

Integrating Gender Equality and Women's Empowerment into an Activity, Programme or Policy



GENDER ANALYSIS GUIDELINE

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Author: Development Manager: Gender

Approver: Director, IDG DSE

Overview

This tool provides guidance to integrate gender equality and women's empowerment into an Activity, programme or policy.

When to use

Effective Activities, programmes and policies require an evidenced based context/problem analysis. Gender analysis is an indispensable tool for understanding the context and advancing gender equality. The Gender Analysis Tool should be used for:

- Strategy and policy formulation and implementation
- Discussions with partner governments and agencies and other stakeholders
- Developing Programme Strategic and Results Frameworks
- Developing Terms of Reference for scoping, design, evaluations, etc.
- Contracting and briefing contractors
- Concept Notes, Activity Design Documents and Appraisals
- Results frameworks, evaluations and reviews
- Progress reports, field visits
- Activity Monitoring Assessments and Activity Completion Assessments (AMAs and ACAs)

Other resources available include:

- Development Manager: Cross Cutting Issues and Gender
- Gender Equality *Knowledge Notes* (Agriculture, Tourism, Private Sector Development, Fisheries, Humanitarian and Disaster Relief)
- Sector advisors and specialists
- External gender or specialist consultants
- Women's Economic Opportunity Index (2012)

THE GENDER AND DEVELOPMENT APPROACH

To achieve poverty reduction and sustainable economic development an understanding of women's and men's roles in society and the relationship between them is required. The **Gender and Development (GAD)** approach argues that sustainable development is only possible if women and men are equally involved and that equality of women is not just a women's issue, it is a goal that requires the active participation of both men and women.

The GAD is a strengths based approach, identifying and building on existing opportunities, knowledge, collaborative activities, networks, resources, and economic and social capital and resilience that communities, including women, already possess. It also addresses concerns that gender equality and women's rights are Western values culturally imposed by donors.

Defining gender equality and women's needs varies across cultures and gender analysis must be sensitive to this. Cultures are dynamic, always adapting to internal and external pressures, including women articulating their needs and rights. Cultural beliefs and practices are barriers to equality and building on the voices and efforts of women is critical to women's empowerment. However, culture must not be used as an excuse to avoid transforming the inequalities and power relations that affect women, their families and the society they live in. They can also be barriers to men who want to take up different roles and/or advocate for increased equality and women's empowerment.

Gender equality also builds on international and constitutional agreements, laws and human rights. Most partner countries are signatories to the UN *Universal Declaration of Human Rights* and the *Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)*, international agreements that support the elimination of discrimination by sex.

Promoting women as victims and men as oppressors is an unhelpful characterisation that perpetuates harmful stereotypes for women and men and generates opposition to gender equality. Gender analysis could include progressive thinking, leadership, role models and initiatives targeting men (for example men's work in the domestic setting). It is worth noting that many economic, social and political inequalities that marginalise and exploit women can also do the same to men, especially those living in poverty or marginalised communities. Gender equality can be win-win for women and men.

Integrating or mainstreaming gender ensures the needs, voices and rights of women and men, girls and boys, are reflected in all policies, Programmes and Activities.

Gender is effectively integrated into an Activity or Programme when:

- Gender analysis is included in the context/problem analysis
- Actions or inputs ensure equitable participation and inclusion of women, including in the distribution of benefits and revenues
- An assessment identifies potential benefits, opportunities and risks for gender equality and women's empowerment
- The results framework identifies and tracks gender outcomes
- There are available resources and competencies to deliver on the goals and outcomes.

GENDER ANALYSIS GUIDELINES

This guideline suggests ways to integrate gender equality and women's empowerment into an Activity, Programme or Policy. It encourages thinking, discussion and debate amongst colleagues, partners and stakeholders and offers a series of questions to consider. It is part of a tool kit that includes *Knowledge Notes* on gender issues in different sectors and criteria to determine Gender Markers. It is not a compliance check list or a definitive tool for gender analysis.

The following helps to lead you through the context/problem analysis by examining the different roles women and men, boys and girls have in the household, community and workplace and in the political and economic spheres:

- Discuss and agree **common understandings** and the importance of gender with **partners and stakeholders**
- Identify any **risks and vulnerabilities** and negative, unintended consequences to the intervention, and mitigate against them, including violence against women
- Establish baseline data parameters to ensure **sex-disaggregated data** and gender sensitive targets and indicators are included
- Analyse who has **control over resources**, means of production, access to services and decision-making and identify barriers to women's access to those resources.
- Understand gender relations and **divisions of labour** in the social/cultural, political and economic sphere and at a family, community and national level.
- Identify opportunities for **women's economic and political empowerment** and address **barriers to women's participation** in decision making at domestic and national level
- Identify opportunities and interventions to reduce **violence against women**
- Develop strategies and policies to ensure **fair and equitable benefits** from economic, political and social development.

