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TRAINING PROGRAMME ON MAINSTREAMING GENDER AND GENDER SENSITIVE PROJECT PLANNING

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Training on Mainstreaming Gender and Gender Sensitive Project Planning

Gender, Its Meaning and Basic Concepts

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Mainstreaming Gender and Gender Sensitive Project Planning

I. Gender, Its Meaning and Basic Concepts

There are gender specific concepts and terminology that are used in the field of gender and development. They explain the existing inequalities between the two sexes in various respects. Understanding the definitions of the following major concepts and terminology is useful to conceptualize gender issues and its relation with development processes in any given context.

a. Sex

It refers to what we are biologically; that we are born women or men. It is universal and cannot change overtime.

b. Gender

It is a concept that denotes differences between women and men depending on a culturally and socially determined expectation as opposed to sex. " Gender is that people are born female or male but learn to be girls and boys who grow into women and men. They are thought what the appropriate behavior and attitudes, roles and activities are for them and how they should relate to other people. This learned behavior makes up gender identity and determine gender roles."

c. Gender Relations

This refers to the socially constituted relation between women and men who are shaped and sectioned by the norms and values held by members of a given community. Gender does not address people but issues in development concern, which includes division of labour, inequality in access to resources inputs and benefits. It is concerned with inequality between women and men and with the action to be taken to correct the imbalance.

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d. Gender Issues

It refers to the needs, problems and concerns brought up in the distinction of perceptions and roles between women and men. In development, these relate to economic issues such as access to and control over resources and socio-political issues such as status, taboos, early marriage, etc.

e. Gender Analysis

It refers to a systematic way of looking at the different impacts of development on women and men. As development programmes have actively sought to reach women, we have learned that gender has a lot to do with what work we do, how much time we have to do it, and how much money we have to do it with. Gender analysis requires separating data by sex, and understanding how labour is divided and valued. Gender analysis must be done at all stages of the development process; one must always ask how a particular activity, decision or plan will affect men differently from women (Parker, 1993:21).

f. Gender Awareness

It means looking at women and men and understanding their common and specific needs. It is understanding that women have needs, aspirations and vision distinct from men. This is a factor which has been invisible in most planning, which resulted in development programs failing to address women's specific needs to improve their lives.

g. Gender Bias

The tendency to make decisions or take actions based on gender.

h. Gender Blind

This is a person who does not recognize that gender is an essential determinant of the life choices available to us in society. While gender sensitivity is to mean to being open, be aware of or responsive to issues of social relations between women and men within a specific community, it considers the power relations between women and men, the division of labour, the needs and wants, the constraints and opportunities.

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i. Gender Equity

A condition in which women and men participate as equals, have equal access to resources, and equal opportunities to exercise control over productive resources.

j. Gender Gap/Disparity

There are clearly observed gender inequalities in any given societies. Gender gaps in major socio-economic indicators such as employment, education, health, ownership of property, level of income, and participation in decision making at all levels explain the existing reality in this regard. These gaps also manifest themselves in the various spheres of human life. Discrimination against women is common and nurtured at the level of tradition and social practices. Systematic gender discrimination also exists where it is a part of the social system and runs through all aspects of life and at household, community and institutional levels.

k. Gender Division of Labour

This refers to the way work is divided between women and men and how it is valued in a specific culture or society. Generally, men's work is better paid or more prestigious, more likely to be regular and counted in national statistics. In contrast, women's work tends to be seasonal, part-time, not well-paid or unpaid.

l. Sex Differentiated Data

This is information collected, via questionnaires, observation or other techniques- that reveals the different roles and responsibilities of women and men. Having data differentiated by sex is extremely important to being able to assess the impact of a project on women separately from its impact on men.

m. Practical Gender Needs

It refers to those needs which arise from the concrete conditions of women's position within the gender division of labor. Practical gender needs are usually a response to an immediate perceived necessity which are identified by within a specific context (Moser, 1989). The need for clean and accessible water, reducing the need for or easy availability of fuel wood, reducing the task of grinding grains, modern technology on weeding, etc are some of the basic needs that women would like to satisfy.

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It is a short term strategy that "makes it easier for women to carry out roles and responsibilities assigned to them by society"

n. Strategic Gender Needs

These are needs which basically arise from the subordination of women by men. Women's subordination is the outcome of the existing social and institutional discrimination against women in a given country or culture. The overall goal of strategic gender needs therefore is to abolish women's subordination. It is an approach that emphasizes strategic interests and "challenges existing social systems and structures in favor of equity for women". Relatively it is a long term objective and more difficult to tackle them. These approach advocates the abolition of the existing unfair sexual division of labour, women's equal rights and obligation in decision-making at household and community levels, personal security, freedom from violence, legal rights, access to education, etc.

o. Access and Control

This concept emphasizes the importance of differentiating between access (for instance, being able to farm on someone else's land) and control (for instance, owing that land and being able to decide how that land is used). Women may have access to key resources, but if they lack control, then they have little say when decisions need to be made or when resources are threatened.

p. Triple Roles of Women

This refers to the fact that women's roles in any given community can be grouped into three categories so as to enable us clearly understand the enormous contributions they make to the well beings of the society. These are:

- **Reproductive Role:** There are three levels at which the term reproduction is used (Edholm, Harris and Young, 1977)—biological reproduction, labour reproduction and social reproduction. Biological reproduction comprises child birth and lactation, while labour reproduction involves the daily regeneration of the labour force through cooking, cleaning, washing, nursing and so on. Social reproduction on the other hand is an all embracing category that is maintenance of ideological conditions which reproduce class relations and uphold the social and economic status quo (Brydon, and Chant, 1989). In most societies reproductive role mostly tend to

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fall upon the shoulders of women.

- **Productive Role:** Activities which are done by both women and men either for wages, market production with an exchange value or for home consumption with actual use-values and potential exchange value. Women's productive work is often less visible and less valued than men's.
- **Community Role:** Activities which are undertaken at a local community level in both rural and urban settings. Community activity involves the collective organization of social events and services; ceremonies and celebrations, community improvement activities, participation in groups and so on. Both women and men are involved in the activities of the community affairs. But, men play leadership roles while women's contribution and role to these activities is considered as passive and supportive.

q. Empowerment of Women

This refers to creating an enabling environment for women to influence the integration of their needs into the existing development process. It is the process of generating and building women's capacities to exercise control over their own life.

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Historical Background and Difference of WID and GAD

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II. Historical Background and Difference of WID and GAD

With the identification of gender indicators of poverty, defining the role of women in poverty alleviation and drafting strategies to involve them in the fight against poverty began to occupy the central role. Since the 1950s, a number of approaches have been evolving for enhancing the role of women in development, usually called WID.

The main approaches are:

⇒ The Welfare Approach
⇒ The Anti-Poverty Approach
⇒ Equity Approach
⇒ Efficiency Approach, and
⇒ The Empowerment Approach.

The Welfare Approach

In the past 1950's, the development program was gender neutral. The prevailing assumption was that the benefit of economic development would go down to families through the male as breadwinners. Popularized in the 1950s, this approach emphasized bringing women into development as better mothers and wives. It regarded women as reactive beneficiaries of development packages. It recognized the reproductive role of women and it is still being practiced in some developing countries. Women are regarded as passive recipients whose economic role is only to bear children. The objective was to bring women into the development process as better mothers and wives. This is called the **Welfare Approach.**

The Anti-Poverty Approach

In the 1960's and early 70's development policy began to focus on meeting basic needs for food, shelter and security. Then, it was realized by policy makers that women were among the poorest of the poor. Therefore, programme began to focus on helping women improve their economic position through education, skill, training and health and family planning services. This is called **anti-poverty Approach.**

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In the 1970, Easter Boserup, demonstrated that women made important economic contribution, which were being ignored by governments to determine the national development efforts. Boserup also showed that development had different effects on women and men. Agricultural mechanization, industrialization and urbanization assumed to benefit everyone, in real increased workloads for women and made greater on them as food producers and casual laborers.

Equity Approach

The approach was designed in 1975. Following the spread of the feminine movement in the West, the International Women Year was celebrated at the First World Conference on Women by the UN, which also carved a Plan of Action through the theme of Equality, Development and Peace.

The Efficiency Approach

Known as the Women in Development, WID, model, it was introduced in the 1980s. The aim was to enhance efficiency in production by reducing women's reproductive workload. Its emphasis is to access women to factors of production.

The Women in Development movement (WID) grew out of the Buserup's work aiming for more efficient and effective development by incorporating women specific projects into existing development processes (Boseup, 1989)

In the 70's, effort to end discrimination against women and to ensure their equal participation in society provided the impetus for most initiatives taken at different levels. Those efforts were also inspired by the awareness that women's reproductive and productive roles were closely linked to the political, economic, social, cultural, legal, educational and religious conditions that constrained the advancement of women and that factors intensifying the economic exploitation and marginaliztion of women stemmed form chronic inequalities, injustices, and exploitative conditions at the family, community, and national levels.

