



## Orientation Framework

# Gender in Development Co-operation



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# Service sheet

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The UN World Women's Conference of 1995 spelled out the gender perspective for the 21st century in the guise of an Action Platform. UN Resolution 1325, adopted in 2000, issues an appeal to involve women more in the avoidance, management and resolution of conflicts at all levels. The Millennium Declaration of the United Nations explicitly calls for the implementation of gender equality. But nevertheless: women still do not always have the same possibilities for political and economic participation as men, and in many countries they still do not have the same legal status.

Today's gender approach has not replaced the classic area of promotion of women. On the contrary: both approaches exist parallel to one another and complement each other. With gender, the task is to analyse the relations prevailing between the genders in society and to gain an understanding of women's and men's role, to enquire into the hierarchies resulting from these and develop suitable strategies on how to change them. Systematically taking into account the gender approach should contribute to eliminating the structural disadvantages of women and girls step by step.

Gender issues do not solely concern women – they are of fundamental importance to all of society. It implies respect for universally valid human rights. The HIV&AIDS pandemic demonstrates in an exemplary manner what serious and enduring repercussions there may be for economic development of countries when women do not have any self-determination rights, when they do not have access to resources and when they are not involved in decision-making.

Gender aspects can influence the impact and effectiveness of the implementation of projects and programmes and should be taken into account in the project planning right from the outset. No matter how well-planned it may be, a project can actually create problems if these aspects are ignored. That is why DWHH has embedded the gender issue as a cross-cutting topic in its co-operation programmes.

The Orientation Framework "Gender in Development Co-operation" primarily provides our staff, our committees and institutions, our partner organizations and our external experts in the various countries a strategy to guide their actions and a practical tool. Checklists with guiding questions support the application of the gender perspective in the planning, implementation and monitoring of programmes and projects in order to achieve gender equality. It is also based on actors working at the international level who are informed in this manner on the content of the work of DWHH in this field.

Manfred Hochwald  
Director Programmes and Projects



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## List of abbreviations

BMFSFJ	Bundesministerium für Familie, Senioren, Frauen und Jugend (Federal Ministry for Family Affairs, Senior Citizens, Women and Youth)
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry for Economic Cooperation and Development)
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DED	Deutscher Entwicklungsdienst (German Development Service)
DWHH	Deutsche Welthungerhilfe (German Agro Action)
EED	Evangelischer Entwicklungsdienst (Church Development Service)
EU	European Union
G-classification	Equal rights classification
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Technical Co-operation)
MDGs	Millennium Development Goals
NGO	Non-governmental organisation
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
UN	United Nations
VENRO e.V.	Verband Entwicklungspolitik deutscher Nichtregierungsorganisationen e.V. (Association of German Development non-governmental Organisations)

# Promotion of women and gender mainstreaming in development co-operation: rhetorical successes – practical difficulties

Gender equality is an important part of the self-image of organisations working in the field of development co-operation. In the development-policy debate, there is general agreement that:

- ▶ Women are structurally discriminated against in all societies and subject to special burdens;
- ▶ Women play a key role in development processes because they are the ones who ensure the survival of families in many places and are hence driving forces in democratic and social development;
- ▶ The strategies promotion of women and gender mainstreaming have to be used in a complementary manner to achieve gender equality.

Nevertheless there are many difficulties involved in achieving gender equality. One of the causes of these problems is possibly to be found in approaches for promoting women and gender strategies which have been developed over the last three decades.

In the 1970s, **the promotion of women** was established as a tool for fighting discrimination against women in the South as the result of an innovative development-policy approach by the previous German Minister of Development, Marie Schlei, at the UN level. Not only governmental actors were involved in this – NGOs were enlisted in the effort as well. **Gender mainstreaming** became the second strategic tool for overcoming continued discrimination and to make a contribution to achieving gender equality with the World Women's Conference in Peking in 1995 and the action platform which was adopted there. Since then, the intent has been to analyse all projects and programmes for their impact on gender relations and benefits for women and men in the field of development policy. Thus a change in perspectives has taken place from women to the gender approach. Since then, not only the promotion of women, but also gender mainstreaming, have been obligatory elements of development co-operation.

The establishment of the gender approach has by no means been a smooth process and has raised many new questions. Are gender mainstreaming and the promotion of women really understood as two strategies which complement each other, or is the new approach replacing the promotion-of-women approach, which is still needed? In the current debate over the conflicts between gender mainstreaming and the promotion of women, some feminists and women's activists are asking whether gender mainstreaming also lives up to what it purports to be in the actual field of development co-operation practice. It is especially questioned whether gender mainstreaming lives up to its claim in the field of development co-operation as well.

The conclusion drawn within VENRO in the discussion to date is quite clear. The promotion of women must not be played off against gender mainstreaming. The gender mainstreaming approach focuses on the goal of achieving equality between women and men and offers, rather, a strategic framework for a policy to promote gender equality. This means that the promotion of women also belongs to the spectrum of gender mainstreaming and its implementation. In gender mainstreaming, measures promoting women are analysed in a systematic fashion in terms of their impact and placed in a larger context of policy promoting gender equality, which includes both sexes.

But the balance sheet on the actual implementation of gender mainstreaming in development co-operation is sobering. In spite of being established in the programmes of NGOs, practical progress has been unsatisfactory. Implementation is too slow and not pursued with enough determination. In many cases the political will is lacking, which means the required financial, human resource and time resources are not made available. This illustrates the low priority which is actually attached to the objective of gender equality in many development organizations. Few organizations have coordinated strategies on how the objective is to be achieved throughout the organization.

In addition to the lack of political will, there are also a host of conceptual problems with terms and definitions. Notions such as “women” and “gender” or “promotion of women” and “gender mainstreaming” are not defined clearly enough, and are frequently used synonymously. Participants in the VENRO workshop entitled “How to – promotion of women and gender mainstreaming in NGO practice”, which took place in December 2004, reported that in actual practice the aim of gender equality is still primarily being pursued through projects in the area of promotion of women even though gender mainstreaming was theoretically adopted in their organizations in the wake of the World Women’s Conference held in Peking. This contradiction between the theoretical consensus, that gender is not the same as biological gender, and the practical approach to development work. This means that measures are focused exclusively on the female population. Concepts specifically relating to males needed to achieve gender equality are still largely lacking.

In addition, there has been scant success in developing strategies for concrete implementation of the aim of gender equality. Analysis, planning and implementation of gender programmes are complex. The usual planning and assessment tools are usually not sufficient to the task here. Often there is no data broken down by gender, nor are specific gender needs identified. It is usually difficult to make any reliable statement on the impact of projects on men, women and gender relations.

The aim of this Orientation Framework is to contribute to an elimination of these deficits by:

- ▶ Providing an impetus for the discussion of promotion of women, gender mainstreaming and their implementation and through this encouraging the political will to achieve gender equality;
- ▶ Explain key terms in order to establish clear concepts and definitions;
- ▶ Present tools tried and proven in the field of practice as well as examples of good projects.

During the VENRO Workshop cited above – “How to – promotion of women and gender mainstreaming in NGO practice” were discussed differences and commonalities between both approaches along with strategies, procedures and tools for changing traditional gender roles. The results of this workshop have been integrated in this Orientation Framework.

Development co-operation was practiced for years without taking any deliberate look at gender relations in partner countries. The basic prevailing assumption, rather, was that the modernization of society and the focus of programmes on low-income women would automatically pave the way to equal opportunity for women in society. Only when the effectiveness of development programmes began to be questioned and at the same time a public debate developed over the pervasive inequalities prevailing between the sexes did the call for a specific gender emphasis become loud in projects and programmes.

In addition to fundamental human rights aspects of gender equality, there are very pragmatic reasons why an active gender policy in development co-operation is indispensable. This explains why women have been an important target group since the 1970s. They have often become the heads of low-income households because they have been forced to shoulder the responsibility for satisfying basic needs and ensuring survival. The idea was to “integrate them in development” (**Women in Development**) through increased productivity in the market economy. It quickly became evident, however, that the implementation of this approach did not mean any increase in political and economic rights for women.

This was the background for the rise of the “**gender and development**” concept in the 1990s – whose point of departure was the social gender of women. This concept is based on the fundamental assumption that women and men learn gender-specific roles, which depends on the context and can be changed. Departing from the existing inequality between women and men, gender relations move into the foreground of analysis of political and general legal conditions.

## Justice and equality

Equality for women and men is a question of social justice and democracy and thus corresponds to the mission of most social organisations. Unequal power relations between women and men are responsible for the discrimination of women. Women discriminated in multiple areas – for example due to ethnic group, religious affiliation, physical challenge or sexual orientation – suffer disproportionately.

## Fine-tuning

Specific gender analyses and planning tools make differences in interests and needs visible. In this way projects and programmes can be fine-tuned and focused to the various needs of men and women in the target groups.

## Efficiency

Projects and programmes which include a gender perspective promote efficiency in development co-operation. The success of measures promoting women and the adoption of the gender approach in the constitutions of several counties of the South are one indication of this.