QUESTIONS

Methodology and Design

- Does the Activity/Policy objective and/or analysis specifically refer to women and men? Are there any losers or risks to others?
- Have women been consulted properly in the analysis and/or the intervention? What obstacles are there to women's participation and are they addressed, e.g. time, transport, financial?
- Are the basic needs of women and men, boys and girls being addressed equitably, e.g. education, health, economic?
- Does the Activity or Policy recognise the strengths, skills and activities of women and men?
- Is further gender or sectoral expertise required?

Partner Capacity

- Is there a Ministry/Department of Women's Affairs or similar? Does/do the partner/partner countries have Gender Equality Plans? Does the Activity or Programme support, align with or strengthen them?
- Does the partner have the commitment and capability to integrate gender equality as evidenced in human resources policies, women in the workforce and management, equal pay and conditions, gender action plans?
- Are there gender sensitive indicators, outcomes and sex-disaggregated data throughout, e.g. the Results Framework?

Division of Labour, Reproduction, and Property Ownership

- Are there unequal or discriminatory roles and responsibilities in determining tasks, responsibilities, decision-making and distribution of benefits or revenue?
- Do women have equitable access to productive resources, i.e. water, land, markets, transport, credit and financial services, markets, services?
- Have the reproductive roles of women and men been considered?

Political Representation and Women's Empowerment

- Are there opportunities for women's empowerment; supporting women's organisations, collective action, capacity building, leadership, participation in decision-making? Are inequalities and discrimination challenged?
- Does institutional strengthening and capacity development consider gender equality in governance, policies, management and staff and in operational plans?
- What international or regional agreements is the partner country a signatory to, e.g. CEDAW, Beijing Platform for Action?

Security and Risks

- Are there any risks, threats to safety and security or negative consequences to a positive change in the position of women?

DEFINITIONS

Term	Definition
Gender	The socially constructed roles and responsibilities of women and men that are learned (and therefore unlearned) roles and responsibilities, and expectations, of women and men often described in terms of masculinity and femininity.
Gender equality	Men and women have the same right, status, opportunities and resources to realise their potential and contribute to political, economic, social and cultural development, and to benefit equally from the results.
Gender equity	Ensuring fairness between men and women often through measures to compensate for political, economic, cultural or historical disadvantages that prevent equality.
Gender mainstreaming	Integrating gender equality and women's empowerment into all stages of development policies, programmes and activities
Basic needs	Basic needs include food, water and sanitation, shelter, education, health and economic advancement primarily through income generating opportunities. Addressing basic needs generally does not challenge power and resource inequalities or discrimination.
Strategic interests	Strategic interests refer to the relative status of women and men, for example divisions of labour, resources and power. They are addressed through gaining legal rights, pay equality, participation in decision-making, reproductive rights, control over resources and assets.
Human Rights	Human rights are understood as inalienable, fundamental rights to which a person is inherently entitled simply because she or he is a human being. They are conceived as universal (applicable everywhere) and egalitarian (same for everyone) and may exist as natural rights or legal rights, in both national and international law. Women's rights are human rights.
Agency	The individual and/or collective voice, choices and action women take.
Empowerment	People taking control of their lives and participating in decisions that affect them by redressing power imbalances through the acquisition of skills, knowledge, confidence and the opportunity to claim and express their rights.
Productive role	Activities that contribute to the economic well-being and advancement of the household and community.
Reproductive role	Activities and decisions that contribute to reproduction and care for the household, including child-rearing.

APPENDIX 1: GENDER ANALYSIS FRAMEWORKS

Introduction

Gender is central to the political economy of any society and a gender analysis is essential in any socio-political analysis. Gender analysis often entails a combination of tools, approaches, structural analysis and the utilisation of one or more Gender Analysis Frameworks.

There are a number of gender analysis frameworks in the literature, mostly introduced in the 1980's and 90's along with the shift from WID to GAD. While they may not be explicitly referred to or referenced by partners, consultants, programme staff or donors it is useful to know what they are. There are also other models and approaches for collecting and analysing gender information and these often reflect the assumptions and values of the user and the thinking at the time of production. A consultant may use one particular model, a combination of models, or none at all.

