



Canadian International
Development Agency

Agence canadienne de
développement international

ACCELERATING CHANGE

RESOURCES FOR GENDER MAINSTREAMING

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Acronyms and Abbreviations

AOB	Allocation of Business
BAPPENAS	National Planning Board
CBOs	Community-Based Organizations
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CSC	Civil Service Commission
DBM	Department of Budget and Management
DILG	Department of Interior and Local Government
GAA	General Appropriations Act
GAD	Gender and Development
GAP	Gender Analysis Pathway
GBA	Gender-Based Analysis
GBHN	Broad Guidelines for State Policy
GIA	Gender Impact Assessment
GIAF	Gender Impact Analysis Framework
GMEF	Gender Mainstreaming Evaluation Framework
LGUs	Local Government Units
LIPPI	National Science Research Institute
MPR	People's Consultative Assembly
MTPDP	Medium Term Philippine Development Plan
MWE	Ministry for Women's Empowerment
MWCA	Ministry of Women's and Children's Affairs
NAP	National Action Plan
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
NROs	NEDA Regional Offices
NWM	National Women's Machineries
PDPW	Philippine Development Plan for Women
PFA	Beijing Platform for Action
PPGD	Philippine Plan for Gender-Responsive Development
WID	Women in Development

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You are welcome to copy all or part of this manual for training and awareness raising, although citation of the source would be appreciated.

Table of Contents

Chapter 1	Gender Mainstreaming: Central Concepts and Definitions	2
	Sharing Experiences and Building on Lessons Learned: International Technical Workshop on Gender Mainstreaming	
	Gender Perspectives in Development: The Historical Context	
	Gender Mainstreaming	
	Capacity Development for Gender Mainstreaming	
	Enabling Factors for Gender Mainstreaming	
	Key Components of Gender Mainstreaming	
	What to Expect in the Way of Success	
Chapter 2	Structure, Mandate and Role of National Women's Machineries	11
	Defining National Women's Machineries	
	Speaking from Experience	
	Tactical Challenges	
	Adding Value to Government Practice: Looking at the Contributions of NWMs	
	Indicators of Value Added and Progress Towards Gender Equality	
Chapter 3	Linkages within Government for Change	20
	The Importance of Building Linkages	
	Linkages with Whom?	
	Role of Focal Points	
	Key Elements of Successful Linking	
	Linkage at Different Levels of the GM Process: Some Practical Examples	
	Factors that Hinder Effective Linkages	
	Value Added to Government Practice by Gender Mainstreaming Linkages	
Chapter 4	Tools for Gender Mainstreaming	30
	Different Tools for Different Jobs	
	Enabling Tools	
	Technical Tools	
	Gender Mainstreaming Tools: Factors Contributing to Success	
	Dissemination of Gender Mainstreaming Tools and Training	

Chapter 5	NWMs in the Mainstream	39
	Reaching Beyond Government	
	Private Sector	
	Religious Sector	
	Academic Sector	
	Cause-Oriented and Advocacy Groups	
	Working with Government is Not Enough	
Chapter 6	Capacity Development For Gender Mainstreaming	44
	Individuals	
	Organizations	
	Systems	
	Concluding Comments	
Appendix 1	The Gender Analysis Pathway (GAP)	47
Appendix 2	List of Workshop Participants	48
Appendix 3	Gender Mainstreaming Resources	51

Accelerating Change: Resources for Gender Mainstreaming

This manual is the tangible resource that emerged from the proceedings of the Technical Workshop on Gender Mainstreaming, Sanur, Indonesia, February 20-25, 2000. It is the result of a collaborative process that drew upon the collective expertise and lessons learned by the workshop participants in their work towards gender equality.

Both the workshop and production of this manual were funded by CIDA, Asia Branch. Neither the workshop nor the manual would have succeeded without the contributions of the participants and their organizations. The participants came from the Women Support Project II (WSP II) and the Government of Indonesia; the Policy Leadership and Advocacy for Gender Equality (PLAGE) project and the Government of Bangladesh; the National Commission for the Role of Filipino Women (NCRFW) and the Government of the Philippines; the South East Asia Gender Equality Project (SEAGEP), Strategic Policy Planning Division of Asia Branch–CIDA and Status of Women Canada.

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Gender Mainstreaming: Central Concepts and Definitions

Defining Common Themes

The importance of gender mainstreaming has been widely discussed since governments committed to the concept in the Beijing Platform for Action in 1995. In recent years it has become generally accepted that gender equality is a prerequisite for, rather than a result of, sustainable human development. Gender mainstreaming is an essential strategy not only for attaining gender equality, but also for the sustainable development of societies as a whole.