## Sources and literature:

- ▶ Rodenberg, Birte: “Gender und Armutsbekämpfung. Neuere konzeptionelle Ansätze in der internationalen Entwicklungszusammenarbeit”. Gutachten, Bonn, 2003a.
- ▶ Rodenberg, Birte: “Gender Mainstreaming in der Entwicklungszusammenarbeit der Europäischen Kommission”. Gutachten für das BMZ, Bonn, 2003b.
- ▶ Deutsches Institut für Entwicklungspolitik (DIE): “Anforderungen an eine kohärente EZ: Die Integration von Gender in Armutsbekämpfungsstrategien”: [www.die-gdi.de/die\\_homepage.nsf/0/a2e01774dd48735ec1256dad0048a8da? OpenDocument](http://www.die-gdi.de/die_homepage.nsf/0/a2e01774dd48735ec1256dad0048a8da?OpenDocument)
- ▶ NRO-Frauenforum: Infobrief 1/2002. “Gender und Armut”: [www.womnet.de/content/publikationen/dokumente/Armut-und-Gender-infobrief-20021.pdf](http://www.womnet.de/content/publikationen/dokumente/Armut-und-Gender-infobrief-20021.pdf)
- ▶ EU scadplus: “Gleichstellung von Frauen und Männern”: <http://europa.eu/scadplus/leg/de/s02310.htm>

## THEORY

Three reasons for a gender perspective in development co-operation

# 3

## Gender concepts in development co-operation

### 3.1 Terms and definitions

Various strategies are used to achieve gender equality. The most important terms and definitions are explained later in this text. Even though mixed forms often crop up in the field of practice, clear definitions of terms are important so that suitable tools and methods are selected to strengthen women and bring about gender equality.

#### Gender

The term "gender" is English in origin. Used in German, it constitutes a linguistic distinction lying somewhere between the German notions of "soziales Geschlecht" (gender) and "biologisches Geschlecht" (sex). "Gender" connotes differences between men and women due to sociological factors. Different role behaviour and traditional stereotypes as well as the relationship between the two sexes are covered by this. Thus gender is also an indicator of power relations and discrimination. Gender is a social and cultural construct and thus depends on various cultural, social, economic conditions. Because gender roles are acquired, they can also be changed.

#### Sources and literature:

- ▶ GenderKompetenzZentrum: "Gender Mainstreaming als Strategie": <http://www.genderkompetenz.info/genderkompetenz/gender/>
- ▶ Frauenbüro Wien: Glossar / "Sieben Schritte zur Gleichstellung": [www.gleichstellung.info/026/Glossar/](http://www.gleichstellung.info/026/Glossar/)
- ▶ BMFSFJ: Glossar / "Gender Mainstreaming": [www.gender-mainstreaming.net/gm/definition.html](http://www.gender-mainstreaming.net/gm/definition.html)

#### Gender approach

The gender approach places the focus on structural causes of gender-specific discrimination, which means social processes and institutions which create and sustain an imbalance between women and men – usually women being the losers. The objective of the gender approach is to ensure social, economic and environmentally sustainable development processes through the elimination of gender-specific discrimination and **empowerment** of women. The gender approach looks at the micro, meso and macro levels together and takes into account both practical gender needs as well as strategic gender interests which aim to bring about balanced power relations between the sexes.

#### Sources and literature:

- ▶ GTZ: Glossar / "Gender-Ansatz": [www2.gtz.de/gender\\_project/deutsch/weiterfuehrend/glossar/glossar/genderansatz.htm](http://www2.gtz.de/gender_project/deutsch/weiterfuehrend/glossar/glossar/genderansatz.htm)
- ▶ Bliss, Frank et al: "Ansätze der Frauenförderung im internationalen Vergleich: Empfehlungen für die deutsche Entwicklungszusammenarbeit. Forschungsberichte des BMZ", Band 115. Weltforum Verlag, Köln, 1994.
- ▶ Schaefer, Stefanie/Osterhaus, Juliane: "Gender und Projektmanagement: Ein Beitrag zum Qualitätsmanagement der GTZ". Eschborn, 1999.

#### Promotion of women

The promotion of women is the rubric for projects and programmes which seek to directly improve women's lives and alleviate the economic, social and political disadvantage that they suffer. This comprises for example continuing education and training, income-generating measures, involvement in political decision-making processes and an improvement in their legal status. The promotion of women aims at self-determination, the expansion of self-organisation and a more active role of women in all processes of the society. Social, economic, legal and political institutions reflecting current power constellations should be changed.

**Sources and literature:**

- ▶ Ulrike Bartels: "Frauenförderung in der deutschen Entwicklungszusammenarbeit". Tectum Verlag Marburg, 2002.
- ▶ BMFSFJ: Glossar / "Frauenförderung": [www.gendermainstreaming.net/gm/Service/glossar,did = 14308.html](http://www.gendermainstreaming.net/gm/Service/glossar,did = 14308.html)

**Gender mainstreaming**

The aim of gender mainstreaming is to systematically establish equality of men and women in the organization. This often implies a fundamental change in existing decision-making and organizational processes. Gender mainstreaming is a process-oriented cross-cutting issue, it relates to all decision-making processes and affects all fields of activity at all levels. Gender issues in this way become an integral element of thinking, decision-making and action of all the parties involved.

**Sources and literature:**

- ▶ GenderKompetenzZentrum: "Gender Mainstreaming": [www.genderkompetenz.info/gendermainstreaming/](http://www.genderkompetenz.info/gendermainstreaming/)
- ▶ Friedrich-Ebert-Stiftung: "Frauen- & Genderpolitik": <http://www.fes.de/gender/>
- ▶ Stiegler, Barbara: "Gender macht Politik. 10 Fragen und Antworten zum Konzept Gender Mainstreaming". Friedrich-Ebert-Stiftung, Bonn, 2002.
- ▶ BMFSFJ: Glossar / "Gender Mainstreaming": [www.gender-mainstreaming.net/gm/Hintergrund/gender-mainstreaming-und-frauenpolitik.html](http://www.gender-mainstreaming.net/gm/Hintergrund/gender-mainstreaming-und-frauenpolitik.html)

**Empowerment**

The notion of empowerment comprises strategies and measures which help people lead self-determined, independent lives. Empowerment is aimed at putting them in a position to defend and articulate their interests. In the field of development co-operation, empowerment is above all viewed to be a process which strengthens the self-confidence of disadvantaged social groups and help them articulate their interests and take part in the political process. At the heart of the matter is the strengthening of the human potential which is present. Empowerment is thus considered to be a prerequisite for projects to be sustainable.

**Sources and literature:**

- ▶ BMZ: Glossar / "Empowerment": [www.bmz.de/de/service/glossar/empowerment.html](http://www.bmz.de/de/service/glossar/empowerment.html)
- ▶ Schöninger, Iris: "Empowerment – für eine geschlechtergerechte Entwicklung." DED-Rundbrief. Ausgabe 4/2000, S. 13 ff.

**Gender analysis**

Gender analysis is a fundamental precondition in order to be able to establish a gender perspective in projects, programmes and institutions. It is the first step before findings and knowledge can be implemented in political action. In gender analysis, the project environment is viewed with gender aspects in mind to carry out an analysis of the problems. The gender analysis is a good instrument to identify the specific problems, targets and potentials of women and men. Its most important feature is that it distinguishes between the "practical needs" of men and women to secure the basic needs and "strategic interests" aimed at improving conditions in structural terms.

Gender-specific data must be collected to perform a gender analysis. The data first has to be differentiated according to the biological gender (sex). This differentiation does not suffice, however, as women and men do not form any homogenous group in which everyone is subjected to the same discrimination and everyone has the same interests and needs. That is why additional characteristics of the target groups relating to gender roles have to be examined already at the stage of data analysis such as, for example age, family status, employment and health condition.

**Sources and literature:**

- ▶ GTZ: Glossar / "Gender-Analyse": [www2.gtz.de/gender\\_project/deutsch/weiterfuehrend/glossar/glossar/genderanalyse.htm](http://www2.gtz.de/gender_project/deutsch/weiterfuehrend/glossar/glossar/genderanalyse.htm)
- ▶ Rodenberg, Birte: "Gender und Armutsbekämpfung. Neuere konzeptionelle Ansätze in der internationalen Entwicklungszusammenarbeit". Gutachten, Bonn, 2003.
- ▶ BASIS Institut: "Gender-Analysen": [www.genderanalyse.de/arbeitsbereiche/gender/content3.html](http://www.genderanalyse.de/arbeitsbereiche/gender/content3.html)
- ▶ GTZ, Pilotprogramm Gender/Kerstan, Birgit: "Gender-specific Participatory Approaches in Situation Analysis, Monitoring and Evaluation". Eschborn, 1995.
- ▶ Rosa Luxemburg Institut: "Gender BASICS": [www.rli.at/Seiten/3welt/3W\\_basic.htm](http://www.rli.at/Seiten/3welt/3W_basic.htm)
- ▶ Stiegler, Barbara: "Was ist Gender Mainstreaming und was ist eine Gender-Analyse?" In: Dieselbe: Mit Gender Mainstreaming zum "gerechten" Lohn? Bonn, 2003: [http://library.fes.de/fulltext/asfo/01638.htm#P18\\_237](http://library.fes.de/fulltext/asfo/01638.htm#P18_237)

**Gender budgeting**

Gender budgeting designates the gender-differentiated analysis of public households. The different impacts of public revenue and expenditures on groups of women and men can be determined by means of gender budgeting. This allows one to expose the impact on gender relations, change priorities and redistribute resources in order to prepare a gender-sensitive, just budget.

