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LIST OF ACRONYMS

CEDAW	The Convention on the Elimination of All Forms of Discrimination against Women
CSW	UN Commission on the Status of Women
EC	Executive Committee
EMHRN	Euro Mediterranean Human Rights Network
GM	Gender Mainstreaming
GMRK	Gender Mainstreaming Reference Kit
MENA	Middle East and North Africa
WG	Working Group

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The Euro-Mediterranean Human Rights Network (EMHRN) is a network of more than 82 human rights organisations, institutions and individuals from over 30 countries in the Euro-Mediterranean region. The EMHRN was established in January 1997 with the overall objective to contribute to the protection and promotion of the human rights principles embodied in the Barcelona Declaration of November 1995 and in the bilateral association agreements between the EU and its Mediterranean partners.

Achieving gender equality through gender mainstreaming has always been a concern at the EMHRN because it enables women to gain and practice their human rights. Gender equality is the most appropriate principle through which women can participate actively in the development process. Therefore, we hope to contribute to this process and to human rights gains and practices through the production of this kit.

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1. FOREWORD TO THE GENDER MAINSTREAMING REFERENCE KIT

Since its establishment, the EMHRN has attempted to give priority to women's rights as the promotion of democracy and human rights cannot be dissociated from the question of women's rights.

There is no democracy if women are not allowed to take part in public life on equal terms with men. Women's rights cannot advance if the human rights discourse does not embrace men and women equally and if fifty per cent of a population is systematically marginalized from equal participation in society's decision-making processes.

A large number of reports over the years have provided ample evidence of discrimination and violence against women in the EuroMed region.

At the same time women's rights groups have emerged as vibrant, innovative and efficient civil society groups in terms of networking, advocacy and public awareness raising.

However, the promotion of women's rights and gender equality suffers from the fact that women's rights issues are not integrated into general human rights and civil society activities. Women's rights issues tend to be discussed only by women and women's networks live lives separate from generalist human rights and civil society informal or (often) formal networks.

In short, the promotion of women's rights will remain limited as long as the underlying discrimination against women remains unchallenged, including within civil society. Thus there is a need to go beyond isolated and limited women's initiatives and to apply a holistic approach addressing all forms and all levels of discrimination against women.

The GMRK is thus based on a combination of referential frameworks. On the one hand, it is very much inspired by the Universal Human Rights Declaration and particularly on the assumption that Human Rights are universal, undeniable, and indivisible for both women and men, girls and boys.

However, the GMRK is also very much inspired and guided by a key international instrument which is considered as a landmark for universally framing women's rights, namely the Convention for the Elimination of all Forms of Discrimination Against Women (CEDAW). Indeed, Article 4 of the Convention

Article 4

1. Adoption by States Parties of temporary special measures aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention, but shall in no way entail as a consequence the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved.

unequivocally points to the necessity of reaching equality between women and men at the level of impact and benefits. As such, gender equity measures (i.e. measures which are brought in with the specific aim of bridging the gender gap) are necessary, unavoidable and in many cases, non-negotiable, though they may be of a temporary and/or time limited nature.

1. Including the EMHRN report on Integrating Women's rights in the EuroMed Partnership and the UNDP Arab Development report, which concluded that discrimination against women is one of the main reasons for the poor development of the Arab region.





The GMRK thus reposes on the essence reflected Article 4 of CEDAW namely the need to put in place proactive measures to ensure equality between women and men.

As such, the GMRK uses the assumption that Human Rights and the practice of equality are to be applied on three levels:

The normative level which sets the standards for rights and provides legitimacy for rights claims in different social, cultural, legal and political contexts as reflected in the international human rights instruments and conventions and as adopted in international agreements and conferences.

The analytical level which analyses the operation of systems of rights to strengthen understanding of the conditions under which both women and men can effectively claim their rights and ensure that they are realised (i.e. through contestation, political participation, etc...).

The operational level which identifies the entry points that human rights organisations can make use of to make rights real for both women and men.

PURPOSE OF THE GENDER MAINSTREAMING REFERENCE KIT

The Gender Mainstreaming Reference Toolkit is intended to serve as a resource document for assisting the EMHRN and its member organisations, as well as generalist human rights organisations, women's rights organisations and other civil society groups, in mainstreaming gender in their policies, programmes and interventions.

As such, it is both a knowledge and a practical tool. The toolkit was presented and discussed during the first EMHRN Women's Rights and Gender WG meeting in April 2007 in Morocco. The current version includes the recommendations and reviews suggested by the Working Group as well as the feedback and comments provided during the subsequent testing of the GMRK in Beirut in May 2007 as well as the testing in Paris in November 2007.

The GMRK is intended to facilitate a process of internal discussion and ownership for gender mainstreaming as well as kick off internal Gender Mainstreaming processes within the framework of Human Rights and other NGOs at the level of their policies (both internally and externally), their programmes and their activities. In doing so, the GMRK provides necessary knowledge, tools and methods to discuss the key concepts of gender and gender mainstreaming. This may include for instance exercises which require participants to undertake an analysis of the causes and manifestations of gender inequality within their specific contexts. However, this will be done for the purpose of understanding and informing the process of gender mainstreaming within one's organisation.

KEY ISSUES OF GENDER EQUALITY IN THE MENA REGION

According to the EMHRN report released in November 2006, *'Achieving Gender Equality in the Euro-Mediterranean Region: Change is Possible and Necessary'*² and despite several gains and advances, there are critical gender deficiencies in all countries of the Middle East and North Africa (MENA) region.

2. Cf. <http://www.emhrn.net/pages/339>



Overall, and during the past decade, several advances have been noted in certain countries of the MENA region, namely:

- The availability and/or improvement of infrastructure and services as well as awareness raising and policy level interventions have led to marked improvement in educational enrolment and attainment for girls and women.
- Though still marked by regional differences, women's access to health services as well as various health specific indicators have in many instances improved.
- Decades of activism have finally paid off in a number of countries. The most remarkable example is the long awaited reform of the Moudawwana in Morocco followed by its reform in Algeria.
- Three countries in the region have reformed their nationality laws granting women the right to transmit their nationality to their children, and in one case, to their spouse.
- Women's economic participation has witnessed a shy increase.

Notwithstanding the above, the report identifies key challenges to gender equality in the region:

- The implementation of CEDAW is fraught with difficulties, poor investment and lack of political will.
- Hardly any changes have taken place in lifting states' reservations on several clauses in the Convention whilst the ratification of the CEDAW Optional Protocol does not seem to be on the agenda of current states in the region.
- Reforms in the laws were not accompanied by the setting up of efficient implementation mechanisms.
- Women's political participation remains abysmally low.
- Women remain vulnerable to violence, discrimination and poverty.
- Gender based discrimination continues to be reproduced and perpetuated by social institutions which remain by large patriarchal.

In short, baby steps advances have been made indicating that change is indeed possible. Nevertheless, more concerted efforts towards mainstreaming are needed.



2. Introducing the Gender Mainstreaming Reference Kit

OBJECTIVES

The GMRK is intended as a document to be used essentially by the EMHRN' members as well as other human rights organisations (though civil society organisations may also use it for reference and inspiration).

As such, the GMRK is by large tailored to meet the needs of human rights organisations.

The specific objectives of the GMRK are to:

- 1) Provide conceptual knowledge, practical tools and resources on gender mainstreaming.
- 2) Facilitate, guide and support internal gender mainstreaming training initiatives.
- 3) Provide insights, resources and tools for mainstreaming gender within the policies, programmes and activities of human rights organisations.

The prime users of the GMRK are intended to be the staff, volunteers and members of human rights organisations within the framework of the EMHRN. However, and though essentially intended for internal usage, the GMRK may also be used as tool by the member organisation seeking to assist their partners and stakeholders in mainstreaming gender.

METHODOLOGY

This tool kit has been designed for organisations involved in, or wanting to get involved in, mainstreaming gender in human rights and other civil society organisations and providing users with analytical and practical tools which will hopefully assist them in different sectors of their work.

The preparation of the draft went through several stages the last of which included a consultative process with the EMHRN members of the Women's Rights and Gender Working Group. The finalisation of the GMRK also included an additional step in the process namely the testing of the GMRK within the framework of pilot training workshops with selected members of the EMHRN.

The GMRK relies on adult learning and participatory methodologies. As such, it proposes training methods and tools which are iterative and reflexive and which rely on exchange, experimentation, and dialogue.

Though the GMRK does not foresee a specific and detailed section on participatory training methods, it assumes that the users (whether trainers or facilitators) possess a baseline level knowledge and experience in participatory training. Moreover, the GMRK also assumes that the trainers/facilitators have some familiarity with:

- Gender as concept and tools.
- Gender mainstreaming as concept, tools and processes.
- The social and human rights movements in the region including the women's movement.³

3. For information in this regard see the EMHRN homepage (www.euromedrights.net) and particularly the EMHRN reports: The Integration of Women's Rights from the MENA into the Euro-Mediterranean Partnership (2003) and Achieving Gender Equality in the Euro-Mediterranean Region: Change is Possible and Necessary (2006). UNDP (United Nations Development Program) has also published several reports dealing with these matters, among others the Arab Human Development Report 2005: Empowerment of Arab Women (2005) (www.undp.org).