The WID in Development (WID) was one of those by which feminists from different shades tried to solve them women's problems by introducing women based actions and activities. These activities were specially meant for women and done by women.

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There was a great deal to emphasize on the need to assist women by integrating them into the development process. This promoted institutional changes in government and in bi-lateral and multi-lateral organizations for responding to recommendations emanating from World Conferences. Many government established women's offices to handle women's issues with mandates to among other things, ensure that projects, polices adopted would benefit women. Bilateral donors and multi-lateral organizations created Women in Development (WID) units to articulate WID policy and prepare WID plan. Several Women's Projects focused on income-generation.

The Empowerment Approach

Developed in the late eighties, it recognizes the strategic Gender Needs in terms of triple role of women. The realization that separate development only continued to marginalize women led to the emphasis on mainstreaming that is, the integration of women in all areas of economic, social and political life. That leads to the Gender and Development (GAD) movement in the 1980's.

The Gender and Development Approach shifts development planning and implementation from being a male domain to one where both women and men are recognized as productive. It recognizes women's reproductive role while maintaining that the traditional division of labor is by and large socially constructed and can therefore be changed and that the exclusion of women in development has not been due to any natural laws but man-made division of labor, socio-cultural attitudes and ideologies of oppression. Gender and Development, therefore, calls for greater involvement of women and men in development process. It also demands a fair distribution of the fruits of development. This is **Empowerment Approach.**

Gender and Development, GAD, rests on three elements:

a. Both women and men are seen as agents of change, who can transform the division of labour and recognizes the unequal distribution of wealth and that women are more disadvantaged in this regard.

b. Men and women are socialized differently, and therefore, have different needs.

c. Men's and women's priorities have different impact on projects and both should participate equally in development process.

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The Following chart summarizes the development of policy approaches to women's involvement in development.

Policy Approaches to women's involvement in development

	Welfare	Anti-Poverty	Efficiency	Equity	Empowerment
Caused of the problem	Circumstances that are beyond control	Lack of Resources, Causing low standards of living	Failure by development planners to recognize women's key role in production , and necessity to involve women	Patriarchy exploitation, and operation of women by men	Women's Subordina not only by men bu aspect of colonial an neo-colonial oppres
Goals or Purpose	To support motherhood as the most important role for women in society. To relief suffering	To raise production to ensure poor women increase their productivity. To integrate women into development	To ensure that development is more efficient and more effective. "Feed the Nation."	To gain equity for women in development by grafting gender into the development process.	To empower women through greater self-reliance. Building ne political, economic a social structure. To challenge/overcome exploitative structure
Service Programs	Famine relief programs. Family planning. Nutrition (Improving family health, especially of children through maternal care). Activities to meet Practical gender Needs.	Training Women in technical skills. Small-Scale income generating activities to meet basic needs (Practical Gender needs)	Program that meet PGN in the context of declining social services. Rely on all 3 roles of women and elasticity of time.	Organize to reform structures. To meet SGN in terms of triple Role	Programs that addre themselves to SGN terms of Triple role Women through bottom-up mobiliza around PGNs to confront operation.
Type of Change	Functional Change	Functional Change (Non-Challenging	Functional Change	Structural Change (Challenge) Equal Opportunities/ Rights	Structural Change (Challenging)
Type of leadership	Strong reliance on authority (Patriarchal in nature-Residual model of social welfare with the modernization ideology with roots in colonialism.	Consultative ideological reproduction of values that reinforce patriarchy and women's subordination	Authoritarian. Consultative. Women seen as resource	Participatory to reform structures. Top-down state intervention to reduce inequality	Enabling, participato building solidarity, overcome fear (Alternative Balance structures) "Bottom-
Type of Service	Welfare - Assuming women are passive beneficiaries of development	Anti-Poverty - Development (Integrating women into development). Poor women isolated as a category. Recognition of productive role of women	Efficiency - Polices of economic stabilization and adjustment rely on Women's Involvement	Equity Reforming liberating. Women seen an active participants in development	Empowerment Transformation, liberation. Largely unsupported by government or agen Show steady growth under-financed volu organizations.
Period most popular	19-50 - 70, but still widely used	1970s onwards. Still limited popularity	Post 1980s - the most popular approach (ODA, UNAID).	1975-85 - Attempts to adopt during Women's Decade	1975 onwards accele 1980s. Still limited popularity.

Source: The Oxfam Gender Training Manual ©Oxfam UK and Ireland 1994

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The Difference Between WID and GAD

The approach Women in Development (WID) has a dominant rational for women's development programs to increase efficiency by decreasing women's reproductive workload (Lightening household responsibilities through better access to water, fuel etc.) or increasing their reproductive efficiency (Income-generation, mainly in traditional women's activities, access to training, credit).

With Gender and Development (GAD), the rationale for conducting women's development programs began to shift from efficiency to equity and Empowerment. GAD is concerned with what women and men do; it looks at the impact of development; it seeks to see that both women and men participate and benefit from development equally; it recognizes the different gender roles and stresses the need for both women and men to have access to and control over resources and decision-making processes.

In Gender and Development (GAD) focus has been on Empowerment in order to move away from the welfare approach which viewed women as a dependent, vulnerable and disadvantages group. It is a tool for building self-reliance that stresses people's capacity to promote their own development where proper support and conducive environment are provided. It involves people, women and men, taking control over their own lives; gaining the abilities to do things, to set their own agendas, to change events, in a way previously lacking.

Both WID and GAD approaches can contribute to women's advancement and increase gender equity. With the WID approach, women-specific projects enable women to address their practical needs and gain experience for gender mainstreamed projects. Integrating gender into programs, the GAD approach enables women to address their strategic interest and women and men to work together toward mutual goals and greater equity. Both approaches deserve consideration by development planners.

The major school of thought in Women in Development (WID) and Gender and Development (GAD) represents that the issue can not be ignored since women are part of the society. Both approaches even though they are different aim at getting rid of inequalities between men and women and by so doing close the gender gap and there by achieve sustainable development. The following chart summarizes the two approaches.

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The Harvard Analytical Framework

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III. The Harvard Analytical Framework

In development work, examining gender relations has been argued mainly from three perspectives: addressing women's subordinate position in society (equity), enhancing the efficiency and effectiveness of development works (efficiency), and power relationships between men and women that are culturally constructed and shaped by a range of social relations such as race, class, ethnicity and religion.

The following are the different conceptual frameworks and analytical tools that have been commonly used to analyze issues. However, in this manual the Harvard Analytical Framework will be discussed more.

1. **The Harvard Framework**– this uses four interrelated tools; the activity profile, access profile, analysis of influencing factors, and the project cycle analysis.

2. **Gender Planning Framework** – this was developed to help planners incorporate gender issues in planning. The concepts of practical and strategic needs arising out of differential role of men and women are central to this framework. The productive, reproductive, community management and constituency role are analyzed. The constituency politics role refers to political activities at the community international levels on behalf of constituencies.

3. **Social/Gender Analysis (participation)** – as development occurs within complex social contexts, development programs that seeks to achieve gender equity needs to systematically analyze all the obstacles and opportunities for change at all levels of the society. This linked gender in to participation and involve the participatory process of identifying groups affected by the problem, distinguishing within and among these groups, analyzing distinguishing factors and determining what related resources, institutional changes and strategies are required/available.

4. **Gender Relations Analysis for Suitable Development** – this relates to the ability to sustain results at wider scale. Three levels of organizational changes are required. These are changes at the personal, the institutional and methodological level. These refer to attitudes, relationship, working procedures, methods and tools as well as human and financial resource allocation within an organization.

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5. **Women Empowerment Framework** – was developed to incorporate gender awareness, women's participation, and women's issues into development programs with the goal of overcoming inequality. The framework identifies three levels of recognition of women's issues in project objectives: (a) the negative level where by women's issues is ignored, (b) the neutral level, recognizes women's issue but only that women's 'position' are not further undermined; and (c0 the positive level – focusing on the improving the 'position' of women. The framework is used to analyze the gender profile of project objectives against the different levels of empowerment, namely, welfare, access, conscientization, participation and control.

6. **Gender Analysis Matrix (GAM)** – is a gender analysis model developed for grassroots use. It has four levels of analysis (women, men, household, and community) and four categories of analysis (potential change in labor, time, resource, and socio-cultural factors.

Gender Analysis

It is the systematic examination of the roles, relations and process focusing on the imbalance in power, wealth, workload opportunities and constants as experienced by women and men in a given community.

Gender analysis looks at how programs and policies have different impact on women and men.

Gender analysis is a practical tool for examining community diversity for undertaking any development programs. It focuses on the activities and resources of both women and men, showing clearly where they differ and where they complement each other. The information is used to answer such planning questions as "Do the development objectives address? who wants to participate in each of the development activities planned women, men, or, both?

Gender analysis draws on the understanding that every development situation is unique. No other individual family, village or nation has the some set of resources. It helps to raise questions, analyze information and develops strategies to increase women's and men's participation in and benefits from development programs.