**Sources and literature:**

- ▶ BMFSFJ: Glossar / "Gender-Budgeting": [www.gender-mainstreaming.net/gm/gender-budgeting.html](http://www.gender-mainstreaming.net/gm/gender-budgeting.html)
- ▶ GenderKompetenzZentrum: "Gender-Budgeting": [www.genderkompetenz.info/gendermainstreaming/strategie/genderbudgeting/](http://www.genderkompetenz.info/gendermainstreaming/strategie/genderbudgeting/)

**THEORY**

Promotion of women and gender mainstreaming – two sides of the same coin

Promotion of women	Gender mainstreaming
The promotion of women is performed by organizational units which focus on general equality between women and men, such as for example in the public administration, enterprises, associations, but also NGOs and women's groups.	Gender mainstreaming seeks to involve everyone involved in the decision-making process. It is the responsibility of policy in every area – and no longer just women's policy – to bring about equality between men and women.
The policy of women's promotion seeks to put an end to the specific and structural disadvantages suffered by women.	Gender mainstreaming concentrates on all political decisions, including those which at first glance do not have any gender-specific problem.
Action can be taken quickly and in a target-oriented manner. The respective measure is concentrated on specific problems.	Gender mainstreaming is an more fundamental and broader approach. That is why it takes longer to implement. The approach involves the potential to change all actors in a sustainable manner and to bring about gender equality in all political processes.

**Source:**

- ▶ BMFSFJ: Glossar/"Gender Mainstreaming und Frauenpolitik": [www.gender-mainstreaming.net/gm/Hintergrund/gender-mainstreaming-und-frauenpolitik.html](http://www.gender-mainstreaming.net/gm/Hintergrund/gender-mainstreaming-und-frauenpolitik.html)

## 3.2 Gender in the co-operation of NGOs

### 3.2.1 Context

Most NGOs working in development have been founded in order to make a targeted contribution to the reduction of poverty and injustice. Some of them such as, for example, the Marie-Schlei Association, Terre des Femmes or medica mondiale, have endeavored from the very beginning to change the societal and cultural roles of women and thus men as well in the respective societies through their development work. For such NGOs the gender approach forms part of their mandate and they generally have a greater expertise than NGOs which work in other areas of development co-operation. The latter generally have to change their processes in a much more fundamental manner. This requires modifications at all levels of development organizations and a new way of approaching project work with target groups.

The gender approach is meant to apply to both North and South NGOs. This means that it is not only used in joint projects, but also by the involved North and South NGOs. NGOs from the North must critically ask what criteria they set out for project partners and how exclusively they intend to apply these guidelines. Even if it cannot be ruled out that co-operation may be terminated because gender aspects are not sufficiently taken into account, in such cases the possibility of improvement should be kept open by means of common learning processes. For this purpose, a gender perspective should be integrated in existing tools and processes to ensure quality (see chapter 3.2.2).

#### Gender approaches, EIRENE

▶▶ GOOD PRACTICE

By Eckehard Fricke, Managing Director of EIRENE (National Director of the DED in Mozambique since September 2005)

The development service EIRENE considers both the concepts of promotion of women and gender mainstreaming to complement each other. The reasons for this are obvious: poverty is still female. That is why women first of all require special promotion, especially technologies which ease their work, improved access to resources, better training and more decision-making freedom. EIRENE has for this reason earmarked part of its project budget for specific measures with women. Additionally, at EIRENE a gender analysis is an integral part of country concepts and reports. The NGO devotes special attention to women in target group analysis and to the active involvement of women in all phases bearing relevance to the project. The impact of a project on the situation of women is examined especially closely in evaluations. Experience shows that bottlenecks in human resources and the time available in the preparation phase have a negative impact on participation of women.

Article by Eckehard Fricke at the VENRO workshop "Gewusst wie? Frauenförderung und Gender Mainstreaming in der NRO-Praxis" ("How to – promotion of women and gender mainstreaming in NGO practice"), 2nd December 2004 ◀◀

### 3.2.2 Tools for a gender-sensitive co-operation

#### Promotion of the dialogue and reflection processes

The following tools are important prerequisites to be able to meet the gender-approach requirements of an active strategy of gender equality.

▶ **Continuous partner dialogue**

Often, gender-specific information is lacking in written project proposals. The reasons for this could lie in the formulation of the application, but this often suggests there may be gaps in a gender analysis at the beginning of the planning. When information on this is not supplied after being requested, deadlines should be agreed upon by which time gender-specific data is to be collected and submitted. In addition, attention must be devoted to ensuring that project planners clearly have the strategic interests of women in mind and include women in this process in order to make possible a structural improvement.

▶ **Partner visits**

The best possibility for an intensive exchange are personal visits, as communicating in writing and by telephone may often be too superficial. Project visits, round tables and partner consultations, have to ensure that women take part in these discussions, that their specific projects are visited and that they are involved in planning these visits – whenever possible. International interest is often understood in the respective organisation to mean an enhancement of the status of activities relating to women.

▶ **Partner consulting**

Gender consulting, seminars on the exchange of experience, the development of implementation steps or special studies which illuminate the main areas of emphasis in the gender perspective can be offered as measures to support partner organisations. Local trainers/experts should help structure such consulting activities.

**Integration of gender aspects in planning, monitoring and evaluation (PME)**

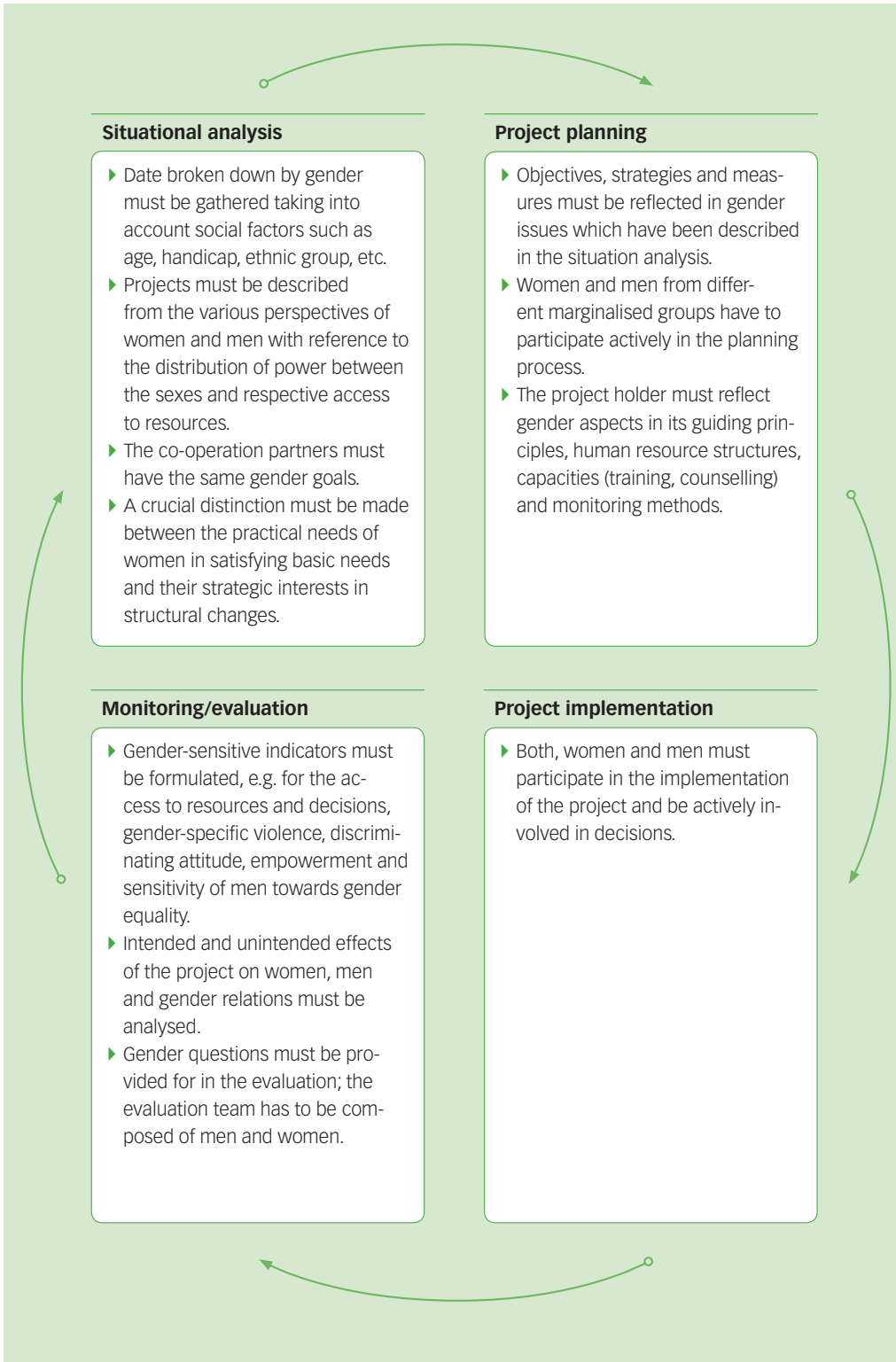
The set of PME instruments helps analyse whether the project is focusing on the objectives which have been set in an efficient and effective manner during all phases of the project. PME is a cyclical process in which findings relating to project processes are used to optimise ensuing project processes. Gender-sensitive PME tools are used to review whether the objective of gender equality and the additional goals are attained. This encourages reflection on priorities and helps make sure that future development activities are planned better.