GUIDELINES TO USERS OF THE GMRK

This tool kit is based on the key starting point that gender equality and human rights are inter-related and inseparable. It is also based on the view point that justice, human rights and development cannot be achieved without a commitment to gender equality.

Recognizing this organic inter-connection between gender equality, justice and human rights implies that practitioners involved in human rights and women's rights organisations and activism should have a proper understanding of the following:

- 'Gender Neutral' human rights interventions do not necessarily result in the promotion of gender equality and the elimination of gender specific discrimination.
- Promotion and protection of human rights should take into consideration both the public and private spheres, the latter being a critical and main site of gender inequality and discrimination.

Gender mainstreaming can provide a framework, an approach as well as a methodology for addressing the issues above by supporting human rights advocates in:

- Clearly identifying, addressing and removing instances of gender discrimination.
- Enshrining the international human rights standards of gender equality (e.g. CEDAW ⁴) in the demands and action plans of human rights and civil society organisations.
- Ensuring the full and systematic integration of gender issues into human rights monitoring and reporting mechanisms on ALL international human rights obligations (i.e. beyond CEDAW monitoring).
- Ensuring equal access of women and men to human rights protection and complaints mechanisms and institutions.

Building gender awareness into human rights and other civil society organisation is not an impossible task. However, it does require time, commitment, resources mobilisation, investment and leadership. Becoming a gender-aware human rights organisation and/or network actually means that each member of the organisation/ network has to consider and re-visit all aspects of the work he/ she is involved with and all the current policies and programmes in order to analyse the ways in which these affect females and males.

This GMRK will take the user through the stages required to properly embed and mainstream gender aware practices and as such, mainstream gender in human rights.

It is important to note that very few, if any, training manuals are read and applied from cover to cover. Users should use this guide as a resource and inspiration and decide when and where to apply which parts. The resources section available at the end of the document is intended to help users seek additional resources and readings.

Mainstreaming gender is essentially a political decision rather than a technical fix. Whilst checklists, tools and guidelines are presented in this document, users should be aware that these have never been sufficient on their own for mainstreaming gender.

4. CEDAW: The Convention on the Elimination of All Forms of Discrimination against Women





As such, mainstreaming gender within the policies, programmes and interventions of human rights organisations actually necessitate a conducive internal setting. Organisational review and change is therefore a key pre-cursor to gender mainstreaming. The GMRK provides illustrations of possible processes and scenarios for organisational change.

With this in mind, users should use the GMRK in a rather creative way. Exercises may need to be adapted. Local case studies may be added. Occasional reviews and updates will probably be necessary. It is nevertheless essential for users to ensure that gender mainstreaming is a process of which training only constitutes one step.

3. THE GENDER MAINSTREAMING KIT IN ACTION

3.1 WHAT IS GENDER MAINSTREAMING? OVERVIEW OF DEFINITIONS AND CONCEPTS ⁵

This section of the kit starts with a conceptual framework of gender mainstreaming. The section will provide a historical review of the origins of gender mainstreaming and the ways in which it relates to gender equality.

In doing so, this section also explores potential challenges organisations might face in the process of designing and implementing gender mainstreaming strategies.

Gender... A simple definition

Gender refers to the socially constructed relations, roles and responsibilities of women and men. They are culture-specific and they change over time. Gender identities define how women and men are expected to think and act.

Gender is not a synonym for 'women'!

There is a fundamental difference between gender and sex...

Sex refers to the biological differences between women and men. It is biologically determined, that is by birth and it is generally unchanging and universal. Gender refers to the socially constructed roles, responsibilities and identities for women and men.

Gender roles and identities are learned in the family, school, religious institutions and through the media. They are historically and socially specific. In other words, what is expected of our grandparents as women and men may not be the same for our grandchildren. Similarly, the appropriate roles and identities for women and men in one cultural setting may be different from those in another cultural setting.

Gender and sex are different in the sense that sex is natural, universal and unchanging, while gender is learned and varies in time and space. That is, we are born as female and male, but as we grow up as girls and boys, we are taught to be women and men with appropriate behaviour, attitudes, roles and activities pertaining to each sex. Moreover, since gender roles, responsibilities and identities are learned, they can also be changed.

⁵ This section is adapted from the CRTD.A Gender Mainstreaming Training Guidelines, 2005



Gender roles are

- socially constructed.
- learned.
- dynamic – they change over time.
- multi-faceted – they differ within and between cultures.

Gender relations are

Gender relations refer to how women and men relate to each other in the society. They arise from gender roles, that is the different social roles and responsibilities that pertain to each sex. Gender relations also define these roles and responsibilities and the values attached to them. Gender relations are power relations since the status of women and men and the values attached to their respective roles in the society is not on an equal level.

In short, gender relations are:

- ascribed through a network of kinship and affinity.
- achieved through work in economic, political and social spheres.
- influenced by caste, class, age and religion.

Gender discrimination

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) which was adopted in 1979 and ratified by around 100 countries, states that ‘discrimination against women shall mean distinction, exclusion, or restriction made on the basis of sex which has the purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field’.

Gender equality

Equality is a basic human right. It refers to the equal treatment of men and women with respect to their rights and in legislation and policies as well as in providing equal access to and control of resources and services within the family and society.

Gender equality requires the recognition of the fact that current social, economic, cultural and political systems discriminate between the sexes, and that women’s status is generally unequal to that of men.

Gender equality denotes women having the same opportunities in life as men, including the ability to participate in the public sphere ⁶.

Gender equality interventions therefore aim to promote the full and unfettered participation of women and men in society and in all sectors of development.

6. “Gender and Development: Concepts and Definitions” Bridge Report 55, 2000



It was often believed that gender equality may be defined solely at the level of equal rights for women and men in the letter of the law (e.g. giving girls and boys, women and men equal rights, equal opportunities, equal conditions and equal treatment in all fields of life). However, equality in the letter of the law may not necessarily lead to equality in practice.

It is therefore important to examine how women and men are positioned differently in society. These differences often result in significant forms of discrimination and gender based oppression. In fact, these differences result in serious gaps in political, social and economic participation. The end result is a situation of persistent gender inequalities.

A further understanding of gender equality requires conceptual clarity about the key concept of gender and the social relations of gender.

Gender equality must be constantly fought for, protected and promoted as a human rights issue, of which it is an integral part.

Gender equality essentially refers to equality in outcomes and results.

Gender Equity

Gender equity is a set of policy measures/special programs targeting women with the aim of compensating them for the historical and social disparities that deprived them of enjoying access to equal opportunities, for example: measures of positive discrimination, quota system, etc.

Gender equity measures are based on the recognition of women's and men's different positions, situation and needs. It recognizes that reaching equality in outcomes may necessitate different treatment of women.

As such, it is a series of measures which recognize the need to redistribute power and resources.

Equity is not incompatible with equality but rather complements and contributes to its effective implementation.

Equality is decisive and is based in the law in that it is possible for the legislature to codify and measure equality using concrete standards. Meanwhile, equity is based on considerations unrelated to law and could lead, if not based on an approach founded on the human rights of women, to compensatory inequality because the concept of equality is connected to the values of human societies and their social and cultural identities.

Although equity contributes to achieving and enforcing equality, equity cannot replace equality.

Of key importance to human rights organisations are the following targets for gender equality:

- Recognition and full implementation of women's rights as human rights. This includes effectively respecting, protecting and promoting the human rights of both women and men and, by taking the necessary measures, enabling both women and men to enjoy fully these rights. It also means combating violations of women's liberty and dignity (combating violence against and trafficking in women or forced prostitution, promoting bodily integrity, addressing the specific problems of migrant, disabled and minority women).



- Improving and strengthening representative democracy. The persistent under-representation or sometimes absence of women in decision-making at all levels and in all fields of life is a serious impediment to democracy in the MENA region.

Origins of gender mainstreaming

Gender mainstreaming was perhaps mentioned for the first time in international texts after the United Nations Third World Conference on Women (Nairobi, 1985) within the UN Commission on the Status of Women (CSW) on the role of women in development. During that period, gender mainstreaming was considered as a means of promoting the role, needs and priorities of women in development. Subsequently, a resolution on the work of the Commission on the Status of Women (CSW) was adopted in 1986. In 1987 the CSW urged all bodies in the UN system to formulate and put into effect a comprehensive policy on women's equality and to incorporate it into their medium-term plans, statements, objectives, programmes and other important policy documents.

At the United Nations Fourth World Conference on Women (Beijing, 1995), the strategy of gender mainstreaming was explicitly endorsed by the Beijing Platform for Action which was adopted at the end of the Conference. The Platform for Action calls for the promotion of the policy of gender mainstreaming. It repeatedly stated that '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 of the effects on women and men, respectively'⁷. Though no practical guidelines for doing so were provided, many countries adopted a national plan for gender mainstreaming as a result of the Platform for Action.