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It looks in to the following major areas of gender.

1. The development context or pattern in an area, answering the question what is getting better and what is getting worse.

2. Women's and men's activities and roles answering who does what? (Activity profile, gender division or labor)

3. Women and men's access to and control over resources answering the question who has what? Who needs what? etc.

4. Action needed answering the question what should be done to close the gaps between what women and men need. The constraints and opportunities faced and are available for women and men.

The Gender Division of Labour

The different roles, responsibilities and activities ascribed to women and men according to what is considered appropriate in a given society; the difference between men's and women's work.

Three main categories of work:-

- Productive work
- Reproductive work
- Community work

An analysis of the work done by women and men as the gender division of labor - is necessary in order to:-

1. Acknowledge all the work done in the community and its true value.

2. Plan for the impact of projects on the complex balance of community social and economic functions.

3. Reduce women's workload.

4. Ensure women's participation in projects.

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Access to and control over Resources and Benefits

Women's subordinate position can limit their access to control over resources and benefits.

Types of Resources:

a. Economic or Productive resources such as land, equipment, tools, cash/credit, employable/income earning skills, employment/ income earning opportunities.

b. Political resources such as representative organizations, leadership, education and information public share experience, self-confidence and credibility.

c. Time which is particularly critical and scare resource for women.

Types of Benefits:-

a. Provision of basic needs such as food, clothing and shelter.
b. Cash and income.
c. Asset ownership.
d. Education and training
e. Political Power
f. Prestige
g. Status
h. Opportunities to pursue new interests.

The third aspect of the harvest gender analytical framework looks into the influencing factors. These factors could be pest present and future such as political, economic, cultural, educational legal etc. These factors are constraints or opportunities that especially impact women's equal participation and benefit from development effort.

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A gender Analytical Framework(Harvard) Activity Profile

Productive Activities	Male Child	Male Adult	Female Child	Female Adult
Ploughing				
Weeding				
harvesting				
Storage of grain				
herding cattle milling				
Reproductive activities				
Household work				
Collecting Firewood				
Collecting Water				
Washing clothes				
Community Work				
Wedding				
Funeral				
Priesthood				
Wills meeting				

Access and Control Profile

A = Access C= Control

Resource	Men	Women	Benefit	Men	Women
Land	A/c	A/c	Credit Programme	A/c	
Credit		A/c	Extension Service	A/c	
Machine, tools	A/c		Planting work	A/c	A
Fertilizer	A/c		Training	A/c	
Paid Work	A	A/c	Incentive	A/c	

Influencing Factors

Factors	Constraints
Economic	Paid work was given more often to men in the project.
Cultural	The project gave more income, power skill to men
Environmental	Environmental degradation has more on women livelihood interms of access to food, water fuel.
Education	Women didn't receive training and lack access to credit and extension service.

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The National Initiatives to Mainstream Gender in Development and the Policy of the FDRE on Gender

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IV. The National Initiatives to Mainstream Gender in Development and the Policy of the FDRE on Gender

The Federal Democratic Government of Ethiopia has declared its commitment to global and African Regional Platforms for Actions for the development of women prior to the adoption of the above mentioned platforms forms. Ethiopia has developed and adopted a national policy on Ethiopia women. The contents of the Bejing Platforms for action is in agreement with the national policy on women.

The objections of the national policy are focused on:-

- Facilitating conditions to the speeding of equality between men and women so that women can participate in economic, social and political life of the country in equal terms with men and to ensure that their human rights are protected.
- Facilitating the necessary conditions whereby rural women can have access to social services and to the ways and means of lightening their workload.
- Eliminating step by step prejudices and customary practices that are based on the idea of male supremacy and enabling women to hold public office and to participate in decision making process at all levels.

In support of the above policy the national constitution also guarantees the equality of all citizens before the low and prohibits any discrimination on the grounds of gender. Furthermore article 35 of the Ethiopia constitution guarantees the principles of equality of access to economic opportunities, including the right to equality in employment and property ownership. Thus women have the right to acquire, administer and control of land.

The Ethiopian government in collaboration with non government sectors in the country and with the civil societies has made effort to address the Beijing declaration focusing on women's poverty, insufficient food security and lack of access to economic resources.

To improve the economic status of women and their access and control over economic resources grassroots women have received training on

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income generation skills and have been provided credit. Both government and the private sector have been able to give special focus to rural women's economic needs through the revision and adoption of the existing credit system to enable women have improved access to credit, hence the establishment of a special fund promotion institute to facilitate the establishment of Micro credit enterprise is a major step towards the economic empowerment of rural women.

Eighty eight percent of the Ethiopian women live in rural areas, nearly 85% of their labour is spent on such agricultural activities such as food processing, storage, weeding, harvesting, marketing of produce, preparing trashing fields and caring for animals.

In most part of Ethiopia rural women play a major role in securing food for the family. This fundamental role in food production and processing requires recognition and support by agriculture planners, policy makers and program implements at all levels. Since the adoption of the global and regional platform and the Ethiopian women's policy a number of initiatives have been taken by the agriculture sector to address the development need of rural women. Ethiopian women continued to feed the population despite deteriorating agro-ecological conditions and their lack of access to improved technologies. They managed to produce, process and market food with limited external assistance individually or collectively utilizing thousands of years of experience in order to meet the difficulties and opportunities presented by their local environments. This technical knowledge should form solid bases for technology development and transfer activities. Their knowledge and skill in food production, processing and marketing plays a crucial role in household food security.

The technological invisibility of rural women has been support by lack of acknowledgement. National and international statistics, which form the basis for resource allocation and major policy decisions, don't estimate the value of unpaid work that women perform. This means that most of the subsistence activities on which rural women perform are not reflected in development plans and statistics.

To improve the above mentioned situation of women the Ethiopian government has taken measures to give priority and create an enabling environment to the integration of gender in its development efforts.

The government's commitment and dedication to promote women's equal participation in the economic, political and social developments of the country has been manifested in various forms. A number of measures

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taken by the government have created enabling environment to empower women to become active participants of the development process and benefit from it. In 1992 the creation of a Women's Affairs Office within the Prime Minister's office mandated to co-ordinate and facilitate conditions to promote gender equality areas of development. The declaration of the first National Policy on women in 1993 provided a framework within which government's commitment to empower women can be channelled. The women's Affairs Office of the Prime Minister's Office is charged with responsibilities to oversee and co-ordinate activities leading to the effective implementation of the Policy.

The Policy states that the responsibility of ensuring the implementation of the National Policy on Women lies mainly with the Government. Following the declaration of the National Policy on Women, and in compliance with its strategy, the challenge then was the creation of a government structure through which the implementation of the Policy can be materialized. IN this connection, the institutionalization of women's economic, political and social rights within government structure (central government and in the regions) was not only a necessary step to implement the Policy, but one that would enable the inclusion of women's needs and concerns into government's policy and all development plans. The ultimate goal here is to achieve a level where government policies on economic, political and social spheres and all development intervention plans become gender-sensitive and gender inclusive.

It is with this spirit and in line with the guiding principles of the National Policy on Women that Women's Affairs Department were established with in 13 strategically situated line ministries. Similarly, in line with Government's decentralization process, and in order to ensure the incorporation of gender in the planning and implementation of development programs within the regional governments Women's Affairs Bureau were established within 10 regional governments and in two special administrative regions.

Even though government machinery plays crucial role in the implementation of the Policy, coordinated and concerted efforts of government, non government and women organizations are crucial to the successful implementation of the policy. The Ethiopian National Policy on Women also recognizes the significant role non-Governmental Organizations can play in the implementation of the Policy. "All NGO and donor countries engaged in development activities here in Ethiopia, too are expected to do their utmost toward the implementation of Policy."

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Likewise the Beijing Platform for Action put emphasis on the co-operation and collaboration of governmental and non-governmental organizations in the implementation of the Recommendations of the Forth World Women Conference initiatives of governmental and non-governmental organization have taken place at the national as well as in the regional states and local government level.

Major strategies employed to implement the national policy on Ethiopia women includes:-

Mainstreaming

All development program at National and Regional levels should be able to integrate gender concerns in their plans and program to see that women participate, contribute benefit and their effort is recognized and technologically supported. Thus the mainstreaming of gender in all development programs should focus at establishing a system where by each sector program would use gender as a measuring indicator to quantify project/program and achievements. To this effect developing appropriate tools and methodologies to incorporate gender in planning in the process of being developed.

Advocacy

One of the contributing factors for the subordinate position of Ethiopian women is the existence of harmful traditional practices that puts women in subordinate position and militates against their equal growth and development. Thus more awareness and sensitization programs in different issues of gender should be addressed and advocacy at different level both at the policy and grass roots is so important and for this reason sing different media and strategy through formal and informal methodology is of paramount importance.

Capacity building

In order to make women more efficient in their work and be aware of their problems they need to have skills through training, discussions, networking and other possible means to bring out their potential and work in their full capacity. Thus materialize the advancement of women at all levels building the capacity of all stakeholders and more so the women themselves through resource allocation, training establishing appropriate infrastructure ... etc. is a mandatory step towards achieving the policy goal.