▶ **Gender aspects in the “terms of reference”**

The gender-related thrust of the analysis needs to be spelled out explicitly and in a manner which can be implemented in the “Terms of Reference”. General formulations like “gender should be included in questions” do not suffice, as they are too vague to offer any orientation and can be easily overlooked. Questions relating to equality and gender relations must correspond to the project context.

▶ **Gender aspects in the evaluation**

At least one person on the evaluation team should have the required qualification to deal with gender questions and should be given the express assignment of exploring these questions. In the case that this person is saddled with several assignments, a time contingent may need to be set out. Furthermore stricter criteria need to be applied to the assessment of the evaluation analysis and recommendations. It does not suffice to consider the participation of women or the positive effects of the programme on women independent of the context. Instead of devoting a separate chapter to women, gender differentiation (supported by pertinent data and its analysis) should be included in the whole evaluation and the conclusions.

**THEORY**

Scheme of a project cycle from a gender perspective

### **Promotion of gender mainstreaming in NGOs**

#### ▶ **Cross-cutting task**

The project appraisal should go hand in hand with the institutional establishment of gender in processes of NGOs. Gender mainstreaming at the same time designates the formal integration in policies and the basic understanding of the organisation. In implementing this, gender should be integrated in all programmes, country policies and other focal points.

#### ▶ **Top-down approach**

Gender mainstreaming is a top-down strategy, which means that it is a requirement imposed from the leadership of the organisation in an obligatory manner on all of the staff. This first of all requires a basic decision by the management with this being followed by a clear specification of responsibilities and procedures. In addition to clear instructions, a transparent procedure is necessary which allows gender-differentiating indicators to be determined by measuring results. The establishment of policy guidelines depends on what consequences failure to respect these guidelines will have for staff. Experience shows that gender mainstreaming is more successful wherever the top-down system is also accompanied by a bottom-up procedure which begins with the staff.

#### ▶ **Gender training**

Gender mainstreaming means new requirements for the staff. In addition to providing the technical tools, the staff has to be persuaded to recognise the importance of goals and objectives. Continuing training programmes – so-called gender training – can contribute to sensitisation. It should not be carried out in an isolated manner, however, but rather be part of a package of measures which also includes a debriefing to follow up the continuing training programme.

#### ▶ **Gender budgets**

Gender budgeting is an integrative procedure which makes possible a systematic analysis of budget policy and the concrete budget and costs items. The direct and indirect positive and negative effects these have or could have on women and men or different groups of women and men are explored here. This is an important tool of gender mainstreaming.

## Gender-budgeting – Guiding questions

## ▶▶ CHECKLIST

Gender-budgeting is generally to be established at the government level so that traditional cultural and social role patterns can be changed over the long term. Nonetheless, agencies providing funding for development co-operation must also calculate the costs of their programmes and measures from this perspective.

### Basic question:

Who will probably benefit from the earmarked resources: men/women, but also which groups of men/women?

### Direct assignment at the level of partner institution(s)

- ✓ How do human resource costs break down?
- ✓ Who has the additional working resources (automobile, computer, etc.)?
- ✓ In the case of women's projects: are these provided with the same working resources as other comparable projects?

### Direct assignment to the level of target groups

- ✓ How many girls/women and boys/men profit directly from the measure (user analysis)?
- ✓ How much resources are expended per person on average?
- ✓ How is access to, and control of, land distributed?
- ✓ Who receives work equipment and credits?
- ✓ Who is to take part in educational measures?
- ✓ How are the possible employment effects distributed?

### Indirect assignment of project resources

- ✓ How is the increased income distributed?
- ✓ Who usually benefits the most from the educational measure?
- ✓ What effects does the measure have on time, health, social capital, participation and decision-making possibilities, etc.?

### Share of resources used to strengthen gender approaches

- ✓ How high is the financial portion to be devoted to strengthening gender approaches?
- ✓ Are gender training courses to be funded?
- ✓ Are financial resources available for gender consulting, but also promotion of men and women in spheres not usually associated with a particular gender?

### Possible impact on gender relations

- ✓ How will the distribution of resources change?
- ✓ How will the division of labour change?
- ✓ Will power relations and decision-making freedom change as a result of the project?

### Source:

- ▶ EED-Handreichung: Orientierungshilfe Gender-Budgeting. Vorschläge zur Anwendung einer geschlechtsspezifischen Budgetanalyse in der Projektzusammenarbeit und im Projekt- und Partnerdialog, Bonn 2003

▶ **Action plan for the organisation**

Gender mainstreaming must not be left up to the good will of individuals, as the considerable strain caused by work frequently explains failure to adhere to these principles. Gender-sensitive project work should be part of the professional tools employed by all the staff over the long term. The first step could be by setting certain focal points for specified periods of time or in the form of an organisational action plan in which objectives, indicators and time-frames are defined for concrete activities.

▶ **Gender expertise**

An internal and external gender expertise is usually indispensable. Partner organisations and NGOs usually require methodological and specific assistance on an ongoing basis. But within NGOs as well, staff are required who take part in the qualified debate, maintain active contacts to networks working in this area and encourage initiatives for the further development of this field of work even though gender-sensitive project work should be part of everyone's repertoire of tools. Resources must be made available in the budgets of NGOs and the individual fields of work for gender consulting.

▶ **Policy of equality**

Gender mainstreaming must be supported by a policy of equality which helps women assume responsibility in institutions. A higher number of women in technical and leadership positions is a central component of promoting women internally in the organisation. A 30 percent quota for women in leadership positions is held by women's research and the United Nations Development Programme to be the "critical mass" if there are to be opportunities for women to shape development, to attain efficiency and sustainable innovation.

▶▶ **GOOD PRACTICE**

**Gender approaches, Bread for the world**


By Hannelore Moll, Director of the Projects and Programmes Department

At Bread for the world (Brot für die Welt), gender mainstreaming has replaced the concept of promotion of women. It needs to be re-examined, however, whether or not both of these concepts should have separate domains while being linked together in many ways. Bread for the world is witnessing an increasing need to assign both strategies an independent importance. **Empowerment** needs to be used especially in the area of project co-operation in countries with a weak women's movement. This is a precondition for women to be able to pursue the gender mainstreaming approach in their context in a self-confident manner and with their own ideas. Thus in the Philippines measures promoting women are no longer supported in Bread for the world projects. Instead partner organisations are encouraged to integrate mainstreaming in their organisation and their entire work as a cross-cutting issue. This is due to the fact that there is a strong women's movement in the Philippines which sees to it that the needs of women are part of the gender concept. The situation is different in countries like Bangladesh. Here Bread for the world continues to support measures promoting women in order to strengthen women at the grassroots level by means of scholarships and supporting the formation of networks.

Clear guidelines like these have been developed for scarcely any aim as much as the objective of gender equality at Bread for the world: gender mainstreaming has been adopted as an organisational strategy at the management level. It is an area of action which is embedded in Bread for the world's Document on Fundamental Principles, "Den Armen Gerechtigkeit" (Justice for the poor). Standards have been developed for project work, support and evaluation. Continuing training courses are car-

ried out and a three-year international programme on the topic of domestic violence is being carried out world-wide together with partner organisations.

Note: In the meantime, it has been decided within the strategy planning by Bread for the world to handle “the promotion of women” and “gender equality” as an independent field of action beginning in 2006.

Article by Hannelore Moll at the VENRO workshop “How to: the promotion of women and gender mainstreaming in NGO practice”, 2nd December 2004 

## Project analysis from a gender perspective – Guiding questions

## ▶▶ CHECKLIST

### Situation analysis

- ✓ Is the situation of women and men taken into account in a differentiated manner in the project environment (access to resources, presence in decision-making bodies, skills and abilities, knowledge and know-how, needs and interests)?
- ✓ Are local female experts included in the analytical process?

### Project holders

- ✓ Does the organisation have a gender policy and an equal rights policy?
- ✓ What does the employment structure (number and qualification of female/male staff) look like in the operative (administration/programme work) and the control units as well as at the management level?
- ✓ To what extent are female staff members involved in internal decision-making processes?
- ✓ Has action been taken to ensure that the project team has the required gender sensitivity?

### Planning

#### Objective of the project

- ✓ Is the gender topic (gender equality, female empowerment) taken into account in the overall objective (explicitly or implicitly)?
- ✓ Is the living situation of women and men or the change in gender relations taken into account in the project objectives?
- ✓ Does experience gained in the area of gender policy flow into the formulation of objectives?
- ✓ What organisations can contribute to the attainment of the objective? Why?
- ✓ Are possible positive or negative effects of an indirect nature on women and men expected? What are these?

#### Target group

- ✓ Is the gender-specific composition of the target group reasonable with respect to gender equality?
- ✓ Is the situation of women and men regarded in a differentiated manner in the target group analysis? Is information provided for example on socio-economic, cultural status, age, ethnic group or organisational structure?
- ✓ Are women in the target groups involved in decision-making processes?
- ✓ What practical needs and strategic gender interests are there?

#### Selection of method

- ✓ Is the selection of methods appropriate in view of the hierarchical differences between women and men in the respective society?
- ✓ Does the project promote the active participation of women and men in all phases? Do women and men draw the same benefits from the project?
- ✓ Is the work load of the project and the project environment justly distributed among men and women?

