender Focal Points within Ministries.

5.1.1 Of primary importance in the structure is the **Lead Agency** for NGAP. The Lead Agency has the general responsibility for the development of NGAP; in this case it will be the National Commission for the Advancement of Women – Lao PDR (NCAWL). The major functions of NCAWL will be to provide overall coordination and monitoring of the planning process, as well as advocacy to line ministries, and reporting to government.

5.1.2 NCAWL representatives will also sit on the **NGAP Steering Committee**, and the composition of the Steering Committee will be determined by NCAWL. The role of the steering committee is to provide leadership for the development of the Plan. It will define the operational policies for the development of the NGAP and set timeframes for the process. For example, the Steering Committee might decide that the NGAP process should be carried out in sequential fashion (one sector at a time) because of resource constraints.

5.1.3 The **Planning Coordination Committee** has the operational responsibility for the development of the NGAP. The composition of the Planning Coordination Committee will be decided by the Steering Committee, and it should include representatives from ministries and agencies, CPC and NCAWL. It will coordinate the output from the sectors or ministries and ensure that the planning documentation conforms to the agreed planning hierarchy.

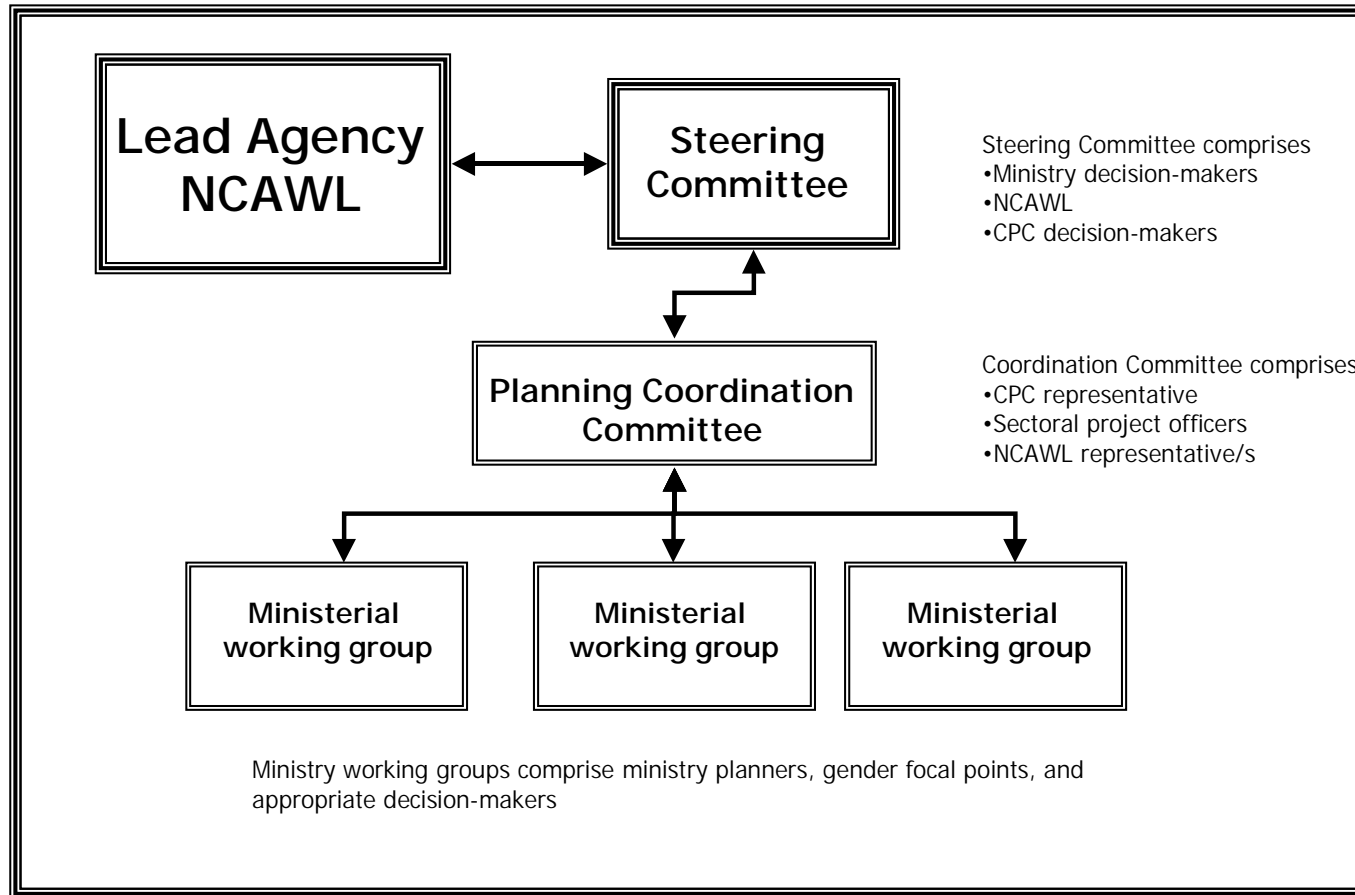
The Chairperson of the Planning Coordination Committee will liaise with Ministerial Working Groups to ensure that ministerial planning takes place in a timely and consistent manner, and will encourage linkages between ministries to identify gaps and to avoid duplication. The Planning Coordination Committee will be ultimately responsible for drafting the NGAP, and may need to call on specialist consultants in gender planning where appropriate.

