Practitioner's Guide:

Gender Mainstreaming

Deutsche Gesellschaft für
Technische Zusammenarbeit
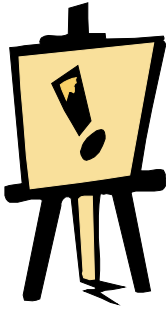(GTZ) GmbH

Bundesministerium für
wirtschaftliche Zusammenarbeit
und Entwicklung

LAND USE PLANNING AND RESOURCE MANAGEMENT PROJECT IN OROMIA REGION · LUPO

Gender Mainstreaming

Brief Description

In almost all traditional societies, women have less opportunities to develop their economic potential. They lack access to resources, which could empower them to improve their productivity, such as access to education, to jobs, to land, to credit and other opportunities.

Gender mainstreaming is an organisational strategy to incorporate gender issues and gender awareness into all aspects of an institution's policies and activities. This is done by assessing the impact of all activities on gender equity and gender equality. By this, efforts are not restricted to specific measures to help women, it is an integrative approach to adopt all policies and activities in order to achieve gender equity and equality by taking all possible effects and impacts on men and women into account. The objective is to establish a balanced distribution of responsibilities and opportunities between women and men.

Gender mainstreaming uses a number of different tools within this approach:

▶ Gender divided statistics,
▶ Benchmarking,
▶ Resource mapping,
▶ Gender impact analysis,
▶ Gender division on access to resources,
▶ Analysis of cultural values, norms and patterns of behaviour.

Photo 1:
Gender mainstreaming involves male and female people in a long-term process
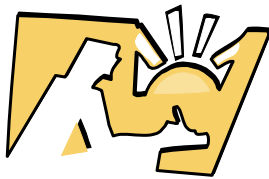
Gender Mainstreaming

Proposed Main Users

Women and men, partly separated in groups, Government officials, decision makers, community members.

Purpose of the Method

Potentials can be explored with the development of equal and equitable living conditions for both men and women, this greatly contributes towards reaching development goals and improving economic development. However, these development goals are contrasted by traditional values, which are in many cases major obstacles for gender oriented development. Therefore, the process of gender mainstreaming is a long term objective.

Unfortunately Gender is a cross-cutting issue, which is often marginalised in favour of other dominant subjects. Gender mainstreaming plays an important role in:

▶ the cultural context,
▶ in project management,
▶ human resource development,
▶ institutional development,
▶ training measures,
▶ planning processes,
▶ natural resource management,
▶ trade and economy, etc.

Gender mainstreaming is a strategy or a holistic approach to incorporate gender issues and gender awareness into all aspects of an institution's policy and activities. This is done by focusing on gender equity and gender equality in all fields of operation. The wider the field of policy making, capacity building, human resource development and awareness creation is addressed, the more likely the desired development impact is achieved.

Gender Mainstreaming

Purpose of the Method
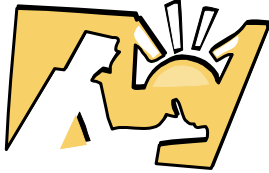
The objectives are:

1. analysing the present situation,
2. creating awareness on gender issues within a given context,
3. identifying gender-specific differences on all policy and society levels with male and female groups,
4. identifying feasible measures which consider and alleviate gender inequalities such as improving the institutional policy, development of gender equitable staff recruitment procedures, gender training, measures to address single households, etc.,
5. discussing all impacts of these measures with sensitised experts,
6. implementing of feasible measures,
7. monitoring of the impact of these measures, adaptation on demand

Gender issues are often mentioned with participatory bottom-up approaches, although gender equality and equity can be also developed and performed in top-down oriented institutions. All activities on gender mainstreaming are based on the experience, that there is no gender-neutral policy. Institutions, enterprises, programmes, projects, laws, regulations and measures have to contribute towards eliminating the inequities and inequalities between women's and men's opportunities.

Gender mainstreaming is an integrated process, dealing not only with issues of balancing the statistics within an organisation. In the long term, it promotes lasting changes in parental roles, family structures, institutional practices, the organisation of labour and time, personal development and independence. A basic principle of gender mainstreaming is the systematic consideration of the differences between conditions, situations and needs of women and men in community policies and activities. The overall objective of gender equality policy comprises:

- ▶ equal distribution of power and influence,
- ▶ the same chance of achieving financial independence,
- ▶ equal conditions and opportunities with regard to establishing business enterprises,
- ▶ working conditions and development at work,
- ▶ equal access to education,
- ▶ training for developing personal ambitions, interests, talents,
- ▶ shared responsibility for the home and the children, and
- ▶ freedom from gender-related violence.

The method shows ways to identify inequalities within communities, institutions or other contexts and discusses approaches to eliminate them.