#### Planned measures

- ✓ Are activities planned to discuss role behaviour and role pressure of women and men?
- ✓ Are specific activities necessary to support women and men to modify this behaviour?

#### Resources

- ✓ Is the ratio of human and financial resources for women and men appropriate with respect to the specific gender composition of the target groups?
- ✓ Are separate human resource and financial resources necessary for work in the direction of gender equality?
- ✓ Are the resources of the project equally accessible to women and men from the target groups? If not, what measures are planned to change this situation?

#### Implementation

- ✓ Is gender-sensitive planning also really implemented?
- ✓ Have responsibility and decision-making powers been equally split up between the genders in the project team?
- ✓ Has the work load in the project team been fairly distributed between the genders?
- ✓ Is gender consulting available to the project team if needed?

#### Monitoring and evaluation

- ✓ Have indicators been defined in a gender-sensitive manner?
- ✓ What gender-specific effects can be identified?
- ✓ What unexpected effects have cropped up?
- ✓ Has it been ensured that the findings from the project are taken into account in the next programme/project planning?

#### Sources and literature:

- ▶ Brot für die Welt: Standards zur Information und Prüfung von Projektträger und Projektantrag.
- ▶ Evangelischer Entwicklungsdienst: Mitwirkungsvorlage und Unterlagen zu PME (Planung, Monitoring und Evaluierung).
- ▶ Meentzen, Angela und Gomáriz, Enrique: "Umsetzung der Geschlechterdemokratie", eine Studie zur Anwendung der Geschlechterdemokratie in der Planung und Evaluierung von Projekten im Auftrag der Heinrich Böll Stiftung, April 2002.
- ▶ Oxfam: Gender Mainstreaming Tools. Questions and checklists to use across the programme management cycle, November 2002.

### 3.2.3 Good practice projects of German NGOs

#### **Fighting trafficking in girls and prostitution of minors in West Bengal, Church Development Service (EED)**

Of the 400,000 child prostitutes in India, 40,000 live in Calcutta alone. A large number of them come from poorer regions, but most of them come from Bangladesh and Nepal. Pimps, panderers and traffickers often take advantage of the poverty of the population to lure girls away from their villages with false promises.

Sexual violence and exploitation of these women and girls takes place on a daily basis. They have almost no possibility to receive support and protection. On the contrary, they often also experience violence at the hands of the police or government authorities.

The women's organisation SANLAAP works to save and rehabilitate victims, in campaigns to protect women and girls against trafficking and prostitution and to support women and girls in filing criminal charges as well as in lobbying to crack down on criminals and obtain better support for victims.

14 "drop-in centres" in the various red-light quarters of Calcutta are maintained as permanent service facilities. They offer literacy courses, health instruction, personal, psychological, legal and financial consulting. Moreover, the desire of women to obtain a better education, employment opportunities and security for their children is taken into account as well. For example, child-care centres, lunches, school support and homework tutoring are often affiliated with these drop-in centres.

Together with the police, raids are carried out in red-light districts to save child prostitutes. Three refuge and rehabilitation homes are available and can take in 62 girls. The main objective is to act to ensure their safety and protection, but also measures for their re-integration. This includes psychological help in processing trauma and learning survival strategies.

SANLAAP seeks to make a contribution in many places to cracking down on traffickers in women. NGOs also work in the area of continuing training of staff among police forces, health and social administrations and the judiciary to influence their attitude towards trafficking in women and prostitution. To this end, SANLAAP makes information available on cases it has researched itself and supports the women to develop alternatives. In addition, lobbying work seeks to strengthen the official co-operation of border police of Bangladesh and Nepal, while an action plan is being adopted to expedite the safe return of girls and women to their countries of origin.

SANLAAP furthermore works to prevent even more women and girls being made victims of trafficking in women due to economic neediness or ignorance. Courses are held for this purpose, women's organisations and schools are informed and articles published in newspapers.

#### **What the EED appreciates about this project:**

- ▶ Its sustained successes in the fight against prostitution and trade in minors;
- ▶ The creation of competencies such as, for instance, psycho-social counselling and rehabilitation methods which are also of relevance to other organisations;
- ▶ The model function for other social actors;
- ▶ The active commitment of groups of youth in red-light districts and the commitment by prostitutes on behalf of the rights of girls who are victims of trafficking and child prostitutes;
- ▶ The broad approach which involves lobbying and public-relations in addition to concrete support.

**You will find additional information at:** [www.eed.de](http://www.eed.de)

### **Football, Aids and sex: health counselling of boys in South Africa, Oxfam**

Poverty, unemployment and the gaping distance between rich and poor in South Africa have exacerbated some aspects of the difficult gender relations there. Women are victims in these relations. The HIV infection rate has skyrocketed among women in the past years. Annual growth rates show that in particular girls face a considerably higher rate of infection. In comparison to boys, the danger of infection among teenage girls is five to six times higher. Infection with the virus and the illness have a different impact on women than men as a result of their different statuses in society. Women experience a greater degree of societal discrimination, they receive less health care and bear the main burden in the care of older family members.

The sexual behaviour of men places a crucial role in the spread of HIV. For this reason gender relations must also be analysed in terms of their impact on the roles of young men. After reaching puberty, boys are subjected to social pressure to become sexually active – with as many partners as possible, whose large number is supposed to demonstrate one's sexual virility to others. Nor have men learned to discuss their reproductive health as a result of preordained roles. This has always been considered to be a women's issue, which is why many AIDS programmes focus on women.

The South African non-governmental organisation "Targeted AIDS Intervention" (TAI) in Pietermaritzburg has recognised this and is for this reason focusing on male adolescents from disadvantaged strata of the population. They are motivated to speak openly about sexuality and social constructs of masculinity and to find out about how to protect oneself against HIV infection. TAI has gained access to main small football clubs, through the "South African Football Association" and the KwaZulu-Natal Amateur Football League, whose matches are frequently the most important meeting points for marginalised young men. "Peer educators" (multipliers of the same age) are trained among the football teams and their fans. These form their own groups of ten 12 to 22-year-olds. They get together in these groups for discussions and carry out joint activities in which they talk openly about sexuality, gender roles, gender-specific violence and HIV prevention.

Football players, even on the smallest amateur teams, are respected role models for South African youth. It is "cool" to be a member of a peer group of TAI. The peer educators quickly gain confidence, develop self-initiative and a feeling of responsibility. Members also have an impact away from the football pitch – for example when they are tending to livestock – as competent advisors for compatriots of the same age. The peer educators actively structure projects in discussions with TAI coordinators.

Although an external gender analysis by TAI (2004) was not able to find any significant enduring changes in the prevailing patriarchal notions of masculinity, major positive changes in knowledge of HIV&AIDS and safer sex have been identified among younger participants. Project participants have also been successful in constructing images of masculinity which deviate from the dominant behaviour patterns. Thus some younger members of groups have begun to help their mothers in the household. Others state that they were no longer embarrassed about how few girlfriends they have.

#### **What Oxfam Germany appreciates about this project:**

- ▶ The recognition that gender approaches and HIV prevention must not be solely based on the women, that men can also be victims of prevailing social relations and for this reason must be addressed specifically;
- ▶ The innovative and sensitive manner in which young people learn to reflect upon gender roles and images of masculinity;
- ▶ The bottom-up approach which make it possible for the peer educators to assume responsibility and exercise a growing influence on project implementation;
- ▶ The fact that the leader of the TAI, Gethwana Makaye, is a woman – even though TAI projects in the meantime, especially concentrate on young men.

**You will find additional information at:** [www.oxfam.de](http://www.oxfam.de)

### **Egypt: sensitisation in gender, Plan International**

According to a study by the World Economic Forum conducted in 2005, Egypt is in last place among the 58 countries examined as concerns equality of men and women. Even though Egypt's women's movement at the beginning of the 20th century played a pioneering role among the Arab states, it has not changed traditional cultural ideas much, especially in rural regions, nor is this a major issue. Many children grow up in an environment in which girls have a different status than boys and in many cases are not conceded the same rights. Assignment of traditional roles continues to be commonplace and most women are still economically dependent on men. Their political participation at the community level is also very limited. Violence focused on women such as, for example, between spouses or female circumcision (more than 85 percent of 13 to 19-year-old girls are circumcised) is still widespread. In spite of committed efforts on the part of the women's movement, especially in rural areas, many girls never complete school because they are married off at an early age.

Plan works in an active manner for equal rights of girls and boys. Gender mainstreaming plays a particularly important role. In a two-year pilot project, the gender approach has been integrated in project work in hand-picked project areas. The aim was to explore cultural behavioural patterns using a participative approach, to analyse their impact on the girls' and boys', women's and men's understanding of roles and show new paths to gender equality.

At the heart of the project is lobbying and educational work, gender training for different target groups (for example Plan's staff, youth and adolescents, primary school teachers, local authorities and women's groups), information campaigns and materials, plays and the founding and support of ten gender committees within the community development councils. Youngsters have been trained in the child-to-child method to discuss gender issues with their age cohorts.

In a wide-ranging gender analysis conducted in the communities, the partner organisations and at Plan, among other things 700 children were surveyed on the living conditions of girls and boys in their communities. An important result of the study was the finding that girls and women do not participate in decision-making processes at all levels and, related to this, are assigned a lower status.