Defining gender mainstreaming

As defined by the United Nations, gender mainstreaming is:

'... the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated'⁸.

Gender mainstreaming is a key method of reinforcing efforts to achieve gender equality. Gender mainstreaming means that attention is paid to the points of view, experiences and needs of both men and women in all activities and in all areas of the community. It means that the political, economic and social processes in the community are developed and evaluated in such ways that the parties and factors, involved in different areas, work to promote gender equality and reinforce the measures that eliminate observed inequalities. This helps to ensure that women and men benefit equally as a result of activities in different fields of society. Mainstreaming can affect the activities of organisations of all kinds, such as public administration, NGOs, development cooperation projects, and so on. With mainstreaming the promotion of gender equality is no longer a separate part of decision-making but becomes an integral part of all activities at all levels.

Gender mainstreaming is therefore an issue of social justice and democracy, as well as of ensuring equitable and sustainable human development.

⁷. See paragraphs 79, 105, 123, 141, 164, 189, 202, 229, 238, 252, 273.
⁸. ECOSOC report 1997



In July 1997, the United Nations Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming as follows:

«Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.»

What gender analysis is about

In its simplest definition, gender analysis is a process which allows us to distinguish the ways in which the distribution of resources, activities, power, representation and decision-making vary amongst women and men within a given socio-economic group in a particular point in time. A gender analysis may ask typical questions such as:

- Who does what?
- Who has what?
- Who decides? How?
- Who wins? Who loses?

Gender Mainstreaming is a holistic, comprehensive and multidimensional process that is public, political and personal.

The objectives of mainstreaming gender issues in human rights organisations and other civil society organisations are that they are fully aware of the structural causes and manifestations of gender inequality within the various institutional sites and that they seek to address this inequality through all policies, programmes and practices.

This may include putting in place mechanisms which for instance would:

- Address gender specific violation of human rights.
- Reduce gender inequalities.
- Encourage both men and women to access various human rights instruments and to take part in monitoring violation of human rights.
- Address violations of women's rights in both the public sphere and the private sphere (i.e. at the level of the household and the family).
- Contribute to creating the conditions for the equitable participation of women and men in the processes of political participation.
- Contribute to promoting equal access to justice for both women and men.



Basic Principles of Mainstreaming (ILO) ⁹

Responsibility for implementing the mainstreaming strategy is system-wide, and rests at the highest levels within agencies, according to Carolyn Hannan, Director of the UN Division for the Advancement of Women. Other principles include:

- Adequate accountability mechanisms for monitoring progress need to be established.
- The initial identification of issues and problems across all area(s) of activity should be such that gender differences and disparities can be diagnosed.
- Assumptions that issues or problems are neutral from a gender-equality perspective should never be made.
- Gender analysis should always be carried out.
- Clear political will and allocation of adequate resources for mainstreaming, including additional financial and human resources if necessary, are important for translation of the concept into practice.
- Gender mainstreaming requires that efforts be made to broaden women's equitable participation at all levels of decision-making.
- Mainstreaming does not replace the need for targeted, women-specific policies and programs, and positive legislation; nor does it do away with the need for gender units or focal points.

Where does Gender Mainstreaming occur?

Gender mainstreaming involves all levels within any one organisation.

At the internal level, gender mainstreaming seeks to ensure that all of the organisational policies seek to achieve equality in opportunities, and in access to and distribution of all forms of resources. This will include for instance:

- Selection and recruitment policies
- Staff development
- The availability of child and mother friendly work environments
- The existence and enforcement of policies to combat sexual harassment and other forms of gender-based oppressions etc.

At the external level, gender mainstreaming seeks to ensure that all the organisation's programmes, projects, actions and initiatives seek to contribute to bringing about gender equality amongst women and men.

An organisation can only begin to mainstream gender within its external interventions and programmes when it has shown demonstrable commitment to mainstreaming gender within its internal organisational culture, policies and practices.

As will be indicated in the sections below, similar tools and instruments may be used to mainstream gender within the organisation (i.e. internally) and at the level of its external interventions.

⁹. <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>





Gender mainstreaming instruments of an organisation would include:

- **A clear gender equality policy document:** This will take the form of a political guiding statement indicating the position of the organisation and its commitment to gender equality and to putting in place all forms of resources for gender mainstreaming. The gender policy is all-encompassing. It will state the organisation's key principles related to gender equality and will indicate that these relate to the organisation's internal culture and ways of working as well as to its programmes and interventions and its relation with its external environment.
- **A time-bound gender mainstreaming strategy:** An organisational gender policy document needs to be accompanied by a strategy which clarifies the steps, measures, timeline, actions and responsibilities for putting the document into action. The Strategy will also include clear targets and indicators to use in order to measure the extent to which the targets have been met.
- **Gender awareness amongst staff, volunteers and members is a key requirement:** Gender mainstreaming requires that knowledge and skills on gender discrimination are democratized and disseminated across the organisation and its hierarchy. This may require regular gender training and awareness raising interventions.
- **Gender analysis is carried out and updated on a regular basis:** Gender analysis needs to be carried out at all levels. Internally, the analysis will look at the ways in which gender is mainstreamed within the organisations' policies and ways of working. Externally, it will inform the organisation on the issues, theme or target it seeks to address. Therefore, a key precursor of gender mainstreaming is an internal and external gender analysis to answer the key questions of who does what? Who has which resources? Who takes which decisions? Whose interests are served? As indicated earlier, these questions are pertinent for both internal and external gender analysis.
- **The full and active participation of women is promoted,** encouraged and sustained both internal within the organisation as well as externally, at the level of its programmes and interventions. In doing so, the HR organisation in question identified and addresses blockages undermining women's full participation.
- **A monitoring and evaluation system exists** and incorporates gender-disaggregated data and provides gender impact indicators. This applies for the organisation as such (i.e. internally) as well as for its programmes and interventions.
- **Adequate human and financial resources are available:** Gender mainstreaming requires investment in time, human and financial resources and as such needs to be factored in the budget of human rights organisations.
- There is a line management responsibility and clear accountability mechanisms for gender mainstreaming. This means that each manager, coordinator, or person in charge is responsible that she/he is effectively mainstreaming gender within all his/her allocated tasks and responsibilities. In this case, gender mainstreaming becomes an integral part of performance review processes.



Key challenges for gender mainstreaming

Challenges accompanying gender mainstreaming are mostly related to:

- **Resistance to change especially when change involves redistribution of power and resources.**

Mainstreaming gender will most probably involve the introduction of radical changes within a human rights organisation. This may include:

- a) At the internal level: a change in the selection and recruitment policies to include affirmative action for increasing the number of women staff; the introduction and enforcement of sexual harassment policies; the introduction of additional services for women such as child care services, etc... This will necessarily entail the shifting of resources as well as the transformation of work culture, thus introducing important changes to the organisation which may not be readily accepted by all those involved.
- b) At the external level, this may involve a radical change in programming, in selecting allies and in how the organisation will phrase and communicate its work.

- **Persistence of patriarchal systems, institutions and mindsets**

Un-written rules, pervasive sexist behaviours and patriarchal organisational culture may be the most powerful challenges and obstacles in mainstreaming gender and in opposing change. This may influence the organisation both internally and externally.

- **Lack of political will**


Gender mainstreaming is rarely an automatic process. It will only take place if there is political will and dispositions at the highest levels within an organisation. This requires for instance that the board of trustees issues an official communiqué stating the organisation's position vis-à-vis gender equality and indicating that it will ensure that gender mainstreaming will be carried out both internally and externally.

- **Lack of knowledge and skills**

Staff, volunteers and members are not necessarily recruited on the basis of knowledge and familiarity with the concept and practice of gender mainstreaming. Hence, lack of knowledge and conceptual and practical skills in gender mainstreaming may also play a key role in hindering the process.

- **Lack of resources**

Mainstreaming gender within an organisation and at the level of its external interventions will undoubtedly require additional human and material resources. The organisation will need to invest in bringing in casual and/or permanent expertise, staff training, external and internal analysis, etc.... Such an investment will be a condition *sine qua none* for gender mainstreaming and may require additional financial resources.



Why is gender mainstreaming of key importance to human right and civil society organisations?

Gender mainstreaming is important for human rights because:

- It makes women and men equally central to policy making processes of the organisation.
- It ensures participatory governance within the organisation.
- It involves both women and men and makes full use of human resources and capacities.
- It makes gender equality issues visible in the mainstream struggle for human rights.
- It takes diversity into account.

3.2 MAINSTREAMING GENDER: CONDITIONS AND ENTRY POINTS

In this section in the GMRK we will explore the conditions and essential pre-requisites and ingredients for mainstreaming gender at all levels within human rights organisations.

Pre-requisite conditions for gender mainstreaming within human rights and other civil society organisations

Political will

The political will to mainstream gender involves the will to question current gender relations inside the organisation and the existing societal structures, processes and policies perpetuating inequality.