Harvard Analytical Framework

The Harvard Analytical Framework is also known as the Gender Roles Framework or the Gender Analysis Framework. Primary use is likely to be for academic research or desk based studies.

Key Principles

- Gender equality is economically inefficient due to inequitable allocation of resources
- Primarily a method of data collection at the individual/household level and an analysis of reproductive, productive and domestic roles
- Data collection involves (i) activity profile (ii) access and control profile and (iii) influencing factors

Weaknesses

- The focus on economic efficiency assumes a technical fix rather than socio-political one (cf World Bank "Gender Equality is Smart Economics")
- Only focusing on gender roles rather than relations results in a focus on gender awareness rather than inequality and a lack of any power analysis
- Non-participatory, top down, extractive and over-simplified – based more on rural livelihoods
- Assumes time elasticity for women

Moser Gender Planning Framework

This Framework might be useful in development planning processes, data collection and Rapid Rural Appraisals.

Key Principles

- Women have 3 roles; production, reproduction and community management. These must be taken into account in development planning and women’s participation
- Roles appraised in 4 categories: 24 hour time commitments, practical needs and strategic needs (power and control), access and control over resources, decision-making and assets, impact of intervention on women’s roles
- Analysis also takes into account different planning approaches (welfare, equity, anti-poverty, efficiency, empowerment)

	24 hours	Practical needs Strategic needs	Access and control	Impact of intervention on women’s roles
Reproduction				
Production				
Community Management				

Weaknesses

- Resources and services are not always produced in a single setting
- Assumes women are homogenous
- Little structural analysis

Gender Analysis Matrix

Gender Analysis Matrix is a useful tool for community development intervention design and planning and PRAs and RRAs so would require a facilitator with strong participatory skills and tools.

Key Principles

- Community/participatory tool for self-identification of gender differences; this in turn helps challenge assumptions so
 - (i) Knowledge is with the subject of the analysis
 - (ii) No technical outsiders, only facilitators
 - (iii) Any transformation is only done by subjects
- Analysis at 4 levels (women, men, household and community) and considers impact on labour, time, resources and social-cultural factors

Weaknesses

- Solely a project management tool so very context specific
- No consideration of political economy, power relations and institutional context

Women's Empowerment Framework

Developed in Zambia, this framework might be used to assess how a development intervention or programme might support greater women's empowerment.

Key Principles

- Gender inequality is political, women's poverty is a result of oppression and exploitation (not lack of productivity/efficiency) and the solution is women's empowerment
- 5 levels of progressively greater equality and empowerment – gives an idea of what it might look like
 1. Control – decision-making and production
 2. Participation in all decision-making and planning
 3. Conscientisation i.e. general understanding of gender equality
 4. Access – to production and the law
 5. Welfare – access to services and basic needs
- Tool for a sector or programme as it moves beyond practical and strategic needs into empowerment

Weaknesses

- Ignores political economy and wider institutional arrangements
- Sees empowerment as linear and social relations only in terms of inequality

Social Relations Approach

The strongest of the frameworks, the Social Relations Approach created by Naila Kabeer is a broader and structural approach to gender analysis useful in policy analysis and making as well as development programmes.

Key Principles

- Structural feminist approach so locates family and the household in a network of social relations: community, market, state - more than just about economic growth and productivity
- Places gender at the centre of development theory and practice
- Inequality is caused by structural and institutional forces through:
 - Rules – how things get done
 - Activities – what is done
 - Resources – what is used and/or produced
 - People – responsibilities, other inequalities, who is in/out
 - Power – who decides, whose interests
- Social relations determine rights, roles, resources and assets, responsibilities – and these need to be addressed in development planning

Weaknesses/Challenges

- Emphasis on structure ignores agency (the individual and collective choices and actions women take) and opportunities for women's empowerment
- Complex analysis, for example political economy, so may present difficulties in participatory approaches

Capacities and Vulnerabilities Analysis Framework

The Vulnerabilities approach is primarily used in humanitarian responses.

Key Principles

- Primarily for humanitarian response but leads into sustainable development, both planning and assessment
- Identifies vulnerabilities (not just needs)
 - strengths/capabilities – individuals and groups, physical and material resources, beliefs, attitudes, survival strategies and coping mechanisms, social organisation and participation
 - weaknesses/vulnerabilities – long term, factors which weaken coping strategies, exist before disaster

Weaknesses and Challenges

- needs to explicitly undertake gender analysis
- women's empowerment (or disempowerment) not explicit
- not explicitly participatory and doesn't identify barriers to women's participation