Gender Mainstreaming

Advantages

- ▶ Law making processes. It justifies the revision of laws and regulations in order to lay a firm foundation for developing gender equality.
- ▶ Gender issues can be addressed on all policy levels from ministries to communities.
- ▶ Gender mainstreaming empowers about 50 % of the population, which represents the strongest labour force, which is at the same time marginalized in many societies.
- ▶ Females often show a high degree of responsibility and good skills for capital management.
- ▶ Addressing gender issues has an impact on economic development, poverty reduction, sustainable management of natural resources the educational sector etc.
- ▶ In many cases, women are highly motivated to improve their situation, once gender mainstreaming measures are applied. From this follows a positive impact on the development of the society.

Limitations

- ▶ Traditional norms or religious values can be a major obstacle to develop gender equity, most of these values change only gradually within long term processes.
- ▶ Literacy and knowledge of women is, in some cases very limited. In order to start the iterative process of gender mainstreaming, basic training for women can be time consuming and resource intensive.
- ▶ In many cases, women lag behind with regard to education and professional skills. As a result they have fewer or less attractive job opportunities than men, especially for higher qualified jobs.
- ▶ Changing a male biased into a gender-balanced set-up includes a loss of power by men. It is necessary to convince males of the necessity and benefits of Gender Mainstreaming.
- ▶ As a cross-cutting issue, gender issues are often neglected, when priorities focus on other critical issues (e.g. tackling poverty). Gender issues are often perceived as a fashionable catchword in development policies, despite many years of targeting gender issues specifically.

Gender Mainstreaming

Principles & General Procedures
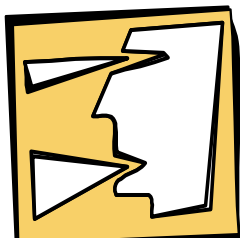
As Gender Mainstreaming is a holistic approach, it is only possible to outline briefly the main principles to be followed. These principles vary with the context. In general, the following seven steps represent the main milestones within in iterative process:

1. Analysis of a given situation

Collection and analysis of available data can give a first insight on the gender balance of a situation. This main questions include: Are gender-disaggregated statistics available and what do they represent? Is additional research required to clarify the current situation?

2. Creating awareness on gender issues within a given context

In most cases, gender inequalities and inequities are barley perceived as a major problem. Traditional values within a society represent the norm, and there are few opportunities of comparing this norm with alternatives. Group discussions within male and female groups lead to more details on the "blurred" image of inequalities. Therefore, presentation material from the analysis can give a clear image (let the facts speak) of an existing gender imabalance.
Gender mainstreaming has to be addressed on different political levels:

a) Legislative level

The development of laws and regulations form the legal basis as a backbone for gender mainstreaming. Although "de jure" laws deviate from "de facto" laws (formal and real equality), it is of utmost importance to incorporate gender issues on the policy level, when the process of removing the gender imbalance shall take place. Existing laws have to be reviews according to its impact on gender mainstreaming.

b) Institutional level

A detailed analysis of institutional set-ups shows, how much gender balance is given to share power within an institution or organisation. In general, many committees are dominated by males, while females are highly underrepresented. Politically important positions are mostly dominated by men. A discussion can be initiated, which analyses the reasons and impacts on the status quo of the gender ratio as well as pinpointing gender inequities.

Gender Mainstreaming

Principles & General Procedures
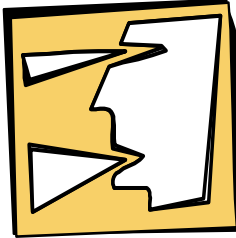
c) Community level

While the work of men is often linked to higher importance as it forms the income of a household economy (productive activities), the efforts being spent on basic reproductive work (fetching water, cooking, washing, looking after children) done by females is often underestimated, even by themselves.

The development of a gender resource map helps the males and females to identify the workload and its impact on daily life. It might be helpful to discuss the coping mechanisms, in case of sickness of the one or the other family member. This also shows, that both male and female work is indispensable for a household.

3. Identification of feasible measures which consider and alleviate gender inequalities

After all groups concerned have been sensitised about the impact of gender inequalities in a first step, tangible measures and activities have to be defined and prioritised, in order to improve the overall situation and to (partly) alleviate the gender imbalance. This has to be done on various levels with different priorities, while the scope of activities is limited by the available budget. Measures can be differentiated according to:

The policy level:

▶ Development of gender-equality supporting laws and regulations, (e.g. access to land and credit, staffing, education, laws against discrimination),
▶ Supporting the awareness-creation process on gender issues.

Institutional / organisational level:

▶ improving the institutional policy, rules and regulations,
▶ development of gender equitable staff recruitment procedures,
▶ institutional training measures in order to decrease educational deficits,

Community level:

▶ gender training, gender oriented education
▶ measures to address single households, etc.