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Organization

To fight against all existing discriminatory practices and problems faced by the Ethiopian women and for the achievement of good government, a voluntary and independent women organization at different levels is believed to be an essential instrument. To ensure the participation of women and to raise awareness and to encourage grass roots women around a new awareness of common interest organization is of a paramount importance. Women if organized can serve as pressure groups and can voice their interests and needs and fight for their rights. Facilitating and designing mechanisms is considered as a priority and allocation of special fund for women organization is one of the mechanisms that is being worked upon. Women organizations are believed to serve special form for women to get exposures to be informed on the rights and as support mechanism so that their participation and their being beneficiaries can be guaranteed in every walk of their lives. Furthermore development interventions could be channeled to benefit these organized women groups.

National Machinery

Women's Affairs Office under the social sector of the Prime Ministers Office with a portfolio of a Minster is the national gender focal point. It is accountable to the Prime Minister and is responsible for co-ordination and monitoring of Women's Affairs activities at a National level and creating a conducive atmosphere for the implementation of policy at various levels and in different sectors.

The Women's Affair Office also creates a forum where government and non-government organizations exchange experiences. On top of this it undertakes studies focusing on the problems of women and devises strategies for the practical solutions to problems.

At sectoral level there are Women's departments in the various ministries established to bring out the issues of women based on the duties and responsibilities of the respective ministries. The departments are accountable to the respective ministries and commissions but also report to the Women's Affairs Office of the Prime Minister concerning their annual plan and other pertinent gender issues that need due attention.

In the same manner, the Regional Women's Affairs Offices are accountable to each Regional Administrative Council. The duties and responsibilities included provision of assistance to Women's affair offices in

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their respective regions at implementation of Women's policy and follow up, and monitor various activities undertaken at regional level. They identify areas of concern based on the needs and priorities of each region and plan to achieve the goals envisaged.

The Women's Affairs Committee, established in the Council of Peoples representatives is entrusted with the role of scrutinizing and checking gender sensitivity of proclamation & laws before their adoption.

The democratization process the new constitution, the national women's policy and the institutional set up have created conductive atmosphere for the promotion and the advancement of women and for the implementation of the plan of action.

In the political front, the government encourages women to take full part in the political life of the country. Presently, women occupy out of 548 seats, in the House of Peoples Representatives 2.3%. The Federal Council that has a women as its-speaker has 7 women among its 128 members. At the Woreda council the number of women in office has reached 8%. It is evident from these figures that the political empowerment of women although a good beginning, needs to be further enhanced and promoted to increase the participation of women at all level.

In the Economic sphere, women in Ethiopia are given important role in the implementation of the Five Year Development Programme that is based on the Agricultural Development Led Industrialization strategy (ADLI). The question of access their basic economic rights has been addressed by the new constitution of Federal Democratic Government of Ethiopia guaranteeing them equal rights with men. Land redistribution programs were undertaken in some regions had treated women equally with men.

In the social field, the 1993 Health Policy, has given a special attention to the health needs of the family, particularly that of women & children. In this regards, primary health care services that include Mother-child Health (MCH) and reproductive health services are expanding with the establishment of clinics & health centers especially in rural areas by local governments furthermore.

HIV/AIDS is a major concern and family planning activities have been intensified in view of high fertility status of women in Ethiopia that is amongst the highest in Africa. Vaccination against killer diseases among children is intensified to improve the survival status of children.

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A National Education Policy, which aims at raising the enrollment rate & retention of girls, is being developed and implemented. The Ministry of Education is in the process of reviewing the education curricula. In the education sector development program gender is mainstreamed in the different components such as curriculum, teacher training, capacity building and through distance education to enhance the participation and performance of female students at different levels.

A center has been established within the education institution to carry out research, training, and documentation on gender issues. This center plays a critical role in generating data on women and men, provides training on gender and encourages studies. It also provides information on gender not only to the university and development issues. It collects research findings from various institutions for use by different individuals and organizations.

In order to produce gender sensitive information to the public journalists awareness level and attitude towards gender equality has to be improved, thus gender training through in service and pre service training programs for journalists is provided. On the other hand regulars programs on women and development have been established through national and regional radio, newspapers and TV programs. Basic information has been gathered on women and art and research was carried out to evaluate the gender dimension in media production.

In fighting violence against women, necessary measures are being undertaken to sensitize the public through extensive use of the mass media regular training programs have been devised for the police force to enhance their awareness on the issues of gender-based-violence, and increase capability to protect women and to provide assistance to victims of such violence.

The Government is also undertaking the overall review of its family law and penal codes to identify and change any discriminating provisions. Legislative action are also to be noted that Ethiopia has ratified the two important international conventions relating to the rights of women i.e. The convention on the Elimination of All Forms of Dissemination Against Women & the Convention on the Political Rights of Women.

Participation of Civil Societies

The National Women's Policy with a goal of "... facilitating conditions conducive to the speeding up of equality between men and women---" needs and emphasize the co-operation and collaboration of governmental

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and non-governmental organizations including any stakeholders that works in the country to bring changes in the lives of the people in Ethiopia and particularly on women are encouraged to work in harmony. NGO's and women groups are major partner in the implementation of the policy at grass roots level. The national machinery both at the Federal level and regional level are playing a role of bridge between governments and NGO's, CRDA (Umbrella organization of NGO's) organized "Beyond Beijing" conference immediately after Beijing government representatives also attended the meeting and prioritized poverty as a concern to Ethiopia where they can concentrate their activities in line with the objectives of their organization. Thus where specific NGO's and women groups are mentioned it is as an illustration of a particular kind of activity in which NGO's and women association have acted as promotes of women's right.

Among such organizations are the CRDA (Umbrella organization at national level), Rural Development Organizations, Religious and community organizations and women professional associations and movements are involved in the implementation of the National Plan of action whereby poverty eradication being the priority focus.

Professional Women Association such as Women Lawyers, Midwives, Nurse Association and the National committee for the eradication of harmful traditional practices are working together in matters that are directly of their concerns.

The national committee for the eradication of harmful traditional practices has been playing major roles in bringing about a change of attitude, knowledge and practice of various target audience, through training and information campaign with the involvement of government machineries and grassroots community members, traditional and religious leader, Youth groups and government officials.

A national baseline survey targeting over 60 ethnic groups in the country has been conducted. Practices affecting women and the girl child were identified among which are female genital mutilation, early marriage abduction the desire for many children etc.

Women Groups

Various women's organizations are formed to promote women issues in different areas. Women organize themselves by professions by common goal or interest and organize themselves and form associations by gender. The grass roots women have now formed associations so that they have

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access to credit, training and get self-employment or create various activities that are productive and beneficiary. They also look for sources of fund and have projects that improve their lives and satisfy their basic necessities.

Professional women associations such as women's health association, women lawyer's association, women education association, women association of the disabled target to tackle the problems in the respective areas and target women's interests; they bring out issues where women are disadvantaged and find solutions. They work in collaboration with other similar organizations in and outside the country. They promote women capacity by providing training programs and experience sharing forums.

There are also indigenous women associations that work at grass roots in communities with a focus on the specific needs of women in their respective communities. These are part of larger development associations but focusing and targeting women. They provide skill-training, credit and introduce labour saving devices to minimize the labour of women with regards to household chores and assist women to develop their leadership skills and participate in the democratization process.

The Ethiopian women entrepreneurs association, the Ethiopian midwives association and the national association for the handicapped women are some Example of the encouraging growth of civil society whose concern lies in addressing the specific needs of women.

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Gender Disaggregated Data

This is an important aspect to analyze the situation of gender by sex. The situation of women can be seen and realized if they numbers, participation or weather they have been advantaged or disadvantaged in different areas is clearly put in comparison to that of men. Now being desegregated such as the number of population in the country by age, by sex and by region. Education data show enrolment drop out, participation of girls and number of teachers, field of study by sex and other such information.

Many institutions now are disaggregating data by computerizing the information and to target women's interest. This helps to bring our issues where women are disadvantaged and they find solutions through policy and program intervention. Moreover gender indicators in planning monitoring and follow up of development programs allow women to consider their interest and thereby participate and benefit at all levels of development.

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Budget for women

The Ethiopian government has recognized the need for establishing special program and affirmative action to improve the economic status of women in Ethiopia. Major policy changes have been made to integrate gender dimension in development intervention affirmative action has been taken to enhance women's access and control over productive resources such as the revision of credit rule and the establishment of rural credit systems to reach marginalized grassroots women. The formulation of gender indicators in development projects and programs are some of the examples of gender sensitive intervention. On the other hand the institutionalization of gender in all government development programmes eventually allows women to benefit from development interventions at all levels.