5.1.4 Ministerial Working Groups should be established in each ministry and equivalent agency. Key members of the working group will be gender focal points, administration/personnel and program planners. The task of the group will be to initiate gender analysis of ministry policies, programs and projects and formulate the ministry plan for the NGAP. Where adequate data for the analysis does not exist, this factor will be incorporated into the plan. Where adequate human resources (skills, knowledge, capacity) do not exist, this factor should also be incorporated into the plan.

5.1.5 Gender Focal Points are designated senior members of staff within each ministry, who are directly involved in the planning process. The responsibilities of Gender Focal Points include the following:

- conducting gender analysis;
- assisting the Ministerial Working Group to develop the ministerial gender plan;
- providing input to the Planning Coordination Committee;
- sharing information and advocating the development and implementation of the NGAP within their ministry;
- assisting in monitoring and evaluating progress in the implementation of the NGAP.

In larger ministries, it may be necessary for the Focal Point to be assisted by other staff members in a Gender Unit.



NGAP WORKING STRUCTURE

5.2 The resource elements of NGAP

The 'software' of the NGAP is the commitment of the Government of Lao PDR to gender equality, and its support for the planning process. This commitment and support from government and donors must be sustained to ensure a successful outcome; adequate human and financial resources are essential.

5.2.1 Human resources. In terms of human resources, the government will need to ensure adequate and ongoing administrative support for the NCAWL, the NGAP Steering Committee, the ministry Working Groups and Gender Focal Points.

5.2.2 Capacity development. The capacity to undertake gender analysis and planning is a factor which needs careful attention. It is likely that the need for capacity development in gender planning is quite high, and widespread throughout ministries and agencies. It is also likely that there is a range of expertise, and that some ministries (such as Health, Education, Committee for Planning and Cooperation) are more skilled in gender analysis and gender planning than others.

One of the initial tasks of the Ministry Working Groups will be to conduct an analysis and to seek support for a coherent plan to develop each ministry's (and Working Group's) capacity to design, implement and monitor gender mainstreaming efforts.

In the context of the NGAP process, capacity development needs should be concentrated in two spheres: the capacity of the individual, and the capacity of the organisation or institution. In drawing up the analysis of capacity gaps, the Working Group should examine the incidence and level of expertise in such areas as

Individual:

- Research skills: data collection (quantitative and qualitative) and analysis
- Gender analysis skills: all models, their applicability and their appropriateness for specific purposes and outcomes
- Integrated planning skills: integration of specific purpose (micro) planning into broad (macro) planning outputs
- Advocacy and negotiation skills

Institutional:

- Integrated planning: management of institutional arrangements and linkages between ministries and sectors
- Gender analysis: analysis of personnel policies and practices for gender sensitivity
- Change management: steering institutions to more gender sensitive policies, programs and practices
- Gender in macroeconomic planning (gender budgeting)

The aim of a capacity development program is to increase gender awareness and sensitivity in individuals and organisations, as well as to impart the necessary technical skills for gender planning. It is a long-term process, which will continue for the duration of the development and implementation of the NGAP. Some features of a quality capacity development program for gender planning are:

- gender awareness training is delivered to all ministries, not concentrated in the social sphere (of particular importance are Finance, Industry and Commerce, Transport, etc – ministries

whose responsibilities are generally regarded as gender-neutral)

- training is designed in two parts: general and ministry-specific (general awareness and sensitivity training can be delivered across the board; ministry planners can identify technical knowledge gaps which need to be addressed in the specific purpose training)
- gender training is not a ‘one-off’ exercise but is provided as a coherent program, adjusting to increased skills levels of both presenters and participants over time. Capacity development implies ongoing learning and adaptation, building on the capacity of the participants rather than the delivery of training to passive recipients.
- Of particular note is the ‘action learning’ approach to training; where the gender training program is integrated into the activities of the Working Group. As skills levels increase, participants are able to identify further training needs and define the training outcomes sought.