Because girls and women continue to be affected by specific disadvantages, brochures, posters, plays, seminars and discussion events also address topics such as female circumcision, reproductive health, birth registration or early marriage of girls. Plan has also moreover worked to attain the official registration of 2,000 women and girls, who were then issued personal identity cards.

At a national conference on gender and the millennium goals, high-ranking government officials and experts gathered to discuss with the public and young people the steps required to improve equal rights for girls and boys, women and men. Especially close co-operation between society and the government and media was fostered in order to, for example, fight against violence against women and girls in the family.

#### **What Plan International appreciates about this project:**

- ▶ The active involvement of children, their families and communities in the project planning, implementation and evaluation;
- ▶ The commitment of women and men of analysing the traditional understanding of roles and recognising equal rights as an important factor in development;
- ▶ The implementation of the gender approach in an Islamic country traditionally dominated by men;
- ▶ Taking into account the numerous actors at the community level who contribute to the sustainability of the project;
- ▶ The use of various communications strategies such as, for example, plays, to provide illiterates access to the topic as well.

**You will find additional information at:** [www.plan-deutschland.de](http://www.plan-deutschland.de)

### 3.3 Gender in humanitarian aid

#### 3.3.1 Context

In contrast to development co-operation, humanitarian aid is short-term assistance in the wake of a natural disaster such as earthquakes, volcanic eruptions, landslides, droughts, floods or an armed conflict. Humanitarian aid concentrates on victims of crises and disasters. Its aim is to save lives and alleviate human suffering, and is provided regardless of the ethnic, religious or political affiliation of the victims.

In view of the complex situation and the speed in which humanitarian aid has to be furnished, gender may not seem to be particularly important. Experience has shown, however, that effective assistance can only be provided when differences in gender relations, responsibilities and division of labour between women, girls, men and boys are taken into account.

Women and men are affected differently by disasters. The degree to which people are endangered is for the most part a function of their social, cultural and economic situation in society. Women are usually for instance less educated, have less experience with the government authorities, have fewer economic resources and in some countries are not involved enough in public life. This situation determines who finds easy access to aid, whose needs are more effectively met and who is involved in reconstruction. Not all women and men are equally affected. In addition to gender, an important role is also played by age, ethnic identity and social status. The task is thus to perceive the special hazard to the target group and take this into account in the assistance programmes.

Not only weaker elements of society, but also the strengths and the respective potential must be recognised and supported in humanitarian aid. Existing structures such as, for example formal and informal women's groups, must be strengthened right at the outset of the planning, as disputes over the distribution of aid have an impact which echoes on beyond the current situation. Over the long term the outcome of these disputes decides who will control important resources and determine policy formulation in the future. This includes among other things access to education, income, legal title and the acquisition of property. The major changes in gender relations caused by disasters, if only due to the fact that more men or women may be victims of the disaster, also harbour opportunities for developing new social models.

The gender perspective helps to:

- ▶ arrive at an understanding of different needs and priorities of women and men which closely approximates reality and which takes into account all groups and their special needs;
- ▶ develop appropriate programmes to raise awareness of power relations between men and women which block participation of parts of the target group in programmes (other power imbalances in society are exposed as well);
- ▶ use all potential in which the potential of women and men and their contribution to the rebuilding of society are taken advantage of;
- ▶ achieve more gender equality in the incipient community.

#### 3.3.2 Challenges from a gender perspective and tools

In an aide-mémoire issued upon the occasion of the meeting of the Human Rights Commission on April 2005, *medica mondiale* and the Women's Security Council called for gender aspects to be integrated into all humanitarian aid programmes. Up to now, there are no uniform standards at NGOs for this. Guidelines for the practical work in disasters which take the situation of women and girls into account need to be further developed and refined.

A conference entitled “On the Path from War to Peace” staged by DWHH in November 2004 dealt especially with the situation of women in and in the wake of armed conflicts. In the final declaration, humanitarian and other organisations dealing with women’s policy called for their emergency assistance and development measures to take the life realities of women in the intervening phase between war and peace and in the reconstruction phase into account.

They are calling for an integration of gender-specific trauma therapy, as women are often witness to or victims of multiple acts of violence during wartime, i.e. mass gang rape, slavery, fatalities or torture of loved ones. In addition to the humanitarian task, coming to terms with this mental trauma is an important assignment in avoiding future conflicts and giving women an opportunity to contribute their potential to the peace process.

The aide-mémoire emphasises that the approach adopted in emergency aid programmes needs to go beyond a purely needs-oriented strategy. Because project interventions always influence the creation and development of structures, the document calls for a comprehensive human rights approach to come to play especially in emergency assistance and reconstruction which also takes the needs of women into account following societal transformation.

Because violence within families tends to increase in the wake of armed conflicts, it is necessary to sensitise people to this rise in domestic violence following a war. Personal uncertainties among men, dismal prospects for the future often in combination with alcoholism, frequently erupt into domestic violence towards women and children. It is important for domestic violence to be seen as war-related violence.

New approaches are needed to raise the awareness of men and adolescent males. One of the biggest challenges is to reintegrate demobilised combatants and child soldiers in society in combination with income-generating activities for these groups. In addition, a societal discussion on their role during the armed conflict must take place if social structures are to be developed along more just lines and new opportunities created for peaceful coexistence.

## ▶▶ CHECKLIST

**Gender-sensitive humanitarian aid – Guiding questions**

Data-collection methods should take social factors into account, as effective answers to natural disasters, armed conflicts and migration depend on the detailed knowledge about hazards, needs and potential. Gender-specific data is an important planning instrument, but there are quite often scant amounts available.

**Key questions**

- ✓ How are women and men, girls and boys respectively affected by the disaster?
- ✓ Has the disaster caused special problems for women, children or men (need for security, protection)?
- ✓ What does this mean for the aid, the reconstruction and the rehabilitation measures (with respect to their needs, access to aid and their contribution to reconstruction)?
- ✓ Is sensitivity training offered on gender-specific violence and trauma before staff assignments?
- ✓ Is there a code of conduct for humanitarian aid staff which address and provide for punishment of sexual violence?
- ✓ Is there a gender mainstreaming policy for the helpers?
- ✓ Is data on gender-specific violence gathered during the assessment and implementation?
- ✓ What is offered to survivors of sexual and other violence? (e.g. trauma-sensitive psychosocial support, medical care, HIV post exposure prophylaxis (PEP))
- ✓ What gender-specific norms have an impact on access to aid? Do women have the same possibilities or is their access impeded, for example through limited mobility, level of education or work load?
- ✓ How do women participate in social, economic, religious and political structures?
- ✓ Are women and their organisations actively involved in the planning and implementation?
- ✓ Are women and their associations explicitly involved in budgeting by the donor countries?
- ✓ Are women and men involved in decision-making and as auxiliary staff?

**The following particular questions need to be kept in mind**

- ✓ Are the needs of women taken into account in terms of their reproductive health (prophylactics, hygienic articles)?
- ✓ Is culturally appropriate clothing made available for women so that they can participate in public life (headdress)?
- ✓ Are people informed about illnesses and first aid for women who are responsible for caring for ill people?
- ✓ Are there services for women who treat people infected with the HI-virus and other venereal diseases in a trauma-sensitive manner?
- ✓ Are there waterholes and is access to toilets associated with a greater danger to women and children?
- ✓ Are the needs of pregnant and nursing women, single mothers, old or handicapped women taken into account? Is the target group of “men” regarded as a unit or in a differentiated way according to their different needs?
- ✓ Are women consulted in the planning / organisation of emergency aid measures and included at the decision-making level?

**Source:**

- ▶ Gender Consideration in Disaster Assessment by WHO/GWH, January 2005

**Additional literature and weblinks:**

- ▶ Gender and Disaster Network: <http://www.gdnonline.org>
- ▶ Gender Equality and Disaster Risk Reduction Workshop 2004: [www.ssri.hawaii.edu/research/GDWwebsite/pages/proceeding.html](http://www.ssri.hawaii.edu/research/GDWwebsite/pages/proceeding.html)
- ▶ Gender Equality and Humanitarian aid: A guide to the issue (CIDA): [http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Africa/\\$file/Guide-Gender.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Africa/$file/Guide-Gender.pdf)
- ▶ Checklist for Action Prevention & Response to Gender-Based Violence in Displaced Settings RHRC Consortium (adapted from a checklist of UNHCR) Juni 2004

**3.4 Gender in government's development co-operation****3.4.1 Context**

The following discussion provides a brief overview of the gender approach of the Government. An assessment of policy is not the aim here. The Federal Ministry for Economic Co-operation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung – BMZ) established the gender approach as a cross-cutting task in 1997. Since then it has been a requirement that development co-operation take into account the needs and potential of men and women. The BMZ bases its strategy on the **“Gender and Development” approach** and proceeds in line with the “dual-track” principle, which is to say it uses both gender mainstreaming and promotion of women.