To improve the economic status of women and their access and control over economic resources grassroots women have received training on income generation skills and have been provided credit. To establish income generating activities both the government and the private sector have been able to give special focus to women's economic needs through the revision and adoption of the existing credit system to enable women to have improved access to credits, hence the establishment of special fund promotion institute to facilitate the establishment of micro credit enterprise is a major step towards women's economic empowerment. Considering women's employment as statistics show many women are employed in the informal sector and in the non-clerical non-skilled areas. Women employed in the professional areas are very few. There is a trend now that women who are qualified and who meet the required criteria enter into these professions and in the positions that have primarily been held by men. The second global trade faire of women entrepreneurs will be held in Addis. The Ethiopian Women entrepreneurs is playing major role with the African Federation. The establishment of women activity centers and by the World Bank is believed to facilitate market outlets for poor women.

Women in Decision Making

Although the number of women in decision-making is still low the visibility of women in the public area has been enhanced by the representation of women in parliament and the appointment of a number of women to high public places previously dominated by men. These areas of women representations include women parliamentarians, women ministers, women bureau heads, women department heads and other such positions.

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Although this visibility has contributed to creating awareness in the population on gender issues, these women also play a role in the public area and become role models to other women in different sectors.

Women in decision-making positions in government and legislative bodies contribute to redefining priorities, placing items on the agenda that reflect and address gender specific concerns and experiences and provide new perspective on mainstreaming.

Specific Policy Changes and Outcome

Since the beginning of Beijing Conference, the government has formulated a number of policies, and legislative frameworks and gender concerns are integrated in most of the newly formulated policies and laws.

The national constitution has been developed to protect the fundamental rights of women and their interest of access and control over resource, about equality among women and men in marriage. It recognizes the history of inequality and discrimination suffered by women in Ethiopia. Ethiopian women are entitled to remedial and affirmative measures to enable them to compete and participate on the basis of equality with men in political, economic and social life. Women have the right to protection by the state from harmful customs and practices that press them or causes bodily of mental harm. They have equal right to employment, promotion. Affirmative action is undertaken to improve the employment status of women through the revision of the civil service codes and existing labour laws.

Women's access and control over productive resources including access to farm land, water and forest resources new policies and program have been formulated and adopted with increase gender consideration and equity.

Thus as regard to property and land rights the constitution states that women shall acquire, administer control, use and transfer of property. With respect to use, transfer, administration and control of land women have as equal access as men to benefit this. Employment, promotion and transfer of pension are explicitly put in the constitution.

Access to family planning education information and capacity building activities are provided in order to prevent harm during pregnancy and childbirth and safe guard the mother health.

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Concerning maternity leave the constitution also affirms that maternity leave will be provided with full pay and the duration is determined taking into account the nature of the work, the health of the mother and the well being of the child and family.

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Global Initiative to Mainstream Gender in Development and Recommendations of the Fourth World Conference

V. Global Initiative to Mainstream Gender in Development and Recommendations of the Fourth World Conference

The Beijing Platform For Action

The Fourth World Conference on Women, held in Beijing in 1995, unanimously adopted The Being Declaration and The Platform for Action as a global blueprint for the ongoing decade. It is a product of two years of intensive work, regional dialogues, negotiations, arguments and agreements. It covers the critical issues every development practitioner should be aware of, understand and address.

In adopting The Platform for Action, Governments have undertaken a commitment to a strategy mainstreaming gender perspectives throughout the policy and planning processes - not only with ministries women's affairs and social affairs, but also with central planning and sectoral ministries and institutions. Major component of the "mainstreaming paragraph" included in each major section reads.

...Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that before decisions are taken, an analysis is made on women and men, respectively.

The emphasis on mainstreaming gender perspectives in all sectors reflects recognition that the interest women as well as of men, must be systematically pursued in the formulation of all government policies programmes.

Critical Areas of Concerns

A review of progress since the Nairobi women's conference held in 1995, highlights the areas of particular urgency that stand as priorities for action.

The twelve critical areas of concern are summarized as follows.

- The persistent and increasing burden of poverty on women.

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- Inequalities and inadequacies in and equal access to education and training.
- Inequalities and inadequacies in and unequal access to health care and related services.
- Violence against women.
- The effects of armed or other kinds of conflict on women, including those living under foreign occupation.
- Inequality in economic structures and policies, in all forms of productive activities and in access to and control over resources.
- Inequality between men and women in the sharing of power and decision making at all levels.
- Insufficient mechanisms at all levels to promote the advancement of women.
- Lack of respect for and inadequate promotion and protection of the human rights of women.
- Stereotyping of women and inequality in women's access to and participation in all communication system especially in media.
- Gender inequalities in the management of natural resources and in the safe guarding of the environment.
- Persistent discrimination against and violation of the rights of the girl child.

In the Platform, strategic objectives and actions are set forth for governments, private and public institution foundations, research institutes and non-governmental organizations - as direct guidance in terms of full-up efforts.

The World conference on population in 1994 and the fourth World Conference on Women, 1995 and the European Council, the 130u Of the Maastricht Treaty recognize and promote gender mainstreaming into all programmes.

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To summarize, the major Global Platform for Actions adapted at the Fourth World conference on Women in 1995;

- The right of women to decide freely on the sexuality and fertility
- The valuation of women's unpaid work in and outside home
- The equal rights of women inheritance
- The eradication of discriminatory practices against the girl child
- The elimination of violence against women
- The enhancement of equal participation of women in decision making at all levels of governments
- Inclusion of women in peace building

Gender Endowments

The Fourth World Conference on Women held in China gave rise to the Beijing Declaration and a Platform for Action which provide an internationally agreed upon strategy for gender equality. One of the most important strides made in Beijing is the recognition of the responsibility of governments to strive pro-actively to achieve gender equality; the second is the formulation of the overriding importance of human rights; and a third is the recognition of the sexual and reproductive rights of adolescents.

The key themes that should be addressed in order to bring about gender equality are:

- The process of developing an action plan can provide opportunities to increase the sense of ownership of the plan throughout the organization.

- Conceptual clarity about what an Agency seeks to achieve with its gender equality policy is necessary to guide staff.

- An action plan must be based on a clear analysis and understanding of the Agency; including its decision-making structure(s), incentive systems, planning routines and history with respect to gender equality.

Clear, measurable and achievable objectives are needed to focus attention and to provide a basis for monitoring, reporting and accountability.

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- The role and responsibility of senior management for progress in implementation should be clearly outlined.
- Strategic choices must be made for effective channeling of efforts and resources.

Policy inputs and "policy entrepreneurship" are important aspects that enable the Agency to respond meaningfully to a complex issue on which continuing innovation is required.

- The need for professional expertise should not be under-estimated.
- The varying nature and level of staff competence required across the Agency should be clarified.
- Implementation will depend on productive collaboration with host countries.
- Productive relationships with domestic constituencies can also provide insights and momentum for gender equality policies.
- Agency credibility in presenting a gender equality policy is assisted if the policy is reflected in internal practice.

For translating these issues into practice, many kinds of strategies are employed. Following is a summary of the main strategies believed to be indispensable for gender endowment:

- **Placement of gender specialist resources in the Agency**

  i) Placement of all gender specialist staff in one division or unit, whose services are called on by other branches as required.

  ii) Placement of gender specialist staff within programming (which may be or may not be in combination with gender specialist staff in policy

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or planning branches)

iii) Placement of gender specialists in field offices

- **Project screening and rating systems**

  i) Project screening system

  ii) Project rating systems

- **Personnel reviews**

  i) Specific gender training program

  ii) Integration of gender perspective throughout all training provided;

  iii) Seminars and publications on gender equality issues

- **Staff capacity development**

  i) Specific gender training program

  ii) Integration of gender perspective throughout all training provided;

  iii) Seminars and publications on gender equality issues

- **Internal networks/committees**

  i) Focal points

  ii) Formal committees

  iii) Informal networks

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- **External advisory or consultative groups**
- **Tools to assist in implementation**
  - i) General comments
  - ii) Country gender strategies
- **"Earmarked" funds for gender equality initiatives at agency or country level**
- **Evaluations**

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Gender Sensitive Project Development

VI. Gender Sensitive Project Development

WHAT ARE GENDER SENSITIVE INDICATORS AND WHY ARE THEY USEFUL?

- In an effort to advance equality and equity between women and men, there is a need to generate accurate and relevant data on the status of women, men and gender relations. This data helps make gender biases more visible and facilitates effective policy-making to bring about greater gender equality and equity.

GENDER-SENSITIVE INDICATOR

Can be defined as an indicator that captures gender -related changes in society over time. Thus, whereas a gender statistics provides factual information about the status of women, gender-sensitive indictors provide "direct evidence of the status of women, relative to some agreed normative standard or explicit reference groups.

National level gender sensitive indicators are among the key means by which planners and policy makers measure gender inequality. They also provide information on the basis of which gender specialists advocate for policies likely to lead greater equality. Gender Sensitive indicators support the gender and development approach, which focuses on changing the gender nature of society through the promotion of gender equality rather than on women in isolation, which was the focus of women in development model and emphasizes gender statistics.