Developing capacity in gender planning within ministries will result in the growth of new skills for individuals and the adoption of different attitudes towards the formulation of policies, programs and projects. The new skills will become embedded in the activities of the ministry, so that all ministry planning will be gender sensitive, and ‘gendered’ work plans are implemented as part of the normal functioning of government.

5.2.3 Financial resources. The NGAP process will require a sustained commitment from government and from donors. A budget should be allocated to NCAWL, and ministries should also make provisions from their own budgets to cover the additional responsibilities of Gender Focal Points and the activities of the ministry working groups, as well as gender awareness and gender

planning training. As stated in Chapter One, completing this task will require commitment from the Party, the bureaucracy, and the mass organizations. It will also require collaboration and a commitment from donors to support the process until the strategies in the Plan are integrated into government activities at all levels.

Ideally, financial resources should be sufficient to ensure that gender training can be undertaken for a wide range of sectors within the population, including National Assembly members, all ministry personnel, and young people.

5.3 Monitoring and Evaluation

The achievement of gender mainstreaming objectives (gender equality) will not be immediate, but rather the result of careful planning, monitoring and review over a number of years.

The NGAP must include clear and measurable goals for gender equality, as well as concrete strategies to reach these goals. Each Ministerial Working Group will prepare an annual report for the NGAP Steering Committee, outlining achievements against goals/objectives and policies/strategies for the period. These reports should comment on the planning process as well as the planning outcomes. In other words, the annual report is a qualitative and quantitative analysis of the ministry's activities in the pursuit of gender equality.

Using the models of gender analysis, planners should report on the goals/objectives in terms of practical and strategic gender needs, and on the policies/strategies in terms of gender sensitivity (gender-blind, gender-aware, gender-balancing). During the early stages of developing the NGAP, these reports will be limited in scope. Nevertheless they are crucial, as the findings will contribute to the ongoing planning process over time. As the NGAP develops, these reports will enable cross-ministry analysis of gender mainstreaming

progress, and they will be essential resources for mainstream development planning.

Because of the multi-level nature of the NGAP, there will be a variety of ways of measuring progress. Gender mainstreaming through the development of the NGAP is a long-term process, and the results will often be difficult to identify in the short term. It is important that careful thought is given to the development of indicators which can demonstrate progress towards equality – demonstrate that policies and programs have been designed so that benefits are shared equally between women and men, that the concerns of women have been successfully integrated into project design, and that decision-making individuals, institutions and systems are sensitive to issues of gender.

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- Gender Mainstreaming in Finance
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National Commission on the Role of Filipino Women, 1995. *Philippine Plan for Gender-Responsive Development 1995-2025,* Manila.

United Nations Development Programme (UNDP), 2000. *Gender in Development Programme: Learning and Information Pack Gender Mainstreaming.*

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Useful web sites for gender mainstreaming include -

<http://www.acdi-cida.gc.ca>

<http://www.thecommonwealth.org/gender>

<http://www.genie.ids.ac.uk>

<http://www.ilo.org>

<http://undp.org>

<http://worldbank.org/gender>

<http://www.adb.org>

<http://www.USAID.gov.au>

<http://www.ids.ac.uk/bridge>

<http://www.unrisd.org>

<http://www.sida.se>

<http://www.unifem.org>

Harvard Analytical Framework

a) The activity profile. This separates the activities of women girls, men and boys and categorises activities into productive and reproductive spheres. Using this profile, planners can better understand the gender division of labour both in terms of time spent on particular tasks and the type of tasks undertaken by both sexes.

The activities of men boys, women and girls are mapped over a period of time (eg, 24 hours).

Activities	Time spent Women/girls	Time spent Men/boys
Productive activities, eg Agriculture Income generating Waged employment		
Reproductive activities, eg Water collection Fuel gathering Food preparation Childcare Cleaning Marketing		

b) Access and control profile.

This identifies the resources used to carry out the tasks in the activity profile. It identifies the gender balance between access and control, as well as social (household or community) control of the benefits resulting from the activities. For example:

	Access		Control	
	Women	Men	Women	Men
Resources, eg				
Land				
Equipment				
Labour				
Cash				
Education/training				
Benefits, eg				
Income				
Basic needs (food clothing shelter)				
Training				
Ownership of assets				
Status				

c) Influencing factors.