Since the Fourth UN World Conference on Women in Beijing, national women's machineries (NWMs) around the globe have been grappling with the complex task of turning concepts into reality. To implement gender mainstreaming strategies, they have often had to redefine both themselves and their roles, structures and mandates within their communities and governments. Change, of course, can often be a lonely challenge. As a result, individuals pursuing the common goal of gender equality at great distances from one another have called for a better means to exchange information internationally, so as to learn from one another's successes and failures and to share best practices more broadly.

What works, what does not, where do we go from here?

Sharing Experiences and Building on Lessons Learned: International Technical Workshop on Gender Mainstreaming

The Canadian International Development Agency (CIDA), Asia Branch, is currently working with its partners to help strengthen the gender mainstreaming capacities of NWMs in Bangladesh, the Philippines and Indonesia. The common goal in each of these three countries is to change planning structures so that gender considerations are integrated in government policies and programs. While these countries' NWMs share a common goal, their situations and the challenges they face may vary considerably.

The Technical Workshop on Gender Mainstreaming, which took place in Sanur, Indonesia under CIDA's auspices (February 20-25, 2000), promoted a sharing of insights gained within the different cultural, socio-economic and political contexts of Bangladesh, the Philippines and Indonesia. Canadian delegates also participated and shared some of the lessons they have learned. The theme was; what works, what does not and where do we go from here. The workshop focused on capacity development. The participants were provided with the opportunity to both teach and learn.

Working groups were supported by broader plenary presentations and debates. The goal was to create a week-long dialogue, where successes and failures could be discussed in a safe and productive context. The emphasis was on gaining insights that might lead to tactical practices for success, rather than exchanging theories and ideology.

Workshop Objectives

The primary objectives of the workshop were as follows.

- To exchange strategies, examine activities and explore experiences
- To identify current challenges and opportunities with regard to the institutional structures, strategic linkages and tools that are essential to gender mainstreaming efforts
- To record achievements, document lessons and detail best practices for the purpose of sharing them outside the workshop

This manual is a tangible resource emerging from the workshop. It is an attempt to capture many of the lessons learned during that very exciting week in Indonesia, and to reflect the depth and breadth of experience that participants brought to the table. The manual is intended to be a practical resource for those engaged in mainstreaming gender equality in a variety of contexts. It should not be taken as a universal blueprint for action but rather, as a toolkit of concepts, insights, frameworks and strategies drawn from the exchanges at the workshop. Most of these will have to be tailored to suit a particular socio-cultural, economic and political context. One of the most important realizations to emerge from the workshop was that there is no right answer that will apply to every society. Nevertheless, sharing successes, failures, and all those experiences that have fallen in between, will lead to the strengthening of capacities for those engaged in the pursuit of gender mainstreaming wherever the manual is read.

Key Concepts Related to Gender Mainstreaming

Sex, gender, gender equity, equality, gender integration, women in development (WID), gender and development (GAD) and capacity development are all terms that have become common in international discourse regarding gender mainstreaming. However, there continues to be much confusion and debate surrounding their meanings. In different contexts and at different times each may represent different ideological stances and may be used to identify a variety of practices. Thus, it is important at the outset of this manual to establish a common understanding of concepts related to gender mainstreaming from which we can proceed with an in-depth and practical discussion. The following definitions are sourced from international agreements and documents (e.g., United Nations, Commonwealth and CIDA) and are simply presented to provide clarity and facilitate the use of the manual without getting mired in theoretical and sometimes abstract debates.

Sex identifies the biological differences between women and men and is genetically determined. Only a very small proportion of the differences in roles assigned to men and women can be attributed to biological or physical differences based on sex. For example, pregnancy, childbirth and differences in physiology can be attributed to sex-related characteristics.

Gender refers to the socially determined differences between women and men, such as roles, attitudes, behaviour and values. Gender roles are learned and vary across cultures and over time; they are thus amenable to change. Gender is a relational term that includes both women and men. Gender equality focuses on changes for both women and men.

Gender Equity is the process of being fair to both men and women. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity can be understood as the means, where equality is the end. Equity leads to equality.

Gender Equality means that women and men enjoy the same status within a society. It does not mean that men and women are the same, but rather that their similarities and differences are recognized and equally valued. Gender equality means that women and men experience equal conditions for realizing their full human rights, and have the opportunity to contribute to and benefit from national, political, economic, social and cultural development.