Gender sensitive indicators allow measurement of benefit to women and men. Depending on the project, this might include:

- the impact/effectiveness of particular activities designed to address women's and/or men's "practical gender needs"
- the impact/effectiveness of activities designed to increase gender equality e.g. activities designed to promote social change and greater equality between women and men

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- the impact/effectiveness of activities designed to develop gender awareness and skills amongst project management and implementation staff

Linking indicators and planning

- Indicators measure the impact of the Purpose and Outputs
- For the Purpose and each Output, it is important to address issues of
  - Quantity
  - Quality
  - Time
- Quantitative indicators
  - Sex disaggregated data on participation and benefits
  - Collected through routine information systems and monitoring/evaluation surveys
- Qualitative indicators
  - Reflecting perceptions and experiences
  - Collected through informal methods – FGDs, PRA etc.
  - Developed in consultation with primary stakeholders

Indicators of Participation

- Need to address qualitative as well as quantitative aspects of participation
- Qualitative indicators of participation generally relate to three main areas: primary stakeholder perceptions and experiences of organizational growth; group behavior; and group self-reliance.
- Examples include pinpointing levels of women's and men's participation on a scale of 1-5; women's and men's perceptions of the degree of group solidarity/mutual support; women's and men's perceptions of the

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ability of group members to prevent and resolve conflicts; the participation of women and poorer people in decision making positions

Indicators of Empowerment:

- Empowerment is difficult to measure – there is no agreed upon method
- Most definitions stress two main areas of empowerment:
  - A personal change in consciousness involving a movement towards control, self-confidence and the right to make decisions and determine choices.
  - Organisation aimed at social and political change
- To measure empowerment in the context of projects, it is important that it is clearly defined.
- The greater the degree of existing gender inequality, the more subtle project related changes are likely to be. *It is important in this context for indicators to recognise the significance of modest gains and breakthroughs*
- Quantitative measures of empowerment depend on the type of empowerment e.g.
  - legal empowerment - numbers of cases related to women's right heard in the courts, rate at which number of women police officers is increasing/decreasing
  - political empowerment - % seats held by women; % union members who are women
  - economic empowerment – changes in employment/unemployment rates of women/ men; salary/wage differentials
  - social empowerment – % of women in local institutions of decision making; mobility of women
- Qualitative measures of empowerment concern women's and men's perceptions and interpretations of change. This information is centrally important. It is the only way of registering the significance of what may be very subtle processes of change.

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Indicators, like any other methodological tool, have their limitations. Recognizing these limitations is necessary for understanding what can and cannot be achieved by using them.

The major limitation of gender-sensitive indicators is that they do not provide information on wider social patterns: they usually say little about why gender relations have been shaped in a particular way and how these relations can be changed. Indicator systems should, therefore, be complemented by gender analysis, which involves examining, often at a micro-level, the social relations between women and men, and the structural features of society which reinforce gender inequality and inequality.

Another limitation concerns the accuracy of data. Most indicator systems are developed from national censuses. However, much of the data in national censuses is subject to various problems, including infrequent collection, sex bias, poor enumeration, and imprecise definition of key terms. In addition, because of differences in definitions of terminology between nations, indicators are often not comparable internationally. Census data should, therefore, be considered a pointer towards a certain trend rather than definitive evidence of that trend.

A key element in the use of indicators is to interpret correctly the normative element that is inherent in their construction. The same indictor may be interpreted differently in different settings. Case must, therefore, be taken in defining the norm or benchmark implicit in any indicator and against which change is measured. For example, in examining the status of women, is the norm the situation of men in a particular country, or is it women in other counties? Care must also be taken to ensure that when using indicators to compare gender equity across countries, the indicators have been collected using similar definitions of, for example, economic activity or literacy.

A further problem can be a lack of participation and cross-cultural dimensions. Specialists often develop recommendations for indicator systems and data sets, with limited participation from governments, NGOs or the general population. Indicators may, therefore, reflect the interests of a few experts rather than a general consensus; for this reason, as a widespread participation in the development of indicators as is feasible should be encouraged.

Given these problems, caution should be exercised when using interpreting indicators, especially when drawing cross-country.

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The following is a checklist of methodological points to bear in mind when using gender-sensitive indicators at the national level. An indicator or indictor system need not conform to all of the following, but the closer the conformity the more likely it is that it will be useful.

⌘ **Comparison of a Norm**: Use of gender sensitive indicators should involve comparison to a norm, for example the situation of men in the same country or the situation of women in another country. In this way, the indicators can focus on questions of gender equality and equity rather than only on the status of women.

⌘ **Disaggregating**: Data should be disaggregated by sex. Wherever possible, national level indicators should also:

- be disaggregated by age;
- be disaggregated by socio-economic grouping;
- be disaggregated by national and/or regional origin;
- note the time period;
- note geographical coverage; and
- note data sources.

This kind of information can inform a broader analysis of the social forces that have brought about the specific status of women and men in a particular society.

⌘ **Ease of Access**: Data should be easy to use and understand. Indicators should be phrased in easily understandable language, and should be developed at a level relevant to the institutional capabilities of the country concerned.

⌘ **Scope of availability**: Indicators should be available for the whole country.

⌘ **Reliability**: Data should be relatively reliable. No data is absolutely reliable but reliability checks should be carried out. For example, findings form censuses should be compared to findings from micro-level studies for accuracy.

⌘ **Measurability**: Indicators must be about something measurable. Concepts such as 'Women's Empowerment' or 'gender equity' may be difficult to define and measure. In this case proxy indicators, for

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example relating to greater choice of women in accessing health care or education, may be used instead of the less precise concepts.

- **Time frames**: Gender-sensitive indicators should be reliable enough to use a time series. The time span, which the indicator covers, should be clearly specified.

- **International Comparability**: Gender Sensitive Indicators should be collected using internationally accepted definitions. While these definitions are sometimes imprecise, they are usually the best terms available and allow for international comparison.

- **Measuring impact**: The indicator should, where possible, measure the outcome or impact of a situation rather than the input. For example, Women's literacy is often a better measure of women's educational status than female enrollment rates because literacy measures the impact of enrollment rates. Similarly, female mortality rates are better measure of women's health status than access to health facilities.

- **Participation**: Indicators should be used and developed in as participatory a process as possible. This will involve setting up inter-departmental government committees but also holding focus group meetings with the public and eliciting public opinion form women and men wherever possible.

Gathering and using Gender Sensitive Indicators

Key areas for gender sensitive indicators at the national level:

- Population composition and change
- Human settlement and geographical distribution
- Households and families, marital status, fertility
- Learning in formal and non-formal education
- Health, health services, nutrition
- Economic activity and labor force participation
- Access to land, equipment and credit
- Legal rights and political power
- Violence against women
- Macro-economic policy and gender

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Examples:

Population Composition and Change

Gender Sensitive Indicator	Related Indicator Questions
1. Size of the Population by Sex, total and % under 15	♦ What is the sex ratio in the country? Is there a reverse sex ratio? Does this vary by region? ♦ If there is a reverse sex ratio, what are the reasons for this? What are the means of changing this situation and how can women and men be involved in these changes? ♦ Does international and internal migration vary by sex? If this is the case, what are the reasons for this variation? ♦ Do migration patterns at regional and national levels adversely affect women? If this is the case, how can this situation change and what inputs can women and men make to these changes?
2. Sex Ratio (Number of females to males)	
3. Births and deaths by sex (numbers and rates per 1,000), annually	
4. Net international migration rates by sex	
5. Net internal migration rates by sex	

Human Settlement and Geographical Distribution

Gender Sensitive Indicator	Related Indicator Questions
1. Number, % distribution and density of population by sex, geographical area and urban/rural	♦ Is there a pattern of concentration of women and men in particular regions or in urban or rural areas as a result of migration or other factors? If so, does this impact negatively on women? Is there discrimination against rural women and if so, what policies can be implemented to reverse this situation? ♦ Do the characteristics of housing differ by male-and female-headed household? Are living conditions worse for female-headed households and by what degree? How can policy improve this situation? ♦ Are there constitutional, legal or administrative impediments to women's access to and ownership of land and housing? ♦ Is there Gender bias between different kinds of households concerning energy consumption? If so, how does this affect women? How can policy improve the situation? ♦ Are women spending more time on household-related activities than men? If so, what are the implications for gender relations within the household and how can these relations be made more equal by policy intervention?
2. Degree of discrimination against rural women: Rural and urban Mortality rates, life expectancy and nutritional status	
3. Stock and characteristics of housing materials used in construction of outer walls, floors and roofs; number of rooms; kitchen and bathroom facilities; availability of water and bathroom facilities), by region and by female- and male-headed households	
4. Tenure of household, by region and by female-and male-headed households	
5. Domestic household energy consumption by region and by female- and male-headed household	
6. Time-use in connection with household activities (Collection of water, fuel, food), by region and by female and male-headed households	

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Program Proposal Tool

1) What are the goals of the proposed program? Do both men and women in the region share those goals? Equally by all women and men? If not, what are the grounds for supporting the plans?