Gender Mainstreaming

Principles & General Procedures
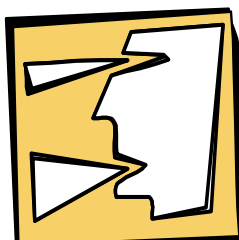
After collecting all ideas in a moderated process, the feasibility and priority of all possible measures have to be identified. Most important is to get commitments from all actors involved and to define clear responsibilities in order to carry out these measures successfully. In some cases, a Project Planning Matrix can support the implementation. Certainly, necessary resources (workload, money) have to be available to ensure the feasibility of an activity.

4. Identification of Indicators (benchmarks) and preconditions which reflect the success of Gender Mainstreaming efforts

While indicators reflect the degree to which an activity leads to the desired objective, preconditions have to be defined, under which the activities can be performed. In case the conditions change, the implementation of activities has to be redesigned or stopped.
A multitude of context specific indicators can be identified. Table 1 shows a number of possible indicators, additions can be made if deemed necessary.

Table 1: Indicators on gender mainstreaming

Indicator	Information	Ideal value
Difference between male and female salaries at a similar position	Degree of exploitation of female labour force	no difference
Number of female employees on the management level of an organisation in relation to male population	Willingness to share power with females	similar to population ratio, assuming similar educational background
Accessibility to land and credit for females	Opportunity for females to make their own income / business	both available
Literacy, access to information and education for females	Full personal development is possible for females	no illiteracy, non restricted access
Number of hours spent on daily work (productive and reproductive activities) for females in relation to hours spent on daily work for males	Gender equal distribution of work, available time for additional activities (e.g. NRM)	both male and female similar

Gender Mainstreaming

Principles & General Procedures
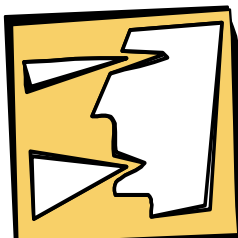
5. Discussion on all impacts of these measures with sensitised experts

A detailed discussion on the level of intervention and the impact on gender mainstreaming has to be undertaken by a group of relevant experts drawn from all stakeholders. A high level of committment from all involved organisations ensures a successful implementation of gender mainstreaming in all planned activities.

6. Implementation of the above stated measures

After defining and prioritising feasible measures on Gender Mainstreaming, all activities have to be implemented by the stakeholders identified.

7. Monitoring the impact of these measures, adaptation on demand

While Gender mainstreaming is an iterative process to reduce and eliminate gender inequalities and gender inequities, the impact of all measures has the be monitored. Measures have to be refined or stopped, if they do contribute towards the objective, or if severe side effects can be observed. Indicators, determining the impact on the activities, can be used to objectively judge about the progressing achievement.

Gender Mainstreaming

References

Glossary on Macroeconomics from a Gender Perspective by Patricia Alexander with Sally Baden, 2000, 44 pages. Prepared by BRIDGE in collaboration with GTZ - German Technical Cooperation.

Economic Reform and Poverty: A Gender Analysis ´by Sally Baden, 1997, 19 pages. Report prepared for the Gender Equality Unit, Swedish International Development. Co-operation Agency (Sida).

Concepts and Approaches of Gender and Participation in Development Cooperation. June 1998. Catrin Becher.

Ethiopian peasants and the land: The gender division of labor and knowledge. A case study from North Shoa. October 1997. Catrin Becher.

Gender and Microcredit: Useful Resources. Paola Brambilla, Emma Bell and Charlotte Sever, 2001, 21 pages. Report prepared for VIDC.

Gender and monitoring: a review of practical experiences, Paola Brambilla, 2001, 25 pages. Gender Evaluation within the UN System Hazel Reeves, 2000, 11 pages.

Gender and Participation: The Promotion of Self Help Initiatives in Ethiopia. June 1998. Karin Gaesing. GTZ-LUPO.

GTZ Gender Training Workshop Documentation. GTZ LUPO. February 1998.

Workshop to Exchange Experiences on the Integration of Gender Issues in Land Use Planning and Natural Resource Management. GTZ LUPO. 16-17 Nov. 1999. Fitche, North Shoa.

Gender and Empowerment: Definitions, Approaches and Implications for Policy by Zoë Oxaal and Sally Baden, 1997, 33 pages. Briefing prepared for the Swedish International Development Cooperation Agency (Sida).

Gender and Development: Concepts and Definitions. by Hazel Reeves & Sally Baden, 2000, 37 pages. Prepared for the Department for International Development (DFID) for its gender mainstreaming intranet resource.

Gender and Development: Facts and Figures. Heike Wach & Hazel Reeves, 2000, 38 pages. Prepared for the Department for International Development (DFID) for its gender mainstreaming intranet resource.