The BMZ commenced “Action Programme 2015” in 2001 with the aim being to cut the number of people living in extreme poverty in half by 2015. At the same time, equal rights for the genders is stated as a key factor to achieve the project objectives. One approach is to foster measures focusing on the relationship between poverty and the lack of political rights and decision-making power. The key measures for realising gender equality and a strengthening of women should at the same time seek to secure basic education for women. An additional element is combating violence, forced prostitution and trafficking in women. The Action Programme also provides for promotion of gender-budget initiatives in bilateral co-operation. Moreover, the BMZ seeks to empower women to better inform themselves about their rights and then demand these rights through legal counselling and education on human rights and at the same time help them change the national legal situation by taking gender equality into account. On the whole the BMZ works in the partner countries to ensure that the topic of equality of the sexes is also included in the national poverty-fighting strategies. The Ministry furthermore supports women's networks and women's NGOs.

The development assistance committee of the OECD (DAC) declared the equality of the genders to be a strategic development goal in 1995. Just like the EU and the UN, the BMZ has largely followed this step. To implement this approach, the BMZ adopted the “G-category” of the DAC to classify the degree in which gender equality is taken into account in the respective development project.

**3.4.2 Gender-sensitive tools**

The revised criteria for awarding G-categories (as of March 2006) are aimed at contributing to development measures (projects and programmes) being categorised according to their impact in the future which they have with regard to the promotion of **equality between the genders** and the **empowerment of women** in a country. Gender-specific analysis, which is provided for in the BMZ's equal rights concept, is made obligatory for the examination. All categorisations (award of the G-category) must be assessed in these terms and the reasons for the assessment stated in detailed form. The interpretation and use of G-categories should be uniform between BMZ and the organisations involved in the preparation. The award of G-categories should serve to help plan and steer development measures along the lines of consistent implementation of the equal rights concept.

The following criteria have been adopted from the rules of the BMZ relating to the G-categories in German development co-operation.

**General criteria of the BMZ, applicable to all development measures (projects and programmes):**

- ▶ Focus of all development measures on the implementation of the “Concept for the Promotion of Equal Participation for Women and Men in the Development Process” (equal rights concept) and thus the systematic impact on gender/equality of the sexes and not solely target-group involvement.
- ▶ Implementation of a gender-specific analysis in the preparation of development measures. Brief memorandums setting out positions must contain the assessment of the current situation regarding the genders. Well-founded reasons for the G-category must be submitted for all development measures. The scope of obligatory gender analyses can be tailored to the needs of the specific project, but not all can be crossed off the list.
- ▶ Assessment of the overall development measure (co-operation project/program) with technical co-operation/financial co-operation, community financing and programme strategies. The contribution of the respective development measure/components to promote equal rights should be clearly identified at the target and indicator level.

**THEORY**

The criteria of the BMZ for the categorisation of development measures in G-2, G-1 and G-0

**G-2: Equality of the sexes is one of the main objectives of the development measure.**

The following criteria must be satisfied in their entirety:

- ▶ The development measure is consistent with the national gender strategy and gender-relevant aspects in other national development strategies (for example, poverty reduction strategy) in the co-operation country and promotes these.
- ▶ The development measure aims at making a significant contribution to the elimination of gender-specific disadvantages. The significance of the contribution to the specific sector is to be described/demonstrated.
- ▶ The development measure serves not only to directly improve the living conditions of men or women who are at a disadvantage as the result of their gender membership, but rather in a targeted manner at societal change processes along the lines of equal rights for men and women. Direct structural effects on equal rights for the sexes are to be clearly described in the whole chain of effect, described in a clear manner and underpinned with indicators. Otherwise the development measure is to be set out as G-1.
- ▶ Women and men can influence the planning and execution of the development measure to take their interests into account. The methodological approach which is provided for this is presented in the concept of the development measure.
- ▶ Equal rights for the sexes is consistently at the heart of the conception of the development measure, which means it is one of the main factors mapped by indicators, the assignment of resources (financial and human resources) and the activities planned within the framework of the development measure.
- ▶ Status of implementation of the aforementioned items is one of the main components of monitoring and reporting.

**G-1: The development measure offers positive effects for equal rights for the sexes. Equal rights for the sexes is not the main goal of the development measure, however.**

The following criteria must be satisfied in order to receive a G-1 classification:

- ▶ The development measure makes a significant and relevant contribution to equal rights for the sexes in the respective sector or at the regional level.
- ▶ Concrete effects on equal rights for the sexes are formulated in terms of impact chains and mapped with (impact) indicators. In the case of programmes, equal rights for the sexes must be demonstrated by a component goal or an indicator at the level of the main objective of the development measure.
- ▶ Potentials for supporting measures promoting equal rights for the sexes are described and adopted in the conception of the development measure.
- ▶ Gender-specific disadvantages do not occur or, if they cannot be avoided, are compensated for by additional measures.
- ▶ The approach towards promotion of equal rights for the sexes is an element of the monitoring and reporting on the development measure.

**G-0: The development measure does not contain potential for contributing to equal rights for the sexes.**

The following criteria must be satisfied to obtain a G-0 categorisation:

- ▶ G-0 is to be awarded when no specific gender-specific effects can be expected from this development measure. G-0 may only be awarded if convincing reasons have to be given for this.
- ▶ The fact that services offered in a development measure are used equally by men and women does not justify G-0 categorisation.

**Sources and literature:**

- ▶ BMZ: G 0-1-2, Wirkungen auf die Gleichstellung der Geschlechter in Vorhaben der EZ, G-categories in der technischen und finanziellen Zusammenarbeit, März 2006
- ▶ BMZ: "Arbeitsfelder und Instrumente: Frauenrechte verwirklichen": [www.bmz.de/de/themen/menschenrechte/allgemeine\\_menschenrechte/gleichberechtigung/arbeitsfelder/index.html](http://www.bmz.de/de/themen/menschenrechte/allgemeine_menschenrechte/gleichberechtigung/arbeitsfelder/index.html)
- ▶ GTZ: Glossar: "G-Kennung": [www2.gtz.de/gender\\_project/deutsch/weiterfuehrend/glossar/glossar/g-kennung.htm](http://www2.gtz.de/gender_project/deutsch/weiterfuehrend/glossar/glossar/g-kennung.htm)

#### 4.1 Evaluating the gender sensitivity of project proposals

This section provides a checklist which can be used to rapidly gauge the extent to which the designers of a project proposal have taken gender concerns seriously. It is based on a similar checklist in use by SIDA (B. Woroniuk, J. Schalkwyk, and H. Thomas, 1997). It is a generic check-list in that it can be applied to emergency projects in any sector but, in itself, it does not provide guidance on the types of gender issues that a particular project should be seeking to address.

##### ▶▶ CHECKLIST

##### Evaluating the gender sensitivity of project proposals

###### In Presenting Women/Gender in Good Proposals:

- ✓ collective terms (like 'refugees'; 'farmers' etc.) include different groups of people within them – male and female farmers do different work; male and female refugees face very different problems;
- ✓ women are not just classified as a 'vulnerable' group;
- ✓ discussion of gender differences appears throughout the proposal, not just in a separate section, unrelated to the main project design.

###### Gender Analysis in Good Emergency Proposals:

- ✓ is consistent throughout the document, and relates to all components and aspects of the project (rather than simply appearing under a women-specific project activity);
- ✓ differentiates the vulnerabilities, capacities and needs of men and women and identifies any gender differences in coping strategies that the target group is adopting to deal with the crisis;
- ✓ relates gender differences in vulnerabilities or in coping strategies, to the nature and design of the project activities themselves.

###### In the Logical Framework, Good Proposals:

- ✓ have a clear vision of what the initiative aims to achieve in relation to gender equality and/or women's participation in the project;
- ✓ include separate logical framework outputs relating to gender equality, or at the least have gender disaggregated OVs.

###### In Project Design and in Project Management, Good Proposals:

- ✓ demonstrate that women primary stakeholders have been consulted in the process of project design and have influenced the setting of priorities;
- ✓ identify appropriate and realistic structures for representing women's perspectives in the management of the project, that take account of the restrictions on women's time, and of cultural restrictions in women's participation (even under strict purdah or similar regimes, it is not acceptable for women's participation to be written off on cultural grounds);
- ✓ explicitly seeks to employ women field staff in communities where access to female primary stakeholders is restricted;
- ✓ include a specific allocation of resources (financial and human) for mainstreaming gender, if the proposed project is extremely large, or the working environment for addressing gender inequalities is extremely difficult.

**Other Questions to Consider When Appraising Project Proposals:**

- ✓ Does the proposing agency have a track record in promoting gender equality (e.g. does it have a stated gender policy? Have you seen the agency engaging on gender issues constructively in the past?)?
- ✓ Is there evidence that a gender analysis has been carried out during project design/preparation, or is this something you 'feel' an HQ based desk officer has added afterward to meet DFID's criteria?

**Source:**

- ▶ Department for International Development: "Conflicts and Emergencies". UK, 1999.