2) Whose needs or potentials are being addressed through the proposed program? Who identified and prioritized them and who was consulted in designing implementation strategies?

3) Who is being targeted by the proposed program? Is the target group defined in generic, abstract terms, in gender specific terms or gender inclusive terms? As household units or as individuals? How is the target group being conceptualized: as producers, consumers, experts, agents, victims, clients, participants, or beneficiaries?

4) What assumptions are being made available through this proposed program? Who is likely to have access to these resources; who is likely to manage them, and who is likely to control them? If extra responsibilities are entailed, are extra resources being made available to match them?

5) What resources are being made available through the proposed program? Who is likely to have access to these resources; who is likely to manage them, and who is likely to control them? If extra responsibilities are entailed, are extra resources being made available to match them?

6) What benefits or gains flow from the proposed program? Who is likely to have access to them, and who is likely to control them? Who is likely to lose from the intervention (which men, which women)?

INCORPORATION OF GENDER ISSUES INTO PROJECTS

Integrating gender issues in any mainstream project planning has been emphasized since recent years. The concept of "integration of gender issues" has emerged as the result of the existing gender biases against women with regard to access to and control of productive resources (land, credit, capital). Women also have fewer opportunities to education; skill training and technology; and rights to participate in decision-making in all

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affairs of the household and at communal issues. It, thus, argues that due to the existence of disparities in access to and control of resources and opportunities, project interventions affect the lives of men and women differently.

The concept of integration of gender issues in project planning also refers to the recognition of the specific needs of women, which arise from their special reproductive roles. In addition, due to the neglect of women in development processes in the past, there is a wider gap between men & women in enjoying the benefits of development. Past policies and strategies did not recognize women as major forces in economic activities.

Due to lack of recognition, women were ignored in the provisions of inputs and related services and opportunities (for example, extension services, credit, training, etc.) and lack ensured access to and control over principal agricultural resources, particularly of land ownership, which enhance productivity in agricultural production. These policies and strategies were not geared towards involving women's active participation in the development process. Consequently, the current gender imbalances in the participation and sharing the benefits of development will be resulted.

The need for integrating gender issues in project /program interventions are, therefore, emphasized to narrow this gap by involving women in all aspects of the development process. Providing a special attention through positive discrimination to women in development/project interventions is required to correct the imbalances and enable women to catch up with the modern economic activities.

It is also viewed that considering gender issues in development process would ensure the active and meaningful participation of women and tapping their enormous potentials. If women are considered as an integral part of the development process, their talents and potentials can serve as essential ingredients to bring equitable, sustainable and rational development, which benefits all members of the society.

Gender responsive project planning, therefore, should start from gender analysis in the target area to identify the division of labor in the household-tasks being accomplished by male and female members; profile of males and females access to and control of productive resources; opportunities that males and females have to employment; access to welfare services; the socio-economic factors that constrained women not to enjoy equal status in the community to that of men.

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It is important to collect data pertaining to all these and other issues by gender, age, male and female headed households, etc. The dichotomy of the data by rural-urban settings will also be important if the project addresses beneficiaries in both locations.

In sum, to ensure the full integration of gender issues and thereby addressing special needs of women effectively requires appropriate gender analysis study in the initial period of project design. Gender analysis will enable project planners to define and develop progress-measuring indicators with the participation of males and females in the community.

1. The Project Life Cycle and Women's Role

Prior to dealing with the project life cycle, it is good to have a clear understanding of a development project, its main characteristics, and the relation between a project and a development program.

Basic Concepts and Relationships

What is a project? A project is a planned undertaking of interrelated and coordinated activities designed to achieve certain specific objectives within a given budget and period of time. It should, however, be noted that there are different views and definitions of a project. Nevertheless, the following few characteristics are usually common to all projects:

- It operates within defined objectives, activities, time, cost, location, target group, and expected outputs.
- It requires the commitment of scarce resources for a specific line of action, such as investment capital, raw material, labor, etc.
- In most cases, it involves special financial arrangements, including loans and grant from different agencies.
- It involves the creation of fixed productive capacity - land improvement, machinery, building and other structures for use in the creation of valuable goods or services.
- It is designed to improve the socio-economic status of the targeted community.
- In some cases, it requires the tailoring of development initiatives to particular local potentials and constraints of the community or beneficiaries.

What is a development program? It is a wider undertaking, which involves the implementation of several projects to attain sectoral or national objectives. In economic development, one could easily sense the inter-relation between project and development plan/program.

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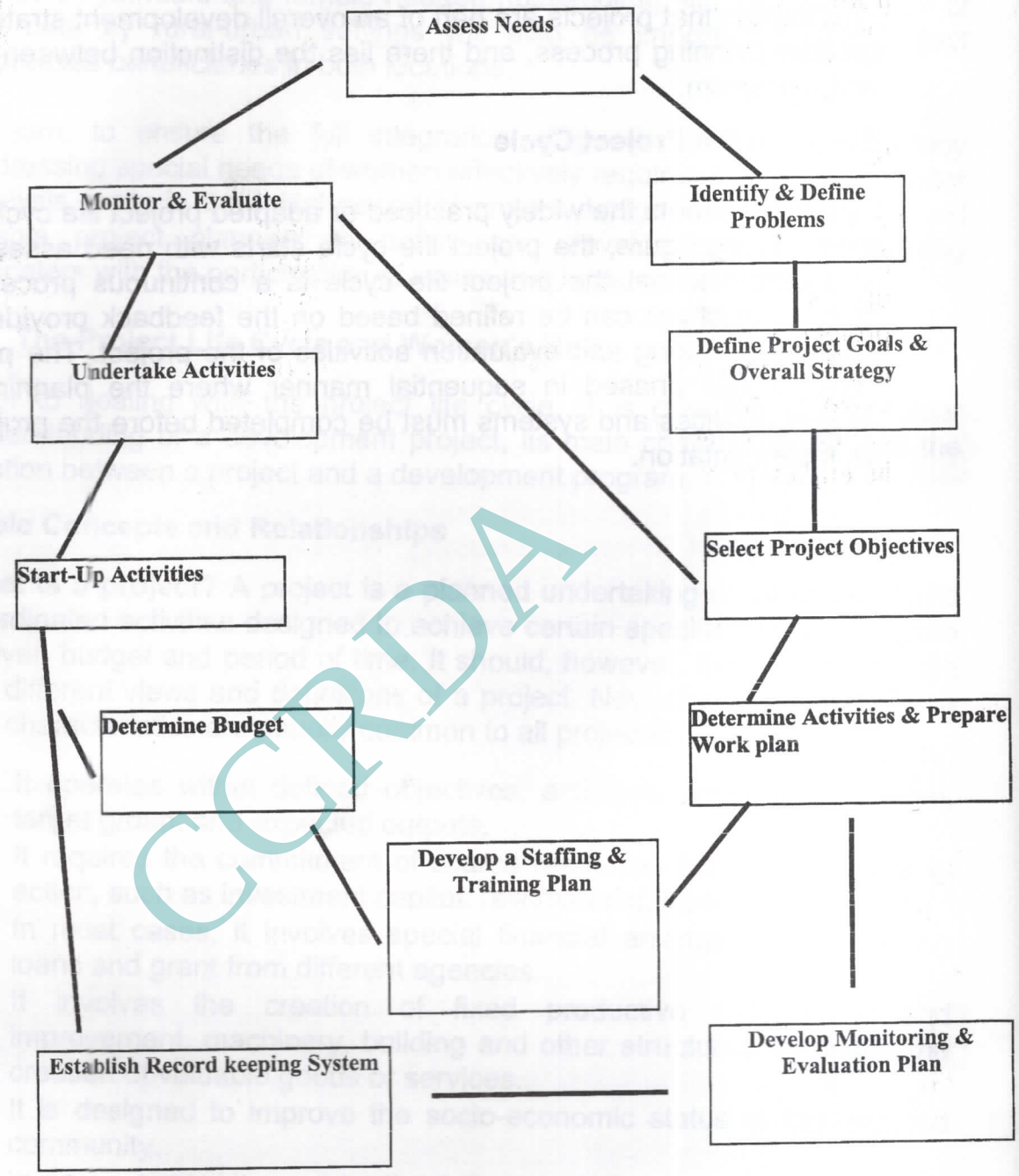
Effective project preparation and analysis, therefore, must be seen in the framework of broader development plan of a country/sector or institution. This implies that projects are part of an overall development strategy and a broader planning process, and there lies the distinction between a project and a program.

Stages in the Project Cycle

Figure 1 presents the widely practiced or adapted project life cycle. As it is shown in the figure, the project life cycle starts with need assessment. It also indicates that the project life cycle is a continuous process where project objectives can be refined based on the feedback provided by the regular monitoring and evaluation activities of the project. The project life cycle is also phased in sequential manner where the planning of the various activities and systems must be completed before the project starts its implementation.