Gender Analysis is a process to assess the differential impact of proposed or existing policies, programs, projects and legislation on men and women. Gender analysis recognizes that the realities of men's and women's lives are different, and that equal opportunity does not necessarily mean equal results.

Systemic Discrimination is caused by policies and practices that are built into systems and that have the effect of excluding women and minorities. Although it may not exclude all members of a group, it will have a more serious effect on one group than on others. The remedy often requires affirmative measures to change systems.

Women in Development (WID) is an approach that emerged in the 1970s, with the goal of integrating women more fully into the development process. It includes strategies such as women-only projects and credit and training projects for women.

The Gender and Development (GAD) approach was developed in the 1980s in response to perceived failings of the WID approach. Rather than focusing exclusively on women, this approach is concerned with relations between women and men. It challenges unequal decision-making and power relations between not only men and women, but also between rich and poor.

Gender Responsiveness entails consistent and systematic attention to the differences between women and men in society with a view to addressing structural constraints to gender equality.

Women-specific approach refers to initiatives that target women or girls exclusively. These initiatives tend to have an explicit objective to meet practical or strategic needs of women that are not always addressed through the integrated approach. Such activities are often valuable development investments, especially where they will be catalytic, innovative or strategic, or where they remedy a particularly urgent gender inequity. They are justified as being necessary to overcome gender-blindness that has in the past excluded women from the benefits of development.

WID to
GAD to
Gender
Mainstreaming

Gender Perspectives in Development: The Historical Context

There has been a progressive evolution of perspectives, definitions, and approaches to achieving equality for women since the UN Conference on Women in Nairobi in 1975. In those early days, much of the concern was over women's "issues" and women's "access and opportunity". The women in development (WID) approach focused on how women could better be integrated into existing development initiatives. It largely promoted women's participation as beneficiaries, rather than agents of development. But because the WID approach was perceived to be of relevance to women only, many social, economic, political and cultural issues were viewed either in isolation or as separate issues. This often had the effect of marginalizing women in government decision-making.

As a result of research and experience with WID, a growing awareness emerged in the early 1990s that barriers to equality are for the most part socially constructed, maintained by a complex array of historical, ideological, cultural, economic and religious influences. These barriers are often firmly entrenched and difficult to change. But there is a healthy body of evidence beginning to mount that shows they are not impossible to change.

Women's inequality is usually the result of a combination of factors (social, economic, political, and cultural) that impact differently upon the lives of women and men. It became evident that a new paradigm was needed to frame and explain the relationship between women and men in various societies, and to develop strategies for change that take these relationships into account. The recent gender and development (GAD) approach recognizes:

- That gender is not a "women's issue" but a relational issue
- That women and men have different and special needs
- That women cannot be treated as a homogeneous group
- That women tend to be disadvantaged relative to men
- That the nature of inequality is often systemic and structural
- That gender differences can also result in men being disadvantaged*

There have been countless discussions about the differences between WID and GAD, and the pros and cons of each approach. Analysis of these discussions should show that the approaches can be complementary, rather than contradictory. It is important for individuals and organizations to avoid getting trapped in semantics, and to get on with developing approaches that combine sound strategies to achieve gender equality.

Gender equality issues must be approached with a multi-dimensional understanding that reflects the complexities of people's lives, and which will allow a cross-section of people to contribute to change. To be effective, gender analysis must make a practical contribution toward explaining the differences in men's and women's lives and helping to produce policies and programs that reduce inequalities.

Challenging the
Status
Quo

Gender Mainstreaming

Gender mainstreaming incorporates a GAD perspective. It aims to look more comprehensively at the relationships between men and women in their access to and control over resources, decision making, and benefits and rewards within a particular system. That system may be an organization, a government or an entire society.

What is the Mainstream?

The mainstream refers to an inter-related set of dominant ideas, values, practices, institutions and organizations that determine "who gets what" within a society. The ideas and practices within the mainstream tend to reflect and reinforce each other and thus provide a rationale for any given allocation of societal resources and opportunities (Schalkwyk, et al, 1996).

Being part of the mainstream means that women and men have *equitable access* to resources, including opportunities and rewards. It implies *equal participation* in influencing what is valued in shaping options within society. Becoming part of the mainstream means sharing equitably in the benefits of development. Becoming part of the mainstream offers the opportunity to influence who does what in a society, who owns (and can own) what, who has access to jobs and income, who controls the society's resources and institutions, who makes decisions, who sets priorities.