**4.2 Gender equality in disasters****Gender related relief and reconstruction – Six principles****▶▶ CHECKLIST****1. THINK BIG**

Gender equality and risk reduction principles must guide all aspects of disaster mitigation, response and reconstruction. The "window of opportunity" for change and political organization closes very quickly. Plan now to:

- ✓ respond in ways that empower women and local communities
- ✓ rebuild in ways that address the root causes of vulnerability, including gender and social inequalities
- ✓ create meaningful opportunities for women's participation and leadership
- ✓ fully engage local women in hazard mitigation and vulnerability assessment projects
- ✓ ensure that women benefit from economic recovery and income support programs, e.g. access, fair wages, non-traditional skills training, child care/social support
- ✓ give priority to social services, children's support systems, women's centres, women's "corners" in camps and other safe spaces
- ✓ take practical steps to empower women, among others:
  - ✓ consult fully with women in design and operation of emergency shelter
  - ✓ deed newly constructed houses in both names
  - ✓ include women in housing design as well as construction
  - ✓ promote land rights for women
  - ✓ provide income-generation projects that build non-traditional skills
  - ✓ fund women's groups to monitor disaster recovery projects

**2. GET THE FACTS**

Gender analysis is not optional or divisive but imperative to direct aid and plan for full and equitable recovery. Nothing in disaster work is "gender neutral". Plan now to:

- ✓ collect and solicit gender-specific data
- ✓ train and employ women in community-based assessment and follow-up research
- ✓ tap women's knowledge of environmental resources and community complexity
- ✓ identify and assess sex-specific needs, e.g. for home-based women workers, men's mental health, displaced and migrating women vs. men
- ✓ track the (explicit/implicit) gender budgeting of relief and response funds
- ✓ track the distribution of goods, services, opportunities to women and men
- ✓ assess the short- and long-term impacts on women/men of all disaster initiatives
- ✓ monitor change over time and in different contexts

### 3. WORK WITH GRASSROOTS WOMEN

Women's community organizations have insight, information, experience, networks, and resources vital to increasing disaster resilience. Work with and develop the capacities of existing women's groups such as:

- ✓ women's groups experienced in disasters
- ✓ women and development NGOs; women's environmental action groups
- ✓ advocacy groups with a focus on girls and women, e.g. peace activists
- ✓ women's neighbourhood groups
- ✓ faith-based and service organizations
- ✓ professional women, e.g. educators, scientists, emergency managers

### 4. RESIST STEREOTYPES

Base all Initiatives on knowledge of difference and specific cultural, economic, political, and sexual contexts, not on false generalities:

- ✓ women survivors are vital first responders and rebuilders, not passive victims
- ✓ mothers, grandmothers and other women are vital to children's survival and recovery but women's needs may differ from children's
- ✓ not all women are mothers or live with men
- ✓ women-led households are not necessarily the poorest or most vulnerable
- ✓ women are not economic dependents but producers, community workers, earners
- ✓ gender norms put boys and men at risk too, e.g. mental health, risk-taking, accident
- ✓ targeting women for services is not always effective or desirable but can produce backlash or violence
- ✓ marginalized women (e.g. undocumented, HIV/AIDS, low caste, indigenous, sex workers) have unique perspectives and capacities
- ✓ no "one-size" fits all: culturally specific needs and desires must be respected, e.g. women's traditional religious practices, clothing, personal hygiene, privacy norms

### 5. TAKE A HUMAN RIGHTS APPROACH

Democratic and participatory initiatives serve women and girls best. Women and men alike must be assured of the conditions of life needed to enjoy their fundamental human rights, as well as simply survive. Girls and women in crisis are at increased risk of:

- ✓ sexual harassment and rape
- ✓ abuse by intimate partners, e.g. in the months and year following a major disaster
- ✓ exploitation by traffickers, e.g. into domestic, agricultural and sex work
- ✓ erosion or loss of existing land rights
- ✓ early/forced marriage
- ✓ forced migration
- ✓ reduced or lost access to reproductive health care services
- ✓ male control over economic recovery resources

## 6. RESPECT AND DEVELOP THE CAPACITIES OF WOMEN

Avoid overburdening women with already heavy work loads and family responsibilities likely to increase:

- ✓ identify and support women's contributions to informal early warning systems, school and home preparedness, community solidarity, socioemotional recovery, extended family care
- ✓ materially compensate the time, energy and skill of grassroots women who are able and willing to partner with disaster organizations
- ✓ provide child care, transportation and other support as needed to enable women's full and equal participation in planning a more disaster resilient future

### Sources and additional literature:

- ▶ Gender and Disaster Network: "Gender Equality in disasters": <http://www.gdnonline.org/resources/gender-broadsheet.doc> (January 2005)
- ▶ Gender and Disaster Network: "What's out there? Practical Guides and Checklists": [http://www.gdnonline.org/wot\\_practical.htm](http://www.gdnonline.org/wot_practical.htm)

## 4.3 Working papers published to date

### Concept papers

- ▶ Guidelines for the Promotion of Micro Credit Projects and Projects with Micro Credit Components, Bonn, September 1998 (available in German, English, French and Spanish)
- ▶ Concept Paper: Rural Development. Guidelines for the Promotion of Rural Development Projects, Bonn, July 2000 (available in German, English, French and Spanish)
- ▶ Concept Paper: Impact-Oriented Evaluation of the Work of Deutsche Welthungerhilfe Overseas Co-operation, Bonn, December 2003 (available in German, English, French, Portuguese and Spanish)
- ▶ Concept Paper: Food Security. Guidelines for the Promotion and Implementation of Food-Security Projects of Deutsche Welthungerhilfe, Bonn, May 2004 (available in German, English, French, Portuguese and Spanish)
- ▶ Orientation Framework for the Promotion of Small Project Funds, Bonn, September 2001, revised 2nd edition, February 2005 (available in German, English and French)
- ▶ Orientation Framework: Partnership for Development. Deutsche Welthungerhilfe and its Partners in Overseas Co-operation, Bonn, June 2005 (available in German, English, French and Spanish)
- ▶ Orientation Framework for Activities in the Area of HIV/AIDS in the project work of Deutsche Welthungerhilfe, Bonn, 3rd edition July 2005 (available in German, English, French and Spanish)
- ▶ Orientation Framework: Conflict-Sensitive Approach in Overseas Co-operation, Bonn, June 2007 (available in German, English, French and Spanish)
- ▶ Orientation Framework: Rehabilitation in Overseas Co-operation, Bonn, August 2007, (available in German)
- ▶ Orientation Framework: Gender in Development Co-operation, Bonn, November 2007, (available in German, English, French and Spanish)

Under preparation:

- ▶ Orientation Framework for Emergency Assistance

### Country concepts

- ▶ Country concept South Africa. Prospects for Development Co-operation 2002–2004, Bonn, July 2002 (available in German and English)

- ▶ Country concept Madagascar. Prospects for Development Co-operation 2003–2006, Bonn, November 2003 (available in German and French)
- ▶ Country concept Mozambique. Prospects for Development Work 2003–2006, Bonn, December 2003 (available in German and Portuguese)
- ▶ Regional concept “Great Lakes”, Prospects for Development Co-operation 2004–2006, Bonn, December 2004 (available in German, English and French)
- ▶ Country concept Sudan. Prospects for Development Co-operation 2005–2008, Bonn, April 2005 (available in German and English)
- ▶ Country concept Afghanistan. Prospects for Development Co-operation 2005–2008, Bonn, May 2005 (available in German and English)
- ▶ Country concept Tajikistan. Prospects for Development Co-operation 2005–2008, Bonn, August 2005 (available in German and English)
- ▶ Country concept Mali. Prospects for Development Co-operation 2006–2009, Bonn, December 2005 (available in German and French)
- ▶ Country concept Indonesia. Prospects for Development Co-operation 2006–2008, Bonn, October 2006 (available in German and English)
- ▶ Country concept Angola. Prospects for Development Co-operation 2006–2008, Bonn, December 2006 (available in German and Portuguese)
- ▶ Country concept Haiti. Prospects for Development Co-operation 2007–2009, Bonn, May 2007 (available in German and French)
- ▶ Country concept Peru. Prospects for Development Co-operation 2007–2009, Bonn, August 2007 (available in German and Spanish)

Under preparation:

- ▶ Country concept Cuba
- ▶ Country concept Cambodia
- ▶ Country concept Nicaragua
- ▶ Country concept Laos

#### **Other working papers (beginning in 2003)**

- ▶ Sustainability of Project Impact. An evaluation of impact studies of projects and programmes promoted by DWHH, Bonn, May 2003 (2nd edition, July 2005)
- ▶ Guideline for Staff of Deutsche Welthungerhilfe (security in field assignments abroad – co-operation with military personnel – prevention of sexual violence), Bonn, July 2004
- ▶ Promotion Programmes for Children and Youths in difficult living Situations. Quality Criteria, best Practice Examples, Fribourg 2004, co-published by DWHH (available in German, English, French and Spanish)

#### **In Haiti**

- ▶ Agro-forestry brochures (March 2006)
- ▶ Film AAA-Cap on the Integrated Irrigation Approach (19 min., March 2006)

# Deutsche Welthungerhilfe (German Agro Action)

- ▶ Stands for party-political and denominational independence;
- ▶ Works under a voluntary board and the patronage of the German President;
- ▶ Was founded in 1962 when the FAO (UN Food and Agriculture Organisation) announced an international campaign against hunger;
- ▶ Has helped people in approximately 5,200 projects since then with around EUR 1.6 billion;
- ▶ Finances its work through donations and receives public grants e.g. from the EU or the Federal Ministry for Economic Co-operation and Development;
- ▶ Is subject to regular audits by the independent Deutsche Zentralinstitut für soziale Fragen (DZI). It has always received the seal of approval for the reliable and transparent use of donated funds to date.

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Two girls, Liberia

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“One hundred years were necessary to eliminate  
nearly all of the worst forms of discrimination  
between men and women; what are we waiting for?  
Why don't we eliminate the rest?”

(adapted from Benoîte Groult, a French writer)



**welt  
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hilfe**

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