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Figure 1: The Project Life Cycle



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This life of a project can be broadly categorized into four stages, i.e., needs identification/assessment, design/preparation, implementation and monitoring and evaluation. The focus in each stage of a project is outlined below:

Needs Identification Stage:

This stage deals with: -

- Identifying the basic needs to be addressed and the conceptualization of the same.
- Formulation of goals and objectives.
- Identifying the target group(s)/beneficiaries.
- Identifying the path or components of the plan.
- Identifying the organization and management of the plan.
- Identifying the costs and benefits of the plan.
- Etc.

Design Stage:

This stages mainly focuses on: -

- Feasibility studies.
- Refining and providing detail information on project objectives.
- Detailing information on costs and benefits.
- Detailing information on specific activities.
- A layout of alternative designs for achieving the stated goals and objectives.
- Appraisal, negotiation and approval.

Implementation Stage

- Putting into practice of what has been identified, designed, appraised and approved.
- It is the most difficult and yet a crucial stage.
- There must be flexibility to accommodate changes of events.
- Constant feedback is necessary.

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Monitoring and Evaluation

Monitoring:

- It is done continuously to get feedback
- Internal staff mostly does it.
- Project documents action plans and periodic reports are important tools for monitoring.
- It focuses on the inputs and expected outputs of the project.

Evaluation:

- Done periodically (on-going evaluation, terminal evaluation and ex-post evaluation).
- Purposes of evaluation include
  a) For improving performances.
  b) For enhancing accountability and
  c) for furthering communication
- Outsiders are involved
- Additional studies may be required

Project Proposal format

Simple project proposal format include:

1. Summary
2. Problem Statement/Situation Analysis
3. Your Organization and its work
4. Aim and Objective of the project
5. Activities/Work plan
6. Monitoring and Evaluation
7. Budget

Summary

- May be all that is read
- Organization's name
- Project name
- Location
- Start and End Dates
- Total budget plus sum requested
- Summary of aims and objectives
- Keep it concise, short and to the point

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Problem statement/situation analysis

- Explanation of the project is seeking to address
- Gender analytical information/sex disaggregated data
- Include supporting evidence
- Focus the analysis down to the location of your project
- Target population - Their views and priorities
- What services already exist/what work is going on in relation to this problem
- Lessons learned

Your Organization

- Who you are
- When you were established
- What you do
- Achievements/track records
- Linkage with others working in this field, in this location
- Co-ordination with other organizations
- Consultation with local people/target group

Aim and Objectives (purpose and Outputs)

- Aim - single broad statement of the aim of your project
- Objectives - the changes you wish to bring about, services you wish to develop, in order to accomplish the aim

Activities/Work plan

- The actual work to be done to achieve the objectives/outputs (e.g. Training, Participatory Surveys etc.)

Monitoring and Evaluation

- ✓ Explain how you are going to measure the impact of your work against your planned aim and objectives
- ✓ What indicators will you use to measure success? - think about issues of quantity, quality and time.
- ✓ Important to involve beneficiary populations in setting indicators and measuring impact

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Budget

- $ Make sure it corresponds to planned activities
- $ Make sure it adds up
- $ Do not over inflate the budget on the grounds that it might only be partially funded
- $ Be able to defend it
- $ Show other organizational assets - Cash and kind
- $ Show other funding committed to this particular project
- $ Mention other funding applications related to this project and their current status (donors communicate with each other)

Project Cycle Analysis

This component of the Harvard Model provides a list of gender issues that need to be raised under the different stages of project cycle. Project planners must consider the following gender issues throughout the project life cycle so as to make the project gender responsive.

a. *Needs Identification Stage*

Under this stage it is important to answer the following questions:

- What activity, male or female, is the project likely to affect?
- What activities are going to be affected?
- Is the likely effect compatible with the project objectives?
- Are there any adverse effects likely on women in the short term and long term? Particularly how will each project component affect women's access to and control over the productive resources?
- How will each project component affect women's access to and control over benefits such as: wages and revenue from the sale of goods; access to subsistence goods; and social insurance.
- Did the needs assessment look into the special or different problems and needs of the women in the community?
- Were women participated in the needs assessment and in defining project objectives and strategies?

b. *Project Design/Preparation Stage*

The following issues are important at the design stage:

- Is the planned activity pattern consistent with the current division of labor?

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- If it plans to change the pattern of activities, is this feasible? What positive or negative impact would it have on women?
- If there are likely undesirable effects on women, does the project design have provisions for alleviating these effects?

c. *Project Implementation Stage*

Issues to be considered for implementation would include:

- Is the project implementation machinery adequate and capable for dealing with women, particularly?
- Is the project office located in areas accessible to women and operate schedule compatible with women's time schedule?
- Do project personnel have sufficient technical skills to provide the services expected?
- Can more women be involved in the management positions in the project?
- Are there mechanisms to ensure that only men do not control project resources and benefits?

d. *Project Monitoring and Evaluation*

The following questions serve as a checklist to ensure gender responsiveness:

- Does the project have a management information system to allow for continuous monitoring of its effect on women?
- Is the regular data collected adequate to analyze gender specific effects?
- Is the project flexible enough to allow for periodic corrections?
- Does the final evaluation adequately reflect the project effect on men and women separately?

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Key Questions for Project Cycle Analysis from Women's Dimension

I. Project Identification

A. Assessing Women's Needs

1) What needs and opportunities exist for increasing women's productivity and/or production?
2) What needs and opportunities exist for increasing women's access to and control of resources?
3) What needs and opportunities exist for increasing women's access to and control of benefits?
4) How do these needs and opportunities relate to the country's other general and sectoral development needs and opportunities?
5) Have women been directly consulted in identifying such needs and opportunities?

B. Defining General Project Objectives

1) Are project objectives explicitly related to women's needs?
2) Do these projects adequately reflect women's needs?
3) Have women participated in setting those objectives?
4) Have there been any earlier efforts?
5) How has present proposal built on earlier activity?

C. Identifying Possible Negative Effects

1) Might the project reduce women's access to and control of resources and benefits?
2) Might it adversely affect women's situation in some other way?
3) What will be the effects on women in the short and long run?

III. Project Design

A. Project Impact on Women's Activities

1) Which of these activities (production, reproduction and maintenance, socio-political) does the project affect?

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2) Is the planned component consistent with the current gender denomination for activity?
3) If it plans to change the women's performance of that activity (i.e., locus of activity, remunerative mode, technology, mode of activity), is this feasible and what positive or negative effects would it have on women?
4) If it does not change it, is this a missed opportunity for women's roles in development process?
5) How can the project design be adjusted to increase the above? mentioned positive effects, and reduce or eliminate the negative ones?

B) Project Impact on Women's Access and Control

1) How will each of the project components affect women's access to and control of the resources and benefits engaged in and stemming from the production of goods and services?

2) How will each of the project components affect women's access to and control of the resources and benefits engaged in and stemming from the reproduction and maintenance of the human resources?

3) How will each of the project components affect women's access to and control of the resources and benefits engaged in and stemming from the socio-political functions?

4) What forces have been set into motion to induce further exploration of? constraints and possible improvements?

5) How can the project design be adjusted to increase women's access to? and control of resources and benefits?

III. Project Implementation

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A) Personnel

1) Are project personnel sufficiently aware of and systematic? towards women's needs?
2) Are women used to deliver the goods or services to women beneficiaries?

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3) Do personnel have the necessary skills to provide any special inputs required for women?
4) What training techniques will be used to develop delivery systems?
5) Are there appropriate opportunities for women to participate in project management positions?

B. Organizational Structures

1) Does the organizational form enhance women's access to resources?
2) Does the organization have adequate power to obtain resources needed by women from other organizations?
3) Does the organization have the institutional capability to support and protect women during the change process?

C. Operations and Logistics

1) Are the organization's delivery channels accessible to women in terms of personnel, location, and timing?
2) Do control procedures exist to ensure dependable delivery of the goods and services?
3) Are there mechanisms to ensure that males do not usurp the project resources or benefits?

D. Finances

1) Do funding mechanisms exist to ensure program continuity? Terms of personnel, location, and timing?
2) Do control procedures exist to ensure dependable delivery of the goods and services?
3) Are there mechanisms to ensure that males do not usurp the project resources or benefits?

E. Flexibility

1) Does the project have a management information system that will allow it to detect the effects of the operation on women?
2) Does the organization have enough flexibility to adapt its structures and operations to meet the changing or newfound situations of women?

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IV. Project Evaluation

A. Data Requirements

1) Does the project's monitoring and evaluation systems explicitly measure the project's effects on women?
2) Does it also collect data to update the Activity Analysis and the women's Access and Control Analysis?
3) Are women involved in designating the data requirements?

B. Data Collection and Analysis

1) Are the data collection with sufficient frequency so that necessary project adjustments could be made during the project?
2) Are the data fed back to project personnel and beneficiaries in an understandable form and on a timely basis to allow project adjustments?
3) Are women involved in the collection and interpretation of data?
4) Are data analyzed so as to provide guidance to the design of other projects?
5) Are key areas for WID research identified?

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