* GAD definitions taken from: *Gender Mainstreaming in Development Planning: A Reference Manual for Government and Other Stakeholders*, Commonwealth Secretariat, United Kingdom, June 1999.

Changing Attitudes

Gender mainstreaming requires gender-responsive public policy. When gender equality considerations are incorporated into policy-making, the concerns and needs of both women and men become integral parts of the design, implementation, monitoring and evaluation of policies and programs in all sectors of society. Mainstreaming is more than an "add women and stir" approach to policy making. It goes beyond requiring an equal mix of men and women in the decision-making process. Equal participation is important, but an awareness of the changes that will be needed to make women full functioning partners in the development process is just as important.

Gender mainstreaming often involves challenging the status quo. It will mean changing policies and institutions so that they actively promote gender equality. It will involve adjustments to the attitudes of individuals, organizations and systems. It is a transformative process that involves rethinking social values and development goals. In the end, the fairness, justice and intelligent use of resources inherent in gender mainstreaming must permeate all aspects of a community if that community is going to realize its full potential. Gender mainstreaming must therefore be understood as a complex, multi-dimensional and long-term process that focuses on the needs of both women and men in order to achieve the optimal development of their society.

Gender mainstreaming

- Gender mainstreaming is a process or a strategy to work toward the goal of gender equality. It is not an end in itself.
- It is an approach to governance that makes men's and women's concerns and experiences an integral part of the design, implementation, monitoring and evaluation of policies and programs in all sectors of society.
- It involves changing policies and institutions so that they actively promote gender equality.
- It is a long-term, transformative process that involves rethinking socio-cultural values and development goals.

Why is gender mainstreaming important?

Gender mainstreaming is an important aspect of good governance. It seeks to ensure that institutions, policies and programs respond to the needs and interests of women as well as men, and distribute benefits equitably between women and men. It contributes to social, economic and cultural progress. It leads to greater fairness, equity and justice for women and men, thus enhancing the accountability of governments to achieve results for all citizens.

An end to women-specific programs?

A move toward gender mainstreaming may not mean a move away from women-specific programs. Special measures or women-specific activities may also be necessary to address gender inequalities. For example, projects that provide opportunities to women entrepreneurs, such as education and training to increase their access to income and resources, will continue to be critical to women in societies in which these opportunities have not been generally available. Governments will continue to target women with specific development projects. That is not inconsistent with the overall focus of an NWM working to ensure that both men and women understand what changes need to be made to ensure that both groups operate in, and benefit from, the mainstream, and that they work together to implement those changes.

How?
And Whose?

Capacity Development for Gender Mainstreaming

Central to the workshop, and to gender mainstreaming efforts more broadly, is the concept of capacity development. But what does capacity mean? What does capacity development involve? And, whose capacity needs to be developed for more effective gender mainstreaming?

Capacity is simply the wherewithal to function. Increases in capacity generally translate into an improved ability to function. Individuals have capacity. Organizations have capacity. Systems and entire societies have capacity.

The capacity of an organization or a system is usually measured by focusing on attributes such as decision-making ability, leadership, service delivery, accountability, transparency, financial management, ability to learn and adapt, pride and motivation, organizational integrity, and so on. Upgraded individuals can enhance the capacity of a system. And upgraded systems can enhance the capacities of individuals.

Capacity development for gender mainstreaming involves strengthening technical skills and undergoing attitudinal change.

Capacity development is a long-term process of change.

Capacity development takes place on different levels:

- Individuals
- Organizations
- Systems

Capacity development involves individuals performing different functions:

- Leaders
- Planners
- Implementers
- Researchers
- Analysts
- Trainers
- Academics
- Negotiators
- Citizens

Supporting
the process

Enabling Factors for Gender Mainstreaming

Some delegates to the workshop emphasized that gender mainstreaming cannot take hold without a number of "preconditions" in place. Others countered that if NWMs wait for too many of these preconditions to be in place, mainstreaming strategies will never get off the ground. A consensus was reached based on their experiences, and a number of enabling factors critical to gender mainstreaming were agreed upon.

Political Will and Leadership

Understanding and commitment from authorities is obviously crucial to creating an enabling environment for the implementation of gender mainstreaming. Formal acknowledgement from political leaders that gender equality is an essential component of sustainable development is a starting point.