The human rights organisation and/or network must define gender equality as one of its main objectives. As such, gender equality should be clearly stated in documents spelling out the organisations' vision, mission and mandate. Gender mainstreaming should be made a political issue and a political commitment of the organisation and as such, the organisation should issue a 'mission statement' stating clearly its intention to mainstream gender equality into all policies, programmes, and interventions. The mission statement should indicate that the objective is that these programmes and policies will effectively promote and lead to gender equality inside the organisation and support efforts to promote gender equality in society. Without a strong political will to create consensus on, and a culture of, gender equality, the policy of gender mainstreaming will not be successful.

There might be cases when a small or emerging human rights organisation has not yet developed its vision, mission and mandate. A decision to mainstream gender would thus provide an ideal entry point for doing so using a participatory and consultative process which would involve members, staff and volunteers at all levels.

Specific gender equality policy

During the past decade, many organisations have developed and endorsed an organisational gender mainstreaming policy. The majority of such gender mainstreaming policies shares the following key components:

A dual strategy of mainstreaming gender combined with targeted actions for gender equality: Gender mainstreaming does not necessarily mean that specific interventions seeking to support, strengthen and empower women as a group are no longer necessary. A dual strategy means that the organisation will mainstream gender in all its policies and programmes and makes additional provisions for targeting women as a specific group.



- Gender analysis: Gender analysis of the internal organisation as well as its programs and activities is a key pre-cursor to mainstreaming gender but is also requested throughout the life span of the organisation as it facilitates assessment, planning, implementation, review and evaluation of impact of gender mainstreaming. As indicated earlier on in this kit, gender analysis will involve a thorough questioning of the ways in which resources, power, activities, responsibilities and prerogatives are distributed amongst men and women within the human rights organisation. Externally, this will also involve an analysis of the situation and position of women and men and the ways they relate to each other as well as looking at the root and structural causes of gender discrimination and its impact on women and men.
- Combined approaches to responsibilities, where all staff share responsibility, but are supported by gender specialists: A gender equality policy also specifies who is responsible and accountable for mainstreaming gender and at which levels. Though this is essentially an internal responsibility, external assistance may be sought to support the process.
- Gender training: As indicated earlier, a gender mainstreaming policy will make provision for investment in gender training of staff, volunteers and members as well as partners and stakeholders.
- Support to women's decision making and empowerment: A gender policy document also needs to make specific provisions for the ways in which it will carve space for women's voices to be heard (whether internally or externally) and as such, should clarify in which way it will be promoting and contributing to women's empowerment.
- Gender aware and gender sensitive monitoring and evaluation: A gender policy document should indicate how, when and who will follow-up to ensure that the policy is being implemented and evaluate its results and impact.

Gender disaggregated statistics

If not already available, the organisation should aim at compiling data on the current situation of women and men and on existing gender relations and key trends and factors within their field of work and in the countries where the organisation operates. For instance, the organisation may maintain regular updated gender disaggregated statistics on access to justice systems, situation in prisons, gender profile of local and national elections, refugees and asylum seekers, etc...

Analysis of current of gender relations

Gender mainstreaming is not an end in itself. It is a means for achieving gender equality. As such, gender mainstreaming requires that an organisation strives to acquire the necessary knowledge, tools and skills to analyse gender relations. This requires gaining or seeking adequate analytical research skills to undertake research¹⁰. Such research could help clarify the gaps in gender equality or analyse root causes and various levels of gender imbalances. An organisation might for instance use gender disaggregated statistics mentioned before to analyse challenges to women's economic participation.

10. Either empirical first hand research or by means of secondary sources





Consensus and ownership within the organisation

Though responsibility and accountability for gender mainstreaming need to be well defined, a successful process of gender mainstreaming will require that all levels within an organisation are duly informed of the process and share consensus and commitment towards its success. This may require the circulation of internal information to ensure that all individuals within the organisation have access to up-dates and familiarity with mechanisms, procedures and tools for gender mainstreaming implementation (through meetings, bulletins, etc. depending on the size and nature of the organisation). The ownership process also requires that the communication channels are used interactively as participatory exchange tools.

Necessary material and human resources

Material resources are absolutely necessary for gender mainstreaming as this will inevitably require a reallocation of existing resources. Even if an organisation shows the necessary political will and have comprehensive gender equality policies and detailed knowledge of gender relations at its disposal, this will not enable it to adapt existing policy techniques and tools, set up new channels of co-operation and provide the necessary gender training without financial resources.

Women's active participation within the organisation

Gender mainstreaming will not be possible if women are not fully involved in the governance, leadership and decision making of the organisation. Therefore, it is important that women enter the governance structures of these organisations in great numbers. It is especially important that women enter decision-making processes of these organisations to ensure that the various values, interests and life experiences of women are taken into account when decisions are made.

Chronology and entry points for mainstreaming gender in human rights organisations

Gender mainstreaming is not a one off task but rather an on-going process in the life of human rights and other civil society organisations. Therefore, all phases and moments may be used as propitious entry points for gender mainstreaming.

Ideally, human rights organisations will be engaged in a "programme/policy cycle" process. This recurrent, and as the name indicates, cyclical process will probably include four inter-related stages which can be illustrated as follows:

Policy preparing and planning stage

This is often the early stage when the human rights organisation is planning and preparing to develop its policies. Here, the organisation will engage in a gender analysis exercise in order to identify key problems and analyse challenges as well as their importance and the key desired outcomes occur at this early stage. Gender mainstreaming needs to be brought in at this stage so that it trickles down to ensuing policy making and action planning stages.

Policy making stage

During this stage, decisions are taken on what problems and issues should be prioritised and addressed by the organisation (ideally based on the initial preparation and planning stage). This stage will determine which actions receive a place on the political agenda and what means are allocated to them. Looking at potential policy problems and issues from a gender perspective while defining political priorities may lead to a new ranking of problems and a reconsideration of resource allocation.



Policy implementing stage

This includes the elaboration of concrete actions in order to implement the policy while constantly keeping gender mainstreaming in mind. In this practical stage new (or unforeseen) issues may arise leading to a redefinition of methods. Implementing the gender mainstreaming policy will entail various strategies and activities both internally (e.g. new staff development policies, child friendly services, gender awareness training for staff, etc...) and externally (e.g. setting programme priorities which include gender equality objectives, etc...).

Policy evaluating stage

This stage is an inherently critical phase in the policy process and it serves as a basis for adjusting policies or developing new ones from a gender perspective. This stage will require the participation of all women and men stakeholders, members, volunteers and staff and a review of the organisation's achievements in mainstreaming gender both internally as well as within its programmes and interventions.

3.3 MAINSTREAMING TECHNIQUES AND TOOLS

A broad range of analytical techniques and tools exist that can be divided into two categories:

- A) Those delivering information necessary for the development of policies; and
- B) Those which can be used in the policy process itself.

The first category of tools aims at providing a significant amount of knowledge on key gender issues (i.e. for gender analysis purposes) so as to integrate it in the subsequent set of tools for policy making.

A. Tools for policy development

Statistics

It is essential that human rights organisations develop or compile existing statistics disaggregated by sex within their field of work. For instance, if a human rights organisation is concerned with the situation of migrant workers in a specific country, it will probably need to compile the following data and information:

- Sex disaggregated statistics on migrant workers (e.g. if for instance the number of work permits issued is a source of information and an indicator, we will need to classify work permits according to male and female migrant workers).
- Sex disaggregated classification by country of origin.
- Sex disaggregated classification by occupation.
- Sex disaggregated classification of police reports.

In addition, the human rights organisation should also seek and analyse data and statistics describing qualitative changes and trends over time in such a way that it is possible to identify whether, for instance, the situation of women migrant workers has worsened compared to men's.



Research

In addition to accessing and systematising sex-disaggregated data and information, other tools for policy development on gender mainstreaming involve initiating qualitative research, contextual analysis (based on the data and information collected above), case studies, as well as other qualitative and participatory analytical methods which would complement quantitative data. For instance, and in the case of migrant workers, such research could involve interviews with women migrant workers, assessment of the protocols followed by employment offices, interviews with law enforcement agents, review of laws and legislations related to migrant workers, etc...

B. Tools for policy implementation

Monitoring

It is important to continuously scrutinise, follow-up and evaluate gender policies and programs. Monitoring may take any of the following forms (or the combination of several) including:

- Regular meetings.
- Systematic internal reporting.
- Setting up of internal gender mainstreaming thematic groups within the organisations (these may include external inputs as well).
- Consultation meetings, both internal and with external stakeholders.
- Compiling and publishing periodical reports, newsletters or communication briefs.
- Undertaking regular external reviews.

Awareness-raising and training workshops

Gender training should begin at the highest level but also include all stakeholders within the organisation as well as its partners. Internal training and capacity building workshops should not only focus on awareness-raising about the importance of gender mainstreaming, but equally highlight how each person within the organisation can put gender mainstreaming into practice and integrate it into his/her work. Gender training and awareness raising can be planned and delivered on a cyclical basis within the organisation and become part of a standard internal introduction programme for staff, volunteers and members.