How does gender influence these activity and access profiles? A series of questions can be asked about the factors in the environment that influence these profiles, for example:

Supports and Constraints Profile		
Issues	Supports (which factors in the area make life better?)	Constraints (which factors in the area make life more difficult?)
Physical	e.g.: are there environmental advantages in the area?	e.g.: are there environmental problems in the area?
Social	e.g.: do both girls and boys go to school equally?	e.g.: are women/men moving out of the area?
Economic	e.g.: do both women and men have access to new technology?	e.g.: are women/men getting poorer?
Political	e.g.: do both women and men have leadership roles?	e.g.: who decides who can use resources?

d) Project Analysis Sample Checklist.

Project identification: Were women’s needs identified, were women consulted in identifying needs and opportunities? Do the project objectives reflect women’s needs? Have possible negative impacts on women been identified?

*Project design :*How do the project components affect women’s access to and control of resources? Can the project design be adjusted to increase access and control?

Project implementation: Do project personnel understand gender issues, are women used to deliver services to women? Does the operation of the project take into account women’s specific activities and time constraints?

Project evaluation: Does the monitoring and evaluation system explicitly measure the impact of the project on women, and the differing impacts on men and women? Are women involved in the collection of data?

The Moser Analytical Framework.

Gender roles identification. In addition to the analysis provided by the Harvard model (productive and reproductive activities), the Moser model suggests a further role of ‘community activities’ or community management – the provision and maintenance of resources used by everyone, such as healthcare, education, water supply, etc. Community activities also include political decision-making, and access to and control of community resources. The Harvard model can be strengthened by adding this concept, thus:

	Women/girls	Men/boys
Productive role activities: (eg, as in Harvard model) Agriculture Income generating Waged employment		
Reproductive role activities: (eg, as in Harvard model) Water collection Fuel gathering Food preparation Childcare Cleaning Marketing		

	Women/girls	Men/boys
Community role activities: maintenance of water supply maintenance of religious or ceremonial sites decision-making about community resources and activities		

In addition to providing information on the time spent in following certain activities, this highlights any gender differences between productive, reproductive and community management roles.

Social Relations Analytical Framework – Institutional Analysis

In the social relations model, gender analysis moves beyond the household and village level to examine gender inequalities in the ‘mainstream’ – the institutions which form society and which determine who gets what. The main tool in this model is **institutional analysis from a gender perspective**. The reason for examining institutions is that social differences and gender inequalities are created and perpetuated within institutions. If these institutions are ignored in the planning process, it is not likely that gender mainstreaming will be effective as a strategy for achieving gender quality.

The institutions outlined by the model are the State, the Market, the Community, and the Family. Within each institution, there are different organisations which can be identified. This is illustrated by the following table:

Institution	Organisations
State	Government and administrative organisations, the legal system
Market	Financial corporations, multinational corporations, commercial enterprises, development organisations
Community	Village organisations, informal networks, patron-client relationships
Family	Households, extended families, ethnic groupings

The analysis is an examination of the institutions, in the form of questions designed to highlight gender differences and gender inequalities. The questions are categorised into groups as follows:

Rules: How things get done. What are the rules for what is done, how it is done, by whom – and who benefits? Rules can be formal or informal, and include values, traditions and customs.

Activities: What is done. Questions that can be asked are - Who does what? Who gets what?

Resources: What is used, and what is produced. Organisations and institutions mobilise resources and distribute them. Questions can be asked about human resources (education, labour) material resources (food, land) or intangible resources (networks, information). This is closely related to the access/control profile of the Harvard Framework, but is focused at institutional level.

People: Who is in? Who is out? Who does what? Institutions and their organisations are selective about who is included or excluded from their operations. They also are selective about who is given certain tasks, resources, and responsibilities. The way in which these decisions are made can reflect unequal social relations – particularly gender.

Power: Who decides, and whose interests are served? Relations of authority and control are the core dimensions of institutional inequalities. When official or unofficial rules permit unequal distribution of activities, resources or responsibilities, it is clear that power and control are not equally shared. This is particularly the case in gender relations.

This tool can be used to generate discussion in training programs as well as in planning activities.