Policy Framework

Without a formal policy in place, such as a specific gender equality policy, plan or statement, success will often be hit and miss. This policy should clearly articulate the government's commitment to gender equality and identify the broad mechanisms

it will use to pursue this goal. A policy framework may also include international commitments, such as ratification of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), or commitment to implement the Beijing Platform for Action.

Government Structures, Mechanisms and Processes

The workings of government should be consistent with the goals of gender mainstreaming and contribute to the integration of gender perspectives within government processes. These include planning, priority setting, resource allocation, implementation, monitoring and evaluation. Governments should recognize national women's machineries as advocates and expect them to provide leadership in gender mainstreaming, gender analysis, co-ordination and monitoring.

Sufficient Resources

Without sufficient allocation of resources, any official commitment to gender mainstreaming will not amount to much more than lip service. Resources must be allocated to support the structures and practices required for mainstreaming activities. National budgeting bodies must allocate sufficient resources to NWMs, and other agencies, to engage in gender analysis and gender responsive planning and implementation.

Sex-disaggregated Data and Information Systems

Evidence must be gathered to document the differences in circumstances and opportunities between women and men and to provide the basis for policy and program development and evaluation.

Tools and Knowledge for Gender Analysis

Policy makers and planners must have access to tools to conduct gender analysis in order to effectively develop gender mainstreaming strategies. They must also have the skills to use these tools effectively.

Adequate Motivation

Mainstreaming requires that individuals working within government sectors are not only given the opportunity to develop new skills and take on new responsibilities, but have the motivation to do so. There needs to be encouragement and incentives for both male and female government employees participating in the process.

Demand from Civil Society

Although government agencies such as a national women's machinery may provide the initial impetus for gender mainstreaming activities, these strategies will not be effective or sustainable if individuals and groups within a society do not understand the importance of the change being sought. Civil society has an important role to play in motivating government to fulfill its commitment to gender mainstreaming

These enabling factors are dynamic and often interdependent. Sufficient resources to engage in gender-based analysis and to collect sex-disaggregated data may require legislation or policy changes to reallocate government resources. At the same time, such legislation may require a critical mass of demand from civil society before it can be passed. Political will and commitment will ebb and flow over time. Governments will change and social priorities will shift, resulting in different opportunities and challenges to national women's machineries and their mainstreaming efforts at different times. Adaptability will be crucial. It is important that mainstreaming strategies remain focused on the goal of institutionalizing gender equality, but it is also important that participants combine an iterative determination with an agility to respond to changing circumstances.

Key Components of Gender Mainstreaming

As was stated earlier, there is no blueprint or "right way" to engage in gender mainstreaming. However, some key elements have been identified that are required to successfully implement a mainstreaming strategy. These include:

- Sex disaggregated data and statistics
- Skills and opportunities to carry out gender analysis
- Effective monitoring and evaluation systems and tools
- National/sub-national/local structures with clearly defined roles for leadership and support to gender mainstreaming
- Effective communication, networks and linkages
- A skilled human resource base
- Civil society participation

What to Expect in the Way of Success

Even when gender mainstreaming is helping to transform a society, the results can be difficult to identify and track. If the goal of gender mainstreaming is gender equality, what are the signs that mark progress towards this goal? The long-term changes that mark increases in equality can be defined as developmental results and might include:

- Women's increased access to and control over a society's development resources and opportunities
- Reduction in poverty for both women and men assessed through several different indicators associated with areas where significant gender gaps exist (e.g. health, incomes within households)
- More equitable participation in decision-making concerning allocation of development resources that might produce results such as improved health service delivery or better access to water in urban slum areas
- Improved media images of women's roles in relationships and society, promoting women as individuals with full human rights and discouraging intolerance and violence against women

Gender mainstreaming is a process to work towards the goal of gender equality. This process involves promoting the enabling factors identified above. It is important to show successes in creating an enabling environment for gender mainstreaming in concrete and substantive ways. This makes it possible to assess where progress is being achieved and where gaps remain.

These types of process results can be defined as operational and might include:

- The emergence of committed gender-sensitive leaders, planners and implementers, both male and female, applying gender analysis to their work on a regular basis
- Adoption of institutional mechanisms promoting gender mainstreaming, such as a formal government policy framework which advocates gender equality
- Identification of gender focal points in various government ministries with the capacity to provide leadership and accountability
- The provision of adequate resources for the collection and analysis of sex-disaggregated data, particularly to track impacts of policies and programming
- Putting mechanisms in place to facilitate regular consultation and validation of policy decisions with civil society groups and organizations promoting gender equality

The