Manuals and handbooks

These tools contain very practical information and can help human rights organisations integrate a gender perspective into their work. They explain why, where, when and how to incorporate a gender perspective in policies and contain important sources of information and background material. Ideally, the use of such manuals or handbooks is preceded by training, during which the manuals and handbooks can be used as training material.

Directories and databases

It might be useful for human rights organisations to establish and compile their own directories or databases in order to be able to consult with individuals, groups or organisations dealing with gender equality issues of concern for the organisation in a quick and precise way. As these tools are often available in different institutions, it can be very useful to contact other institutions for existing directories, databases and organisational charts before collecting new ones.



3.4. OVERVIEW OF STEPS AND PROCESSES "

In this section, we will briefly review the steps involved in the process of mainstreaming gender within an organisation. These steps are by large generic and can serve as guidance and a framework for human rights and other civil society organisations.

Step 1: Developing the gender mainstreaming policy plan.

The basic steps of the development of a gender mainstreaming policy plan are essentially the following:

- Identify the person or group in charge of developing the gender mainstreaming policy plan. Identify the profile and terms of reference of the group as well as the ways of working and timeline envisaged.
- Assess the current situation at the internal level.
- Assess the external situation.
- Identify desired gender equality targets: what are the expected results?
- Identify gender equality priority/priorities (both internally and externally).
- Identify tools to be used.
- Clarify who will be responsible for gender mainstreaming.
- Set up a monitoring system.
- Set up an evaluation system.

This checklist is an attempt to find a starting point for gender mainstreaming and to set up a comprehensive mainstreaming policy plan.

Step 2: Developing a strategy and translating the strategy into a concrete plan of action.

The main objective of the checklist above is to support gender mainstreaming initiatives. At the same time the organisation should decide on where the highest potential for introducing change lies. It should develop a strategy for how to implement the mainstreaming policy and translate this strategy into a concrete plan of action with short, medium and long term goals and possibly choose benchmarks and indicators to measure progress.

Step 3: Monitoring implementation of the gender mainstreaming policy.

Once a gender mainstreaming plan of action has been constructed and the mainstreaming process has been started, it is important to watch over the quality of mainstreaming initiatives. Monitoring is different than evaluation because it includes the continuous scrutinising, and follow-up of policies while evaluation whether periodical, intermediate or final comes at the end of a certain process. In order for this continuity to be achieved, the monitoring of gender mainstreaming has to be part of the regular monitoring process eventually set-up by the organisation. The way monitoring takes place has to be decided before the gender mainstreaming project starts. For example, the organisations may choose benchmarks and indicators through which it can measure that the process of gender mainstreaming is actually taking place and

11. For suggestions how to practically go about this, see Proposed Training Model, session 4-8, pp. 35-40.





whether the requested results are achieved.

Step 4: Evaluation and feeding into next planning cycle

When developing the mainstreaming plan of action, it is, as mentioned above, important to include short, medium and long term goals – and possibly to choose benchmarks and indicators to measure progress. Evaluations – periodical, intermediate and final – should be planned into the process and sufficient time and human resources allocated for thorough evaluations. Building on the monitoring system and process, the evaluations have the purpose of assessing progress (or setbacks) and to come up with recommendations on how to improve and proceed. Evaluations should be used to correct shortcoming in results – but also to possibly alter or amend the mainstreaming policy plan and ensure that the lessons learned are brought into the next planning cycle.

4. GENDER MAINSTREAMING REFERENCE KIT TOOLS

4.1 PROPOSED HANDOUTS

Readers may use these handouts as support material when planning their gender mainstreaming training events. They can be distributed to training participants to strengthen understanding of subject matter, provide additional information, and/or assist in exercises and discussions.

Handout One: Gender Mainstreaming in UN Documents

Gender mainstreaming as a concept, appeared the first time in international texts after the **UN Third World Conference on Women** in Nairobi in 1985.

At the **UN Fourth World Conference on Women** in Beijing in 1995 the strategy of gender mainstreaming was explicitly endorsed by **the Platform for Action**.

The Platform for Action calls for the promotion of the policy of gender mainstreaming, repeatedly stating that ‘governments and other actors should promote an active and visible policy of mainstreaming and gender perspective in all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men respectively’. (par. 292)

UN Economic and Social Council in 1997 defines gender mainstreaming as ‘the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes, in any area and at all levels’.

UNDP defines gender mainstreaming as ‘taking account of gender equality concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to organisational transformation’.

Source: Gender Mainstreaming: Conceptual Framework, Methodology and Presentation of Good Practices, Post-Beijing Follow-up Operation Project – Phase II, UNIFEM/Amman, 2001.



Handout Two: The Essential Principles of Gender Mainstreaming

Gender mainstreaming is a targeted intervention to ensure that women can influence and participate on an equal basis with men in society including in developmental efforts. It is more than just having equal numbers of women and men in current structures; it involves altering policies and institutions so that they promote gender equality.

As such, it is not an end in itself, but it is a means to achieve gender equality.

An efficient gender mainstreaming specifically involves:

- focusing on the roles played by women in society and ensuring that these roles are recognised and acknowledged;
- advocate for and contribute to promoting that the voices of women and men are heard equally and that both have an equal say in decision-making in various aspects of life;
- advocate for and contribute to ensuring that in all sectors (in particular those relevant to the organisation), policy formulation is undertaken on the basis of sex-disaggregated data and with an awareness concerning the differential impacts policy decisions have on the lives women and men;
- advocate for that the delivery of government services and allocation of resources are equitable among women and men and among different social groupings according to age, race/ethnicity, class/caste and other differences;
- promote the empowerment of women within the organisation and within the framework of the organisation's external intervention so that women's voices are heard and their needs and priorities are accurately articulated;
- advocate for and contribute to ensuring that the language used in policy statements and other documents issued by the organisation are gender-sensitive.

Adapted from: Gender Mainstreaming in the Public Service: A Reference Manual for Governments and other Stakeholders, Commonwealth Secretariat, 1999.



Handout Three: Gender Analysis

Gender analysis refers to a study of the different conditions that women and men face, and the differential effects that policies and programs may have on them because of their different situations. Gender analysis tells us who has access to resources and to decision-making power and who is likely to lose or benefit from a particular policy or programme.

Gender analysis involves both quantitative and qualitative research into the gender relations, the social, economic, political status of women and men, as well as into the differential impact of policies and projects on each sex. Quantitative research includes the collection, compilation and processing of sex-disaggregated data and indicators, while qualitative research involves the study of the broader cultural and historical trends that affect gender relations. Sex-disaggregated statistics and qualitative analysis are complementary to each other in understanding the gender situation in a given setting or sector.

Since women are not a homogeneous group, but, they reflect the diversity of the entire population, the data should further be disaggregated by age, race/ethnicity, class and disability in order to understand not only how women have life experiences different than those of men but also how different women have different life experiences and needs.

The main principle of gender analysis is to acknowledge that nothing is gender-neutral. On the basis of this main guiding idea, the steps to carry out a gender analysis for policy formulation are the following:

- Identify your constraints and knowledge gaps in your specific area of work.
- Identify existing contextual and sector analysis relevant to your analysis.
- Formulate questions/hypotheses about the human impact of policies or research in your specific area of work.
- Consider the following questions:
 - **What is the likely or actual impact of the proposed project on women and men?**
 - **Will the benefits likely to result from this policy affect women and men in the same way?**
- Identify the gender issues related to the specific area of work.
- Identify the need for disaggregated data.
- Identify the related influencing factors related to your policy development.
- Identify the people with whom you can consult and cooperate, and/or who might assist you in the analytical process (within or outside your organisation).

Gender analysis can also be used to reconsider and assess the existing statistics on the situation of women and men so as to see whether the data they contain is split up by sex, as well as to analyse the assumptions and criteria concerning the gathering of this data.



Handout Four: Keys to Successful Planning for Gender Training

Before the training:

Involving the senior staff:

Providing for the attendance of the senior staff in the trainings conveys a clear indication of their commitment and support to the goal of gender mainstreaming for the staff lower down the hierarchy.

Determining the right time:

The trainings should be scheduled in view of the timelines for policy initiatives, project planning and implementation to ensure that the staff will immediately put to use the skills they gained through the training.

Contact with participants:

Establishing pre-training contact with the participants enables the trainer to adjust the training material to suit the context and the group.

During the training:

Women and men trainers working together:

Having women and men trainers work together reinforces the view that women and men mutually empower each other by working in cooperation on equal standing.

Use of participatory methods:

Research on adult learning reveal that adults best learn in participatory and interactive environments in which they are encouraged to relate the training material to their own work and experience and to air their views openly.

Appropriate content:

Training material should include both more general gender consciousness exercises and training exercises specific to the field of work of the organisation

After the training:

Follow-up of the training:

Changes in behaviour and development of skills is a continuous process which requires constant inputs and follow-up.

Institutionalizing the trainings:

Promotion of gender awareness is a cumulative process. As such the trainings should not be regarded as a one-off exercise but they should be held on a regular and ongoing basis.

Adapted from: Training for Gender-Aware Policy Making: Guidelines for Mainstreaming Gender at the Policy Level, Nazneen Kanji, ODA, 1997.



Handout Five: Always keep in mind that...

- Gender mainstreaming demands specific skills which may need to be brought in. This includes:
 - Knowledge of key concepts of gender.
 - Gender analytical skills.
 - Gender research skills.
 - Gender specific communication skills.
 - Knowledge of organisational change
- A realistic gender mainstreaming strategy is based on concrete, iterative and incremental steps initiated in light of long-term goals.
- Policy planners wishing to mainstream gender should be able to understand various possible forms of resistance to their efforts and come up with tools to deal with it.
- Initial gains should never be taken for granted and a constant eye should be kept on gender equality goals throughout the whole process.

Source: Mainstreaming: A Strategy for Achieving Equality between Women & Men, by Johanna Schalkwyk, Helen Thomas, Beth Woroniuk, SIDA, July 1996.



Handout Six: Maintaining Gender: Some suggestions and Tips

Have a good knowledge of the socio-economic context in which you are working.

Be aware of the political context of your work environment and work strategy.

Continually refer to the following:

- a) Are women and men differently impacted by the human rights issue we are trying to address? If not, why not?
- b) Have women and men inside our organisations been consulted equally?
- c) What is the likely impact of the organisation's intervention on women and men (on gender-equality goals)?

Keep in mind that gender training is important but it may assume many different forms, such as one-on-one discussions with colleagues, discussion forums with external stakeholders, etc...

Publicize the gender mainstreaming strategy.

Find out about the availability of local and national data on gender within your field of work.

Have direct contact with data producers. Communicate your data needs and your input on data collection methods. If resources are available, include a data producer on your team.

Build your gender networks: identify, build and strengthen relations with women's rights organisations, feminist academics, other institutions working on gender equality and gender mainstreaming, etc...

Keep a running list of resources relating to gender for your office's reference and for sharing with regional colleagues.

Keep a running list of consultants/resource people for gender mainstreaming for your office's reference and for sharing with regional colleagues.



4.2 PROPOSED TRAINING MODEL

In this section users are provided with a model for gender mainstreaming training based on a succession of sessions. The facilitator/trainer may choose to combine these sessions according to the time and resources available for the training.

Ideally, at least a full two days training should be contemplated. Each day could be structured around 3 to 4 sessions.

Trainers should plan for each session to take around 120 minutes structured (preferably) as follows:

- Introduction of session, instructions and clarification (15 minutes).
- Group work (45 minutes).
- Presentation of group work (30 minutes).
- Plenary discussions and synthesis including presentation of synthesis power point (where needed) (30 minutes).

As part of preparing for the training, it is recommended that participants prepare and bring with them the following:

1) A two pages description of their organisation including:

- Introduction of what the organisation is and what it does.
- An example of an initiative it considers to be successful in terms of gender mainstreaming.
- An example of an initiative they tried to implement and which they consider did not go well in terms of gender mainstreaming.

2) An example of a gender mainstreaming initiative carried out by another organisation and that they consider to be inspiring

The proposed training model is suggested to include the following sessions:

a) Session One – Introductions and setting the stage for the training.

This session could include the following:

- Presentation of participants – Each participant presents her/himself as such:
 - 1) Name and organisation.
 - 2) Tell the group about a personal incident you have witnessed and where you felt it related to “gender discrimination” (what happened, where, when, what was the context, who was involved, how did you feel about this incident).

b) Session Two – What is gender: Gender in our life and in our work

This session could include the following:

- Participants can be asked to work in small groups and respond to either one of the following questions:
 - 1) In our context, are women and men equally represented in political life? Why or why not?



- 2) In our context, are women and men subjected to similar forms of violence? Why or why not?
 - 3) In our context, do women and men have equal ability and freedom to take decisions that affect their lives? Why or why not?
- Participants can then present their work and have a plenary discussion facilitated by the trainer.
 - The trainer can then do a synthesis session using power point (1): basic concepts of gender.
- c) **Session Three – Organisational assessment: Taking stock exercise**
- Participants can work in groups and undertake a candid analysis of the present situation within their own organisation using the following guiding questions:

Exercise: Taking stock of the present situation

This exercise can serve multiple purposes:

- a) It may be used as a pre-test in preparation for a gender mainstreaming workshop.
- b) It may be used to guide an introductory ice-breaking session to kick off a gender mainstreaming session.
- c) It may be used to guide a gender organisational analysis.

Questions for self-examination: What are your answers?

Do you think that gender equality is an integral part of human rights?

Should gender equality be upheld by all cultures?

Who decides about what work is done in your own organisation? Who decides about the division of tasks and responsibilities? What work do men do? What work do women do?

Do women and men in your organisation have equal opportunities (e.g. in assuming important responsibilities, attending external events, taking part in important decisions...)?

How could you promote gender equality in your organisation?

What deficiencies do you see overall in your own country with regard to gender equality?

Do you experience or know about things in your context (or your community) that give rise to or affect gender inequalities. What are they?

How can you influence these deficiencies through your intervention?

Note: The trainer or group may choose to work on a limited selection of questions



d) Session Four – What is the gender mainstreaming: Process and Steps

- This session will be slightly different as it will begin with a short presentation by the trainer on the background and process of gender mainstreaming.
- Trainer will then distribute Handouts 1 and 2.

Participants are then asked to work within the same groups in order to address the following questions:

Exercise: Going back to square one

The purpose of this exercise is to allow participants to take a step back and re-think the vision, mission and mandate of their human rights organisation and reflect whether and how gender can be effectively mainstreamed in these key statements.

Review your current organisational vision, mission, and mandate.

Does it explicitly make mention of gender equality?

Why or why not?

How can you re-phrase your vision, mission, and mandate so that it clearly reflects the political will to mainstream gender?

Note: Some organisations may not have a clearly formulated organisational vision, mission, and mandate. In this case the task would be to clarify these elements as much as possible integrating a gender dimension

e) Session Five – Developing a gender mainstreaming policy

Trainer will wrap up the previous session, clarify the linkages between the above and the steps of gender mainstreaming and ask participants to reconvene in groups (Distribute Handout 3 as a support document).

Each group will then choose one organisation as a case study. The group will use the following adapted version of Checklist One to prepare for a gender mainstreaming policy plan applicable for the chosen case study organisation:



Checklist One – Gender mainstreaming policy

Is there political will within the organisations?

To what degree has the goal of gender equality already been accepted and defined as one of the important goals for the organisation?

Do current commitments a) explain the importance of achieving gender equality in all areas of life; b) state the intention to mainstream a gender equality perspective into all policies and programmes; c) indicate that the objective is that these programmes and policies will effectively promote and lead to gender equality; d) set clear criteria for gender mainstreaming?

Is there a mission statement or any other document on gender equality? On gender mainstreaming?

Is there support for gender equality in the higher management echelons?

Is there a gender equality unit or persons in charge of gender equality? How much capacity do they have to build up further internal gender expertise within the organisation?

What statistics are available?

How complete is the range of statistics available now, compared to what is needed for gender mainstreaming?

Are regular statistics relevant to the organisation's field of work, programmes, projects and actions disaggregated by sex? By other background variables?

Is comprehensive knowledge of gender relations available?

Is comprehensive knowledge of gender relations within the organisation's field of work available? If so, where can it be found?

How does the organisation work?

How is the decision-making process organised?

What are key positions in the administration in relation to gender mainstreaming?

Where are funds and human resources to be found?

What financial and human resources will be needed for gender mainstreaming? What budget is available for specific gender equality policy?

What decisions are needed to reallocate regular financial or human resources for gender mainstreaming?



Based on the discussion of some or all of the questions in the checklist above, participants are then asked to develop a framework for their gender mainstreaming policy to include answering the following questions:

- What is the organisation's vision and mission of gender equality?
- What is its long term goal?
- What are its short term objectives?

This will be followed by group presentations, plenary discussion and synthesis and wrap-up.

f) Session six – Developing a gender mainstreaming strategy and plan of action

Participants are asked to reconvene into the same groups, and using the same organisation case study (used for the preceding session), participants will go through the steps of developing a gender mainstreaming strategy and plan of action using the following adapted version of Checklist Two.

Checklist Two – Developing a gender mainstreaming strategy and a plan of action

Define the policy areas and levels that are most suited for starting gender mainstreaming within your organisation

Which policy areas in the work of the organisation contain the most important problems or challenges to equal gender relations (e.g. religious laws, political detentions, social and economic rights, violence against women, etc...)?

Which internal policy areas are generally recognised by the organisation as being important for achieving gender equality (e.g. recruitment, personnel procedures, child care facilities, sexual harassment policies, etc...)?

Which external policy areas are recognised by the organisation as the most relevant for gender mainstreaming (e.g. campaigning on the reform of the family code, reform of the penal code, etc...)

Define the techniques and tools that will be used for mainstreaming

Consider the availability of the following techniques and tools:

- analytical techniques and tools such as statistics, research, checklists, guidelines and terms of reference, gender impact assessment methods, evaluation and monitoring;
- educational techniques and tools such as awareness-raising and training courses, follow-up action, manuals and educational material;
- consultative and participatory techniques and tools such as an equal participation of both sexes in decision-making, working or steering groups and think tanks.

What experience and means are available or necessary to develop new techniques and tools or to adapt existing ones?



Based on the discussion of some or all of the questions in the checklist above, participants are then asked to develop a framework for their gender mainstreaming strategy and plan of action to include the following sections:

- Which policy sectors have been chosen (internal/external related to programmes)?
- Which short and long terms goals and objectives will be met?
- What are the resources available for this?
- What additional resources are needed?
- What activities will be done? How?
- Who is responsible for what?

This will be followed by group presentations, plenary discussion and synthesis and wrap-up.

g) **Session seven – Monitoring the implementation of the gender mainstreaming strategy and plan of action**

Participants will work in the same group and continue the process of developing a gender mainstreaming policy and plan of action.

The trainer will ask the groups to focus on how the monitoring will be done and by whom using the following checklist Three for help.

Checklist Three – Monitoring

Identify who will be responsible for monitoring;

Identify what has to be monitored: the activities of actors, the results for gender relations, the effectiveness and efficiency of the gender mainstreaming process;

Choose techniques and tools for monitoring;

Develop indicators;

Organise follow-up.

This will be followed by group presentations, plenary discussion and synthesis and wrap-up.

h) **Session eight – The way forward and evaluation**

This final session is divided into two parts (Distribute handouts 5 and 6 at the end of the session).



Part One: The facilitator will ask participants to form new groups. Each group will discuss the following questions:

- What will you do to start up the process of gender mainstreaming within your organisation upon your return from this workshop?
- What and who do you think will help you in doing that?
- What or who do you think will be the main obstacle?
- How will you address these obstacles?
- What further training or knowledge do you think you will need to carry out your plans?
- Where will you get this knowledge from?

Groups may either present their work in plenary or in the form of a Gallery presentation ¹².

Part Two: The facilitator will ask participants to stay within the same groups and discuss the following questions:

- What are the three main things I have learned from this workshop?
- How will these help me in my work?
- How will these help me personally?
- What do I suggest to improve in this workshop if it is to be organised another time?

5. ADDITIONAL AND ANNOTATED RESOURCES AND LINKS

Resources in English

- OECD, “DAC Source Book on Concepts and Approaches Linked to Gender Equality”, 1998

A compilation of a valuable set of definitions of key concepts and approaches which guide and deepen the reader’s understanding of gender equality issues and how to address them. Please note that this Source Book is not comprehensive and the lists of references are merely indicative. Documents may have been produced that are not listed here.

- BRIDGE. [Gender and Development Concepts and Definitions](#) is an easily accessible guide to most commonly used terms and concepts. [Gender Websites](#): an annotated list of web gender resources in English, French, Spanish and Russian.
- INSTRAW, “[Glossary of Gender-related Terms and Concepts](#)”

¹². Gallery presentation: Groups post their work on the walls. Participants are given some time to walk through all the presentations and discuss informally their observations and comments.



- **“Gender Mainstreaming: Can it Work for Women’s Rights?”**, in Spotlight, November 2004
The article offer insightful analysis, providing concrete suggestions on how to move beyond the current stalemate.
- **Gender Mainstreaming Resource Centre** includes material developed by, or in co-operation with, UNESCO that can help you integrate gender issues into your work. Find teaching methods, learning tools, case studies, synoptic PowerPoint presentations and guidelines. This collection of material covers the full range of UNESCO’s fields of competence and more. See for example:
 - UNESCO’s Standard tools for gender mainstreaming.
 - Educational resources.
 - Statistics and indicators.
 - Tips and resources for staff gender-training.

Particularly helpful documents include:

- UNESCO Gender Lens - Project Design and Review
- UNESCO Gender Lens - Gender Sensitive Quantitative and Qualitative Indicators
- UNESCO Gender Lens - Planning and Execution of Programme Evaluations
- UNESCO Definition of Key Gender Concepts and Terms
- Guiding principles of UNESCO's approach to 'Gender Mainstreaming'
- Gender Mainstreaming Implementation Framework. Available in English and French

Resources in French

- Thérèse Moreau, « **Egalité des sexes et développement : concepts et terminologie** », Décembre, 2002.
Une publication de l’**Agence Intergouvernementale de la Francophonie**
Le texte met d’abord à la portée des francophones les principales notions et informations en matière d’égalité des sexes, en définissant et illustrant les principaux concepts utilisés dans le champ, en proposant des équivalents terminologiques français aux termes anglo-saxons les plus répandus et en fournissant une liste de sites dévolus à cette question.
- Borghino Béatrice, « **GENRE et SEXE : quelques éclaircissements** », 7 janvier 1999
Le débat sur la légitimité du terme «genre» n’est pas récent. En 1999, Béatrice Borghino a tenté d’éclaircir les différences entre «genre» et «sexe».

Resources in Arabic

- **هادي محمود، «حول مفهوم حقوق المرأة وعلاقته بمفهوم حقوق الإنسان»، 2000**



6. ANNEXES

1. GENDER MAINSTREAMING WITHIN EMHRN: MAIN ACHIEVEMENTS AND PROGRAMMES ¹³

Since its establishment, the EMHRN has attempted to give priority to women's rights as an essential issue. Women's rights were mentioned as one of the key thematic areas of work in the work plans.

At its general assembly in Malta in 2003, gender was inscribed in the preamble of the revised EMHRN statutes and a gender mainstreaming approach adopted.

At the EC meeting in Den Hague the political referent for gender presented a paper on how to integrate a gender sensitive approach to all areas of EMHRN work. This paper outlined the need for a double approach – focusing on two levels: the EMHRN structures (EC, GA, Secretariat, WGs, etc) and the EMHRN activities (reports, meetings, etc).

In 2004 and with the financial support of DANIDA; the EMHRN conducted two working group meetings with representatives of the main women's rights and human rights organisations in the region. The group developed a strategy paper confirming the need to adopt a gender mainstreaming approach in order to achieve gender equality in the region. It also suggested the EMHRN to work on the issue of feminization of migration. At its second meeting the working group developed a work plan to implement the suggested strategy.

The EMHRN was only able to secure funds in 2006 to launch the work plan suggested by the working group. In August 2006 a project coordinator for the project on gender mainstreaming was employed.

In 2006, the following activities and achievements were noted in relation to gender mainstreaming:

- Selection of members to the EMHRN working groups on gender, HRE, justice, freedom of association, PIP where gender balance was one of the criteria for selection.
- Drafting recommendations on achieving gender equality for the 5 Year Plan of Action to the Euro-Med Ministerial the conference titled 'Strengthening the role of women in society' which was conducted in Istanbul in November 2006. Many of the EMHRN recommendations were reflected in the Plan.
- A report titled "Achieving Gender Equality in the Mediterranean: Change is Possible and Necessary" was written. The report is now available in English, French and Arabic on the EMHRN website <http://www.euromedrights.net/pages/339>. The first part of the report dealt with the main advances for women's rights in the MENA since 2002. The second part addressed the main common challenges to the promotion and protection of women's rights in the region and means for addressing those challenges. The third part of the report put forward recommendations for how to promote women's rights within the EU framework.
- Advocacy in Brussels lobbying for the EMHRN recommendations for the 5 Year Action Plan with the EU Commission, the Council (including the Finnish Presidency) and the European Parliament, as well as the Jordanian and Moroccan ambassadors to the EU. The EMHRN report was appreciated by all and the recommendations stressed by the Network considered.

13. Cf: EMHRN Gender Mainstreaming Efforts (July 2006-January 2007), Akkila and Jorgensen, January 25, 2007



- The EMHRN Jordanian members as well as other women's rights and generalist human rights NGOs were contacted in Jordan to support the EMHRN recommendations. Seven organisations signed the papers and sent them to the EMHRN office in Amman.
- The EMHRN Moroccan members issued a joint letter to the Moroccan Prime Minister asking for a more progressive stand on the issue of the Action Plan, corresponding to Morocco's recent positive development in the field of gender equality. This letter was published widely in the Moroccan media and created a lot of attention to the matter.
- 3 EMHRN members participated in the Euro-Med Ministerial Conference in Istanbul November 14-15, 2006.

In 2007 – July 2008, the following activities and achievements were noted in relation to gender mainstreaming:

- The EMHRN participated in the "Strengthening the Role of women in the Society" EUROMED Ad Hoc Meeting held in Brussels on October 22, 2007, where it presented its Notes regarding the Review Mechanism adopted by the European Commission.
- The EMHRN launched its initiative on "Follow-up & Monitoring the implementation of the Istanbul Action Plan". The EMHRN decided to start up activities aimed at raising awareness, reporting, monitoring and evaluating the implementation of the Istanbul Action Plan through a structured Shadow Report, which will be presented as a civil society contribution to the organisation of the 2009 Follow-up EU ministerial conference
- The EMHRN participated in the Follow-up to the Istanbul Conclusions, the Thematic Ad Hoc Committee 2008 meeting which addressed the "Participation of Women in Political Life in the Euro-Med Partnership". The meeting took place on June 12, 2008 in Brussels. The EMHRN presented an intervention which focussed on assessing political participation of women in the Mediterranean countries, and delivered recommendations for enhancing participation of women in political life in scope of the Euro-Mediterranean Partnership.
- The EMHRN Gender Working Group executed a two-days training on Gender Equality and Gender Mainstreaming in Amman, Jordan on July 16-17, 2008. 18 participants including members of the Executive Committee, staff, members and volunteers of the Amman Center for Human Rights Studies (ACHRS) participated. This training came in scope of the EMHRN efforts related to building capacities of the Network members pertaining to gender equality and gender mainstreaming.



EMHRN Position on the Ministerial Conclusions on 'Strengthening the Role of Women in Society', Euro-Med Conference in Istanbul 14-15 Nov. 2006

At Barcelona+10, in the Five Year Work Program, it was stated that Partners would adopt "measures to achieve gender equality, preventing all forms of discrimination and ensuring the protection of rights of women". It was suggested to hold a Euro-Med conference during 2006 to adopt a 5 year Plan of Action to achieve the stated goals.

The EMHRN decided to prioritize coming with input to this process, and participated actively in the preparatory conference in Rabat which took place in June 2006, as well as circulated recommendations ahead of the Istanbul conference to representatives of the EU Commission, the EU Council (including the Finnish Presidency which took the lead in preparing the Ministerial conference) as well as the European Parliament. The EMHRN also lobbied on national levels, especially in Morocco and Jordan in order to push for our recommendations. We issued a report: Change is possible and necessary – focusing on the achievements within the promotion of women's rights in the region since 2002 – and included our recommendations for the 5 year Plan of Action. The recommendations were adopted by the Civil Forum in Marrakech and presented at the Ministerial conference, where the Finnish Presidency specifically thanked the EMHRN for its constructive inputs.

Despite the fact that many of the EMHRN recommendations are included in the Ministerial Conclusions, it is worthwhile to evaluate the Ministerial Conclusions and make recommendations for a follow up.

Common Platform to Promote Gender Equality

The EMHRN welcomes that the Partners at the Euro-Med Ministerial Conference on 'Strengthening the Role of Women in Society', succeeded in agreeing on a common platform for promoting gender equality in the region. The EMHRN has previously noticed the lack of integration of women's rights from the Middle East and North Africa into the Euro-Mediterranean Partnership and thus welcomes this initiative for a more structured and concerted effort. The EMHRN also welcomes the fact that the Ministerial Conclusions were inscribed in the Tampere Conclusion of the Meeting of Euro-Med Foreign Ministers indicating the joint commitment and hopefully political will by the EMP for promotion and protection of women's rights.

Reference to shared international, regional and national commitments

The EMHRN also welcomes the clear reference to shared international, regional and national commitments of the EMP partners, not at least the reference to CEDAW.

Language of gender equality, non discrimination and gender mainstreaming

The EMHRN welcomes the Partners' commitment to achieving gender equality, preventing all forms of discrimination and ensuring the protection of rights of women. Gender equality is essential for men and women to participate on equal basis to develop their societies. The most widely accepted and comprehensive strategy to achieve gender equality is gender mainstreaming.

Gender mainstreaming means the systematic integration of gender issues and the (re)organization, improvement and evaluation of political processes so that male-female equality is incorporated in all policies at all levels and at all stages.

The EMHRN is therefore pleased to notice that the Euro-Mediterranean Partners will strengthen the role of women through mainstreaming of full enjoyment of human rights by women and their needs into all plans, projects and other relevant activities of the EMP, as well as supporting specific measures in favour of women. However, the EMHRN stresses the need for implementation of this ambitious program.



An indivisible and holistic approach to women's human rights – political, civil, social, economic and cultural rights

The EMHRN also welcomes the Partner's holistic approach to women's human rights as indivisible and thus including political, civil, social, economic and cultural rights that are interdependent and interlinked. The EMHRN wants to stress the importance of not confining women's rights to the cultural or religious spheres, but to acknowledge that women's role in society can only be enhanced through a rights-based approach comprising all rights.

Shared financial commitment

The EMHRN welcomes the commitment by ALL Euro-Mediterranean Partners to mobilize financial resources to support the implementation of the Plan, which will be matched by EU funding through its financial instruments. The EMHRN strongly believes that shared financial means contribute to ownership and commitment to the process and strongly encourage the Partners to make sufficient funds available to implement the Plan.

Foster the role of civil society – but regrettably within the realm of national legislation

The EMHRN welcomes the recognition that a strengthened dialogue and cooperation between governmental and non-governmental actors across the Euro-Mediterranean region is necessary, including civil society organizations as well as women's associations. It also appreciates that the Partners will foster the role of civil society organizations to work for promotion of women's rights and that they will contribute to the strengthening of the capacity of and networking among civil society organizations. However, the EMHRN strongly regrets the reference that it will be done in 'accordance with national legislation as appropriate'. In order for civil society to play its appropriate role, its independence from government interference needs to be guaranteed. In many countries in the region, national legislation does not comply with international human rights standards, and impedes the room of maneuver of civil society organizations, including women's associations. Hence the document should have made reference to international human rights standards and not to national legislation.

Review Mechanism – but no clear mandate and responsibility for implementation

The EMHRN welcomes the incorporation of a review mechanism proposed in the Plan (the annual meeting of the Euro Med Committee, a Euro med ad hoc meeting at expert senior officials level to review the implementation and to inform the Euro Med Foreign Affairs Ministers Conference; as well as a follow-up Ministerial conference in 2009). However, the EMHRN is worried about the lack of a clear mandate for such a review mechanism, and that, in lack of a clear mandate and lack of reporting mechanisms, there is a serious threat of lack of monitoring and implementation of the Plan. Furthermore, the Plan of Action does not specify the level at which responsibility for the implementation of the different actions lies - whether at national level of individual Partner States, at EU level or at regional level, which also threatens to hamper proper implementation as none would feel ownership and responsibility.

Finally, a follow Euro-Med Ministerial conference in 2009 to evaluate progress made seems late as only one year of the 5 year plan would remain to redress possible shortcomings in implementation.



EMHRN Recommendations in relation to implementation of the Plan of Action for 'Strengthening the Role of Women in Society':

- 1.** The EMHRN recommends that a Work Plan is developed to accompany the Five Year Plan which should be clear, explicit and specific in the goals it wants to achieve in the short, medium and long term and the time frame within which to achieve these goals. It should develop clear indicators and benchmarks in order to measure progress towards its goals. It should make recommendations for working tools to be used in the implementation of the proposed plan.
- 2.** A Follow-up Committee should be established to clarify the composition, and mandate of the review mechanism and ensure regular input in and monitoring of the implementation. The reporting process as well as the financial resources at its disposal should be specified. The Plan should entail a periodic and systematic evaluation. (One such evaluation mechanism could be the distribution of a questionnaire which the Partner States (with the support of the delegations) should fill in measuring the process made in the implementation of the Istanbul Plan of Action on a yearly basis). Representatives of relevant civil society organizations with track record in this field should be part of the Follow-up Committee.
- 3.** The Euro-Mediterranean Ministerial Conference in 2009 evaluating the progress in the implementation of the 5 Year Plan of Action, should ensure the participation of NGO and that an important role is given to the NGOs to enrich exchanges between civil society and the Ministerial conference.
- 4.** The EMP should support the setting up of observatories in each country consisting of representatives of civil society to monitor the implementation of the Plan of Action and to make a yearly report on their findings.
- 5.** The European Union and the Partner States should strengthen information and consultation with NGOs on the gender equality dimension of the Euro-Mediterranean Partnership (EMP) and the European Neighbourhood Policy (ENP).
- 6.** The Democracy Facility should be made available to countries which also make progress in the field of women's rights.
- 7.** The European Parliament and the Euro-Mediterranean Parliamentary Assembly should be encouraged to be more involved in the implementation of the Plan, especially at the level of follow-up of the implementation of the Plan.
- 8.** The Euro-Med Foreign Ministers Conferences should regularly evaluate the progress made in the implementation of the Plan of Action and Gender should become a high priority on national levels as well as on EU levels, and it should be worked on by high level bodies.
- 9.** Coherence and synergies should be ensured between the Plan of Action and the EMP and ENP frameworks in relation to gender mainstreaming and promotion of women's rights.
- 10.** Funding necessary for the implementation of the Plan should be allocated by the Euro Med governments.



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4. MEMBERS OF EMHRN WORKING GROUP ON WOMEN'S RIGHTS AND GENDER, 2007

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