

**AFRICAN DEVELOPMENT BANK GROUP**

**CHECKLIST FOR GENDER MAINSTREAMING IN GOVERNANCE  
PROGRAMMES**

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## **LIST OF ABBREVIATIONS**

ADB	:	African Development Bank
CEDAW	:	Convention for the Elimination of Discrimination Against Women
CGPs	:	Country Gender Profiles
CGPs	:	Country Governance Profiles
CFAAs	:	Country Financial Accountability Assessments
CPARs	:	Country Procurement Assessment Reviews
CSO	:	Civil Society Organizations
CSP	:	Country Strategy Papers
GEWE	:	Gender Equality and Women's Empowerment
GHD	:	Gender Helpdesk
ESW	:	Economic and Sector Work
MDGs	:	Millennium Development Goals
M&E	:	Monitoring and Evaluation
NGO	:	Non-Governmental Organisations
PCR	:	Project Completion Report
RFIs	:	Regional Financial Institutions
PBLs	:	Policy-based Lending
PMU	:	Project Management Unit
PCR	:	Project Completion Report
PRSP	:	Poverty Reduction Strategy
RMC	:	Regional Member Countries
TOR	:	Terms of Reference
UNDP	:	United Nations Development Programme

## 1. INTRODUCTION

### 1.1 Importance of Gender Equality in Good Governance

1.1.1 Understanding gender issues in governance requires examining the participation and decision-making of women and men in different institutions. Addressing gender gaps in governance entails the adoption of reforms to engender different governing institutions at the various levels of the RMCs to ensure development effectiveness and results.

#### **Box 1 : Gender Equality, Good Governance and Millennium Development Goals (MDGs)**

**Good Governance** is central to the achievement of the MDGs, as it provides the 'enabling environment' for the realization of the MDGs, in particular, the elimination of poverty. Recognizing this, in the Millennium Declaration, world leaders committed to "spare no effort to promote democracy and strengthen the rule of law, as well as respect all internationally recognized human rights and fundamental freedoms including the right to development". They resolved to "strengthen the capacity of all countries to implement the principles and practices of democracy and respect for human rights". According to the UN strategy document on the MDGs (see 'The United Nations and the MDGs: a Core Strategy'), "the MDGs have to be situated within the broader norms and standards of the Millennium Declaration", including those on "Human rights, democracy and good governance". UNDP (2009).

### 1.2 Strategic Context

1.2.1 The Bank's activities in good governance are stipulated in its Governance Policy and Strategy, as well as its Governance Strategic Directions and Action Plan 2008-2012 which recognizes gender equality as an integral part of Good Governance and key to poverty reduction and development effectiveness. To harness this realization, the ADB is committed to playing a key role in enhancing the quality of governance in individual RMCs, while simultaneously elevating governance matters to the top of the continent's development agenda with the aim of achieving progress towards gender equality in all levels of governance by:

- Improving efficiency, transparency, and accountability in the management of public resources and mitigating risks by strengthening country systems in RMCs;
- Increasing bank support to gender based budgeting and auditing (please see Annex 3 and 4 on *Gender Budgeting* and *Gender Budgeting Tools*);
- Enhancing policy dialogue on governance through advisory and analytical work;
- supporting initiatives to increase women's access and capacity to participate in government structures and decision-making at all levels;
- Mainstreaming and strengthening governance at the sector level, by improving the Bank's ability to engage in sector policy and governance; and enhance quality at entry in key sectors while improving risk mitigation;
- Promoting strategies for effective implementation of internationally accepted norms and standards on women's rights, particularly CEDAW; and
- Supporting reforms within RMCs judicial systems including capacity enhancement for the promotion and respect for women's human rights.

### 1.3 Purpose of the Checklist

1.3.1 The objective of the checklist is to provide a practical tool for Bank staff to enhance mainstreaming of gender issues into the Bank's operations to promote good governance. Although the Checklist provides a framework for the integration of gender issues in the whole cycle of Bank governance interventions, not all the proposed actions are appropriate for all

situations. Therefore, they are intended to be flexible and adaptable to the goals and objectives of a particular Bank supported governance intervention.

#### 1.4. Presentation of the Checklist

1.4.1 The Checklist is presented in three sections. The introduction outlines broad issues related to gender and good governance, the objectives and the strategic context and the rationale for the Checklist. The second part stipulates the steps to be undertaken for mainstreaming gender issues in the key stages of the governance intervention cycle. The last part of the Checklist contains a glossary of some key gender concepts and some key elements of gender analysis.