Social Relations Analytical Framework – Cause and Effect Analysis

The final step in this method of gender analysis is to examine the **underlying and structural causes and effects** of specific gender issues, in order to best plan for development policies, programs or projects. A suggested method for conducting this analysis would be thus:

Cause & effect analysis	Gender issue – eg, longer working hours of women
Long-term effect	
Medium term effect	
Short-term effect	
Core problem	
Immediate cause at level of - Family Community Market State	
Intermediate cause at level of - Family Community Market State	
Structural cause at level of - Family Community Market State	

Again, this tool is extremely useful in training programs to promote discussion on linkages between planning levels, and to encourage a deeper understanding of the inter-connected forces which can maintain gender inequities.

It is an essential tool for planners to comprehend the linkages between macro policies; and micro impacts, and for establishing sectoral linkages across ministries.

Examples of institutional Gender Surveys

Analysis of current staffing situation.

Position	Salary scale	Number of women	Number of men	Vacant
Minister				
Deputy/Vice Minister				
Cabinet				
Director				
Deputy Director				
Division Head				
Deputy Division Head				
Desk Officer				
Technical assistant				
Secretary				
Other staff				

Analysis of qualifications and experience.

Position/level	Academic or other qualifications	Years of relevant experience	Number of women	Number of men
	Doctoral degree			
	Masters Degree			
	Bachelors Degree			
	Diploma level			
	Trade qualification			
	Languages			

These basic tools can easily be adapted for various purposes and to reflect priorities in individual ministries and agencies. They should be used in conjunction with ministry-specific training needs analysis, which must also be sex-disaggregated. Employing these and other surveys, ministry planners can build a picture of the impact of personnel policies and practices on women and men, and devise strategies where necessary to redress imbalance.

**Sample Sector Goals, Objectives, Policies and Strategies from the
Philippine Plan for Gender-Responsive Development 1995-2025.**

Health sector

Goal: *The goals of the women's health sector is to improve the overall health status of women by increasing their access to quality basic integrated women's health care services and information.*

Some issues identified within the health sector are: low level of gender awareness amongst health policy makers; inadequate benefits for community health workers; poor nutritional levels among women; inadequate access to medical care during childbirth; reproductive health-related infections among women; women's multiple burden (productive, reproductive and community roles); lack of awareness of environmental and occupational health and safety hazards, etc.

Examples of objectives:

To improve the general health and nutritional status of women and girls throughout their life cycle, particularly adolescents, pregnant and lactating women and menopausal and elderly women.

To provide universal access to quality and efficient health care services for women, and to improve the range and quality of these services

To increase men's participation and share of responsibility in limiting family size/spacing births

To review and revise health and safety standards in the workplace and develop monitoring tools to ensure implementation

Examples of Policies:

Women's empowerment and participation shall be ensured in policy formulation and program development and planning at all levels

All individuals shall be provided equal access to information, services and guidance in planning their families as a means to attaining health and well-being

Examples of Strategies:

Develop gender-specific indicators for women's health and nutritional needs

Enforce environmental and occupational health and safety standards especially affecting women's health in the workplace

Programs and projects:

The Philippines Plan describes country-specific programs such as Women's Health and Safe Motherhood, Child Survival and Development, Health Service Capacity Improvement, Safe Water and Healthy Environment, etc.

Trade sector, tourism sub-sector

***Goal:** The industry, trade and tourism sector, recognizing the competitive edge and standards of excellence of women and the vital role they play in the economic development efforts of the country, shall aim to fully integrate women's concerns, needs and interests into the development process within the sector.*

Issues identified within tourism include: the economic importance of tourism; the social and cultural impacts of tourism on women; women's employment in the industry; sex tourism; environmental management, etc.

Examples of objectives

To formulate and revise policies and programs to promote gender-responsive development in the sector

To maximize women's contribution to economic development by promoting their involvement in tourism planning, decision-making, and implementation of tourism projects both at the national and regional levels

To minimize adverse negative socio-cultural and environmental impacts of tourism development and activities, especially on women and children

Example Policies and Strategies

The tourism sub-sector will direct its efforts and resources towards strengthening inter-agency coordination to address gender issues. It shall:

Refocus tourism thrust towards eco-tourism and family oriented activities

Promote women's access to jobs in the professional and technical occupations, and ensure they have the same opportunity as men in training and promotion

Develop and design tourism promotional materials highlighting the achievements and contributions of women to the tourism industry

Example programs and projects:

Establishment of a sex-disaggregated database on the programs of the sector

Review of tourism promotional materials

Regular inspection of tourism establishments to determine if prescribed standards and working environments are being adopted and maintained