## **2. GENDER MAINSTREAMING IN A GOVERNANCE PROGRAMME CYCLE**

The key question for gender mainstreaming in the stages of a Bank funded governance intervention cycle, particularly in identification, preparation, appraisal and the negotiation process is: **“Will the envisaged Bank programme on good governance promote or enhance gender equality?”**

### 2.1 Identification

2.1.1 The main focus at this stage is to define the governance related gender issues that are country and community specific and related to the kind of governance intervention that will be undertaken. Many of these interventions may be aimed at strengthening the ratification of CEDAW in the RMCs by supporting efforts to enact national laws and legal instruments to raise awareness and enforce equal rights for women and men.

2.1.2 The team will seek to support these gender issues with available gender disaggregated data (where possible the team may be able to use information from the Bank’s gender and governance profiles and or partner gender assessments). The gender analysis at this stage will aim to elaborate the following:

- Whether national policies on gender and good governance exist and the extent to which they are being implemented;
- Gender disaggregated information on key good governance variables including:
  - Proportion of women elected and appointed to decision-making bodies such as parliament, municipal and local councils, cabinet, ministries and other governing bodies;
  - Level of existing measures addressing barriers to women running for elections, for example, legal, structural, social or financial;
  - Ratio of female to male candidates occupying political positions;
  - Level of women's equal participation with men as decision-makers, e.g. by occupying cabinet posts;
  - Establishment of affirmative action for female education, violence against women and attention to gender perspectives in national budgets;
  - Existence of reforms to enhance access to basic services and safety nets for the vulnerable, particularly poor women and men;
  - Existence of mechanisms for accountability for Gender Equality commitments.

2.1.3 This stage of the design of the proposed governance programme will also identify gender information gaps. This should, as noted above, include a review of the Bank prepared Country Gender and Governance Profiles (CGPs), which serves as diagnostic tools to identify strengths and weaknesses of governance systems in RMCs. Other diagnostic work should be conducted on financial and corporate governance including the joint Bank and World Bank Economic & Sector Work (ESW) that assesses the degree to which RMCs practices differ from internationally accepted standards. This can be done by undertaking Country Financial Accountability Assessments (CFAAs), where the task team should actively mainstream gender issues during the CFAAs. This can also be done in conjunction with the Banks collaborative studies with other partners such as the Country Procurement Assessment Reviews (CPARs) of the levels of transparency of national procurement systems conducted in seven RMCs. The information gaps are critical to the next phase, which usually includes a field visit and the commissioning of feasibility studies. **In case of lack of sufficient gender specific data, it is recommended that the team consider commissioning a specific gender baseline data survey either before the intervention is submitted for Board approval or in the first 6 months of programme implementation.**

## 2.2 Preparation

2.2.1 The main goal of this stage of the project design is to verify and gather additional information to complete the gender information gaps through the collection of secondary data from the ministry or department of Justice and other related ministries including the gender/women's ministry, research institutions and other development partners.

### Box 2: Priority Gender Equality Issues in Good Governance

- Policies and practices supporting women and men to realize their duties, rights, and access to services as citizen;
- Effective legal and judicial systems addressing women's and men's status and protection under the law;
- Public expenditure reflecting governments' explicit gender equality goals and targeting the delivery of high-quality services to all citizens;
- Structures and processes that ensure the effective participation of women in governance and political decision-making processes including women in critical numbers in key institutions, e.g. parliaments and local governments;
- Delivery of services in key sectors that enhance participatory and transparent decision-making, institutional accountability and responsiveness to both women's and men's specific needs.

2.2.2 Box 2 provides an example of the priority issues that may arise in efforts to achieve good governance. At this preparation stage of the governance programme design it must also involve an in-depth gender analysis through consultation with the potential stakeholders through field visits, focus group discussions and consultative workshops. The consultation process should strengthen the programme design by verifying that:

- **Objectives** clearly articulate gender constraints and issues to be addressed by the intended governance intervention;
- **Programme Intervention Areas** clearly spell the actions to address gender issues related to the achievement of identified objectives.
- **Results-based Logical framework** indicates:
  - The programme goal and objective on gender equality are linked to the specific MDGs and targets on eliminating gender inequalities by 2015;

- The gender equality objectives, targets and indicators are explicit, realistic and consistent with those of the gender equality indicators in the national governance reform strategy in the PRSPs and are time bound.

**BOX 3: The following issue areas suggest where the Bank can increase gender equality in Governance Interventions by proposing specific measures in the key areas within which the Bank addresses good governance which include: enhancing accountability, transparency, stakeholder participation, combating corruption and the creation of enabling legal and judicial frameworks:**

<p><b>Accountability</b></p> <ul style="list-style-type: none"> <li>• Parliamentary oversight of a gender balanced appointment of most senior positions in public office;</li> <li>• Measures to enhance access to financial services by both men and women as a key aspect of public enterprise development and privatization;</li> <li>• Mechanism to track resource allocations and expenditures to promote gender equality as an integral part of measures to strengthen the Medium Term Expenditure Framework and budget process.</li> <li>• Gender mainstreaming adopted as a requirement in Sector Strategies and National/Local Development Plans.</li> <li>• Promote the increased use of gender budgeting initiatives in its governance, economic and financial reforms programmes through RMC capacity building.</li> </ul> <p><b>Transparency</b></p> <ul style="list-style-type: none"> <li>• Mechanisms to scrutinise effectiveness of legislation on the promotion of gender equality as a key aspect of the information disclosure strategy;</li> <li>• Measures to report on government performance on promoting gender equality as an important aspect of auditing public accounts;</li> <li>• Legislation guaranteeing Freedom of Information.</li> </ul> <p><b>Combating Corruption</b></p> <ul style="list-style-type: none"> <li>• Special initiatives (e.g. sexual harassment strategy to cater for different needs for women vs. men) as a key aspect of the penal code on anti corruption beyond prosecution to investigation, civic education and corruption prevention such as whistle blowing;</li> <li>• Program of gender sensitization as part of efforts to set up and conduct civic education programmes on combating anti-corruption.</li> </ul>	<p><b>Stakeholder Participation</b></p> <ul style="list-style-type: none"> <li>• Adoption of an NGO Law to promote the development of a strong independent CSO and facilitate the development and effective functioning of NGOs;</li> <li>• Enactment of a decentralization policy to develop political, economic and administrative capacity to spearhead and coordinate development functions at the local levels;</li> <li>• Adoption of international treaties, protocols, conventions and declarations on rights, protection safeguard and engagement of women as part of the efforts to promote civil society visibility and participation in national development processes;</li> <li>• Support RMC governance and policy reform for strengthened gender mainstreaming in the national development process.</li> </ul> <p><b>Legal and Judicial Framework</b></p> <ul style="list-style-type: none"> <li>• Measures to promote gender equality and women’s empowerment as a key aspect of reforms to national legal and judicial legislations including the bills of rights providing civil and political rights recognized in international law.</li> <li>• Mechanisms promoting gender equality as part of labour laws enforcement of the International Convention on Labour Standards including abolition of forced labour and unequal remuneration and discrimination.</li> <li>• Integration of effective legal framework and judicial response for the protection of women, girls and boys in fragile states.</li> </ul>
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2.2.3 While preparing the programme preparation report, the most important aspect is to highlight gender issues chapter-by-chapter ensuring that all parts of the proposed governance intervention’s design are gender responsive and that gender mainstreaming does not appear to be an add-on.

## 2.3 Appraisal

2.3.1 The appraisal mission should at this stage ensure the mainstreaming of all gender issues throughout all possible entry points in the planned governance programme. This should be guided by the chapter-by-chapter gender checklist for mainstreaming gender issues in appraisal reports in format for Policy-Based lending Operations.<sup>1</sup>

### **Box 4: Design Requirements for Gender Sensitive Governance Programme Appraisal Reports**

- Specification of gender equality results goal in log frame
- Application of gender analysis
- Use of gender disaggregated data
- The statement of objectives with a gender focus
- Participation of women in designing the intervention
- Identification of specific actions to empower women
- Specification of gender sensitive impact indicators
- Dedicated project resources for gender issues in cost tables

**Table 1: Gender Checklist for Governance Interventions**

<b>Chapter 1: The Proposal</b>
<u>1.1 Proposal:</u> Determine whether a comprehensive gender analysis was part of the initial situation analysis conducted to determine the viability of the proposed governance programme design.
<b>Chapter II: Country and Program Context</b>
<u>2.1 Government overall development strategy and medium term reform priorities:</u> Determine the main gender dimensions of the current country development and sector strategies and the Bank Country Strategy Paper (CSP) (e.g. the gender dimensions defined in the country PRSP, Good Governance Reform Strategy and Bank CSP) that are part of the strategic thrust and rationale for planned governance reform support operation.
<u>2.2 Recent economic-social developments, perspectives, constraints and challenges:</u> Review whether analysis of gender equality issues is part of the overall situational analysis of the prevailing economic-social developments, constraints and challenges in the country.
<u>2.3 The Sector and Development Programme (For Sector budget support and/or Policy Based lending Programme):</u> Assess whether the gender actions under the proposed Bank operation are aligned to the other donor gender equality interventions for the governance interventions in the PRSP and MDGs Country Strategies.
<u>2.4 Bank Group Portfolio Status: The Sector and Development Programme (For Sector budget support):</u> Review whether lessons learnt from gender mainstreaming activities in previous Bank and other donors' governance reform interventions have been applied in the design of the proposed governance intervention.
<b>Chapter III – Rationale, Key Design Elements and Sustainability</b>
<u>3.1 Link with the CSP, Country Readiness Assessment and Analytical Works Underpinnings</u>
Link with CSP: Assess whether the activities to promote gender equality under the proposed Bank governance intervention are aligned to the gender issues outlined in the Country Strategy Paper (CSP).
<u>Country Readiness Assessment:</u> Determine whether the required prerequisite conditions of the proposed Bank governance programme include the adoption of a national gender action plan and establishment of a Ministry of Gender and/or Women's Affairs.

<sup>1</sup> Policy based lending programmes are the key instruments through which good governance is mainstreamed into Bank operations by intervention in key areas of focus that include: institutional support for macro-economic management and PRSPs; enhancing public accountability by improving fiscal reforms and financial management; supporting budgetary processes and strengthening aid and debt management capacity and strengthening institutional capacity of the judiciary, anti-corruption bodies, and legislatures to reinforce legal and judicial reforms. Support is also provided for public sector reforms, decentralization and local governance and to strengthen institutions of accountability.

Analytical Work Underpinnings: Review whether the Economic and Sector Work that provide the analytical underpinning of the Bank’s governance programme includes a robust gender analysis and strategy for gender mainstreaming in the key areas of financial management, procurement and the creation of an enabling environment for efficiency gains in programme management.

3.2 Collaboration and Coordination with other donors: Assess whether the donor collaboration and coordination under the proposed Bank governance programme includes the harmonization of support on the promotion of gender equality as a key aspect of good governance.

3.3 Outcomes of Past and On-Going Similar Operations and Lessons: Review whether lessons learnt from gender mainstreaming activities in previous Bank and other donors’ governance reform interventions have been applied in the design of the proposed intervention.

3.4 Relationship to ongoing Bank’s Operations: Determine whether the gender issues relating to the proposed governance programme will be effectively addressed by either targeted interventions or activities mainstreamed in other on-going operations.

3.5 Bank’s comparatives advantages: Determine what, if any, is the value added to promoting gender equality and the empowerment of women in the sector by the proposed Bank governance intervention, which would not be easily accomplished otherwise.

3.6 Application of Good Practice Principles on Conditionality: Determine whether any of the key actions designed to promote gender equality under the proposed Bank governance intervention should be stipulated as a condition for entry.

3.7 Application of Bank Group Non-Concessional Borrowing Policy: Assess whether the gender equality issues to be addressed under the proposed governance intervention could not be addressed through any other Bank lending instrument(s).

#### **Chapter IV: The Proposed Programme**

4.1 Programme’s Goal and Purpose: Ensure the integration of a gender equality perspective into the proposed governance programme objectives.

4.2 Programme’s Pillars, Operational Policy and Expected Results: Determine the policy actions undertaken by the government to address gender issues related to good governance and how these would affect its commitment to the proposed bank interventions.

4.3 Programme’s beneficiaries: Ensure the conduct of a comprehensive gender analysis of the potential target population of the proposed governance intervention to determine the key governance related legal, political and socio-economic characteristics such as level of participation in decision-making and political processes.

4.4 Impact on Gender: Assess whether the proposed Bank governance intervention would contribute positively or negatively to the promotions of gender equality and women’s empowerment and if not what mitigating measures need to be put in place.

#### **Chapter V: Implementation, Monitoring and Evaluation**

##### 5.1 Implementation Arrangements

**Responsible Institutions**: Define the specific gender equality requirements of the organizational structure of the Ministry of Finance and implementing partners which will be responsible for executing, monitoring and evaluating the programme activities including *disbursement, procurement and audit*.

##### 5.2. Monitoring and Evaluation Arrangements

**Responsible Institutions**: Ensure that there is a clearly defined institution or focal person with the implementation arrangements for the planned Bank Governance intervention for the monitoring and reporting channels related to the specific gender indicators in the results-based log frame.

**Monitoring and Evaluation**: Assess the capacity building needs of the Ministry of Finance to ensure effective monitoring and evaluation of gender equality activities under the planned governance reform support intervention.

<b>Chapter VI: Legal Instrument</b>
6.1 <u>Main Conditions of the Bank Funded Governance Reform Programme</u> : Assess whether there are any key features of the proposed gender mainstreaming strategy that need to be listed as conditions to loan and/or grant effectiveness.
6.2 Ensure that conditions for disbursement include gender specific actions outlined in the government PAF.
<b>Chapter VII: Risk Management</b>
7.1: <u>Risk Management</u> : Identify any of the potential risks in the context of the RMC’s PRSP/National Development Plan and Governance Reform Strategy that may affect the implementation and sustainability of the gender strategy in the proposed Bank governance intervention design.
<b>Chapter VIII: Recommendation</b>
8.1: <u>Recommendation</u> : Verify that the recommendation for the bank to fund the proposed governance programme includes a clear strategy to promote gender equality and women’s empowerment.
8.2: <u>Technical Annexes</u> : The task team will further ensure that the questions related to gender analysis as outlined in Technical Annex B (see policy based lending programme appraisal report format) are comprehensively addressed.

### 3. IMPLEMENTATION/ MONITORING/ SUPERVISION

#### 3.1 Implementation Arrangements

3.1.1 This stage of the design of a governance programme should facilitate the establishment of institutional arrangements and human resource capacity building within designated Ministry of Finance and other implementing partners. The objective of such a focus would be to ensure the effective execution of the activities to mainstream the gender dimensions defined in the proposed governance intervention as follows:

- Identify the institutions in the RMC that will be responsible for the implementation of the programme/project as a whole or specific individual programme activities;
- Specify the institution(s) that has overall responsibility for coordinating and monitoring the execution of the gender equality related activities of the proposed governance programme;
- Assess the capacity building needs for the Ministry of Finance and Programme Management Staff to create required competencies for effective implementation of the defined gender mainstreaming activities in programme components.

3.1.2 The proposed governance programme should ensure that the institutional arrangements proposed are gender responsive and have the capacity to implement the gender mainstreaming strategies and actions proposed in the programme. The programme would verify and propose support activities where necessary in the following areas:

- Support to gender responsive monitoring and evaluation with specific attention to capacity development in gender disaggregated statistics.
- Support government and donor review assessments to table specific gender related weaknesses in performance.

## 3.2 Monitoring and Supervision

3.2.1 This stage of the programme will focus on tracking progress with regards to achieving gender targets and objectives of the planned governance intervention.<sup>2</sup>. Further areas of focus are:

- Verifying that all data generated by the Bank supported governance

programme is disaggregated by gender and is gender sensitive and that it brings out a clear indication of the level of participation in the implementation and monitoring of its component activities.

- Ensuring the documentation of success/failure in achieving programme gender equality objectives, as well as lessons learnt which can be replicated or avoided in similar Bank supported governance programmes.
- Facilitating the conduct of a mid-term review to evaluate if gender programme goals and objectives are on course and to redesign the programme to address any serious challenges impeding the effective implementation of the gender strategy under the Bank supported governance intervention.

### **Box 5 Positive Impacts of Good Governance on Gender Equality**

- Ensuring that poor women and men's human rights and fundamental freedoms are respected and allowing them to live with dignity. Introducing inclusive and fair rules, institutions and practices governing social interactions to improve outreach to the vulnerable, such as poor men and women, youth and the older generations. Ensuring that women are equal partners with men in decision-making over development, use and access to technology, financing and other aspects of water management. Ensuring that the environmental and social needs of future generations are reflected in current policies and practices.

## 4. **COMPLETION REPORTS**

4.1 The project evaluation and completion reports (PCRs) should assess the extent to which the systems put in place through the programme design have contributed to the realization of its gender equality objectives as follows:

- Assess through a range of tools such as ensuring the presence of a gender expert on the PCR team, who can identify the extent to which gender equality objectives of the governance interventions within the project were met;
- Ensure that the Gender Helpdesk (GHD) is utilized as a PCR peer reviewer, as the GHD can serve as a tool for analyzing the programming, coordination, monitoring and evaluation of governance initiatives with a gender lens ;
- Ensure that a criterion is established within the PCR format that is gender specific and which the PCR has to meet to enable the assessment of whether gender was properly mainstreamed in the project.

### **Box 6: Gender Issues in a Governance Programme Completion Report**

- Evaluate programme progress in achieving gender equality objectives.
- Evaluate the effectiveness of the adopted gender strategy.
- Evaluate impact of the programme on beneficiaries.
- List lessons learnt, identify key areas that influence programme success or failure and document best practices.

<sup>2</sup> Timely monitoring of gender sensitive activities and targets and taking remedial action, where necessary, will determine the success of the programme. To ensure this aspect is on-track, the task team will verify that all reporting formats of the programme are gender responsive and this is to be agreed upon during the launching mission

## Annex 1: Glossary of Gender Terminology

**Gender:** refers to the social definition given to being either female or male in a society. It may also be defined as the economic, social, political and cultural attributes and opportunities associated with being male or female.

**Gender Analysis:** is a way of looking at socio-economic and political situations to identify underlying factors related to gender that can enhance or inhibit efficacious development interventions.

**Gender Awareness:** refers to the recognition of the differences in the interests, needs and roles of women and men in society and how this results in differences in power, status and privilege. It also signifies the ability to identify problems arising from gender inequality and discrimination.

**Gender-disaggregated data:** relates to the collection and analysis of results by gender (i.e. data on the social status and socio-economic roles of men and women or data based on the biological characteristics of men and women).

**Gender Concern/Issues:** arise where an instance of gender inequality is recognized as unjust. The fact that women have a higher rate of illiteracy than men is a gender concern and would need to be taken into account in a project that requires literacy skills.

**Gender Discrimination:** proving differential treatment to individuals on the grounds of their gender. This involves systematic and structural discrimination against women in the distribution of income, access to resources and participation in decision-making.

**Gender Division of Labour:** societal pattern where women are allotted one set of gender roles and men another. This division is not based on skill, but on the basis of sex.

**Gender Equality:** in the Governance Sector is taken to concern fairness and justice in women's access to and benefits from their involvement in decision-making and representations within the government where they can actively participate in decision-making, this may include important qualitative as well as quantitative dimensions.

**Gender Mainstreaming:** a process of identifying, taking full account of integrating the needs and interests of women and men into policies, strategies, programs and administrative and financial activities.

**Gender Perspective:** scrutinizes the problems/constraints, needs, interests and their relative significance from the standpoint of either women or men.

**Gender Planning:** the formulation of specific strategies, which aim to provide equal opportunities and benefits for both men and women.

**Gender sensitivity:** is the capacity to recognize the needs and constraints faced by women and men as well as their interests and perceptions in relation to the difference in their social status.

**Gender-sensitivity indicator:** refers to a figure, fact or perception aimed at indicating the degree and level to which a program or project attains its set objectives and succeeds in improving gender equity.

**Gender-specific needs, interests and priorities:** refers to the fact that women and men have different roles and responsibilities, they also have different needs in order to fulfil them and they afford differing priorities to their needs.

**Empowerment:** means by which one achieves control over one's life through expanded choices. This encompasses self sufficiency, self confidence and is inherently linked to knowledge and voice.

## Annex 2: Some Key Elements for Gender Analysis

**Gender analysis:** A thorough gender analysis is a critical starting point for any governance intervention that aims to be gender sensitive. It facilitates the gathering of qualitative and quantitative data to determine the *gender bias* and *discrimination* against the empowerment of women to the achievement of gender equality in governance reforms. This includes the different roles that men and women perform and how that leads to males and females having different experiences, knowledge, needs, access to and control over resources, political and decision-making processes.

**Identification of Key Stakeholders:** An important factor in conducting an effective gender analysis for the education sector is the issue of involvement and ownership. This is because close cooperation between many players both inside and outside the sector, both horizontally and vertically, is an essential characteristic for any gender mainstreaming that is going to achieve results in practice. In this regard, an interesting issue, which often attracts insufficient attention in gender analysis for governance reform interventions, is that of the identification of key stakeholder groups involved. The question must be addressed on how to ensure that the views and information needs of these groups must be incorporated into the definition of the design for the planned reform programme. The following are some of the key factors to be considered:

- (i) The major groups inside and outside the community who have an interest in the project?
- (ii) The main areas of interest/concern for each group?
- (iii) The issues with regard to governance programmes on which there is reasonable degree of consensus?
- (iv) The issues and the priority areas of concern that are specific to each of the stakeholder groups, and in particular women.

**Stakeholder Analysis:** As noted above stakeholder analysis is critical in a governance project as it identifies the interest of all the identified stakeholders and importance of their role and influence on the proposed governance programme. Most important stakeholder analysis also develops ways to involve them in the consultation and participation process such as selection, preparation, implementation and monitoring of the project. An effective stakeholder analysis must involve all key stakeholders and partners proactively, including all key institutions at the key levels of the national governance structures including women's machineries; politicians and core government ministries of strategic importance for the achievement of gender equality objectives. In order to ensure that women's and men's needs, priorities and constraints with regard to good governance at all key levels are taken into account, the range of their different views and needs should be identified and adequately represented. This should also take into account that different groups of women and men in the potential target groups and institutions may have different needs.

**Institutional Analysis:** This requires a comprehensive analysis of the institutional capacity and the risks in successful and timely implementation of the project and the development of appropriate institutional arrangements to strengthen capacity and minimize risks. This task involves a careful review of the existing institutional arrangements for the delivery of various services to identify their strength and weakness. This should involve the assessment of likely risks both internal and external to the project in terms of lack of commitment to project goals on gender mainstreaming and insufficient capacity to achieve the project gender objectives. Based on the identified risks and institutional weaknesses, measures including the establishment of

appropriate institutional arrangements and capacity building activities should be proposed to address the identified weaknesses in consultation with the key stakeholders.

A gender institutional analysis for a governance reform intervention should also review the quality, skills and commitment of the policy makers, administrators and technical experts in the Ministry of Finance and other relevant implementing institutions. Most importantly, this will determine whether there are any training activities being undertaken by the RMC for both the administrators and technical experts to raise their awareness on gender issues.

The institutional analysis should also assess whether the organizational setting has the capacity to fulfil their mandates in gender mainstreaming. It is also critical that the institutional analysis assesses whether the way in which the institutional set up envisaged governance reform programme takes into account the different needs of women and men and is not an obstacle to implementing strategies aimed at achieving gender equality in planned governance intervention.

**Participatory Approach:** Experience in a variety of contexts within governance reform programmes suggest that unless specific steps are taken to ensure the equal participation of men and women, women are often excluded. As a result, projects fail to benefit from women's contributions and fail to meet the particular needs and interests of women. A number of techniques are often used in gender sensitive participatory approaches in the context of governance reform programmes including the following:

- **Conversational Interviews** promoting free expression on issues identified by the stakeholders, particularly females, in the potential target groups on a one to one basis or in groups on a number of themes or topics directly related to a planned governance intervention.
- **Focus Group Discussions** facilitate the collection of data from a larger sample of the stakeholders in both male and female groups at one time.
- **Direct Observation notes taking into account the** behaviour traits and patterns and other notable events in relation to the identified stakeholders in the context of the proposed governance intervention.
- **Participant Observation facilitates the** understanding of people's motivations, perceptions and attitudes towards the planned governance project to determine their preferences as well as their constraints and incentives in participating in the proposed governance interventions.
- **Needs Assessment** extracts information about people's needs, raises participants' awareness of pertinent governance issues and provides a framework for prioritizing needs including the different needs of women and men which may change seasonally and at different life stages.
- **Mapping** generates baseline data using visual aids and through participatory discussions defines priorities and aspirations for a planned governance intervention by the various defined key stakeholders.
- **Socio-economic Surveys** collect both quantitative and qualitative socio-economic data with the potential target population including demographic characteristics, forms of livelihood and access to social services.

## Annex 3: Gender Budgeting Tools

The following provides information on Gender Budgeting. Gender budgeting is the method of examining policies from a gender lens and then analyzing budgets to ascertain intervention areas. Budgets in RMCs are tools which provide the planning paradigm and thus can promote effective policy development and gender equality. Gender budgeting is linked to gender mainstreaming and policy based funding, this box describes the concrete measures that can be conducted when addressing gender budgeting within Bank interventions.

Adapted from Walby, Silvia. Lancaster University. 2006. *Gender Budgeting: What it is. How to do it. Why to do it.*

### What is Gender Budgeting?

- Gender budgeting is the application of gender mainstreaming to the distribution of financial resources;
- Gender budgeting is not a special or separate budget for women;
- Gender budgeting is a process of disaggregating budgets by gender to discover the extent to which policies that have gendered implications are differentially funded.

### Its importance?

- To assess the extent to which economic and financial resources are allocated in gender equal or unequal ways;
- To facilitate the application of gender equality policies, via a financial 'lens';
- To improve financial management by increasing transparency (OECD);
- To increase efficiency in distribution of funds to achieve policy goals.

### Where is Gender Budgeting found?

- Usually governmental finance, but not necessarily so limited;
- Could be applied to:
  - Any budget for which any Committee is responsible;
  - Any distribution of financial resources;
  - Assessment of new regulations.

### How can Gender Budgeting be done?

- Policy goal? (Is it engendered?)
- What activities might be subsidized (financially aided) to encourage policy goal?
- Identify the beneficiaries (owners, workers, and consumers)?
- What is the gender composition of the beneficiaries?
- Who financially benefits and by how much?
- Calculate gender distribution of subsidies.
- Consider if gender implications are desirable.

### Example: Gender Budgeting and Regulations

- Identify Regulations
- Do they have cost implications for any group?
- What is the gender composition of winners and losers?
- Calculate gender distribution of financial gains and losses.

### Process of Gender Budgeting

- Combine technical instruments and gender-balance in decision-making;
- Tools, information, expertise
  - Are clearly identified gendered policy objectives with targets and measurable indicators.
- Gender disaggregated statistics
  - Gender composition of beneficiaries and losers
  - Gender disaggregated financial implications on women
- Women's representation in decision -making

### Gender Disaggregated Financial Statistics

- Indicators depend upon robust data and clear policy goals
  - Quantitative Data
- Statistics need to be 'gender disaggregated'
- Meaningful disaggregation, with policy relevant presentation
- Gender composition of activities
- Gendered financial statistics

### Consultation and participation

- Importance of consultation and participation
- Provides expertise
- Provides democratic accountability
- Gender budgeting mainstreaming is quite new, but gendered civil society has much expertise

### Example of direct and indirect taxation

- Direct taxation i.e. income tax, the more income the more tax paid (per person, richer people pay more total tax than poor people, 'progressive'). More men than women have higher incomes
- Indirect taxation i.e. Value Added Tax, proportionate to expenditure. Process is not 'progressive'; difference between contribution of rich and poor is smaller.
- Men do better from VAT; whereas women do better from income tax ('Purse/wallet').

The budgetary process currently existing in Africa provides a good entry point for engendering budgets, particularly through the Medium Term Expenditure Framework (MTEF). Thus the following action steps used in conjunction with the gender budgeting tools, found below, provide the framework to assist RMCs to mainstream gender into their various sector ministries budgets:

- Analyze gender disaggregated data to ascertain the situation of men and women, girls and boys (i.e. rural/urban or age specific) within a sector (i.e. agricultural, water and sanitation or education). This will ascertain the **needs/client analysis** in budget terms.
- Assess sectoral policy, programmes, and projects in terms of their gender-responsiveness. This will ascertain the **policy/programme** in budget terms.
- Assess whether adequate financial and other resources are allocated to effectively implement gender sensitive policies. This will ascertain **inputs** in budget terms.
- Monitor whether the expenditure allocated is spent as planned. This will ascertain **outputs** in budget terms.
- Assess whether the policy and associated expenditure have promoted gender equity as planned, and changed the situation described at the “needs/client analysis” level. This will ascertain the **impacts** in budget terms.

### Gender Budgeting Entry Points

- Gender-disaggregated Beneficiary Assessment: this approach aims to collect and analyze the opinions of men and women on the extent to which public service delivery and expenditure priorities reflect their priorities.
- Gender-Aware Policy Appraisal: this technique enables an assessment of the policies in place to establish whether they increase, decrease, or are neutral in affecting the degree and pattern of gender differences. It is made on an implicit or explicit understanding that policies underlie budget appropriations.
- Gender-Aware budget Statement: this is to demonstrate the expected implications of the spending estimates in addressing issues of gender inequality in terms of total and sectoral expenditure.
- Gender-Aware Medium Term Macroeconomic Policy Framework: the primary objective of this tool is to create a medium term macroeconomic policy framework incorporating women’s and men’s different roles in the economic activity.
- Gender-Disaggregated Tax Incidence Analysis: the purpose here is to evaluate the differential impacts of taxes on women and men in terms of sharing tax burdens and influencing consumption preferences.
- Gender-Disaggregated Public Expenditure Benefit Incidence Analysis: in generalized terms it aims at analyzing the extent to which men and women, girls and boys, benefit from expenditure on publicly provided services.

Diop, Ngone. CODESRIA 2005. *Gender Budgeting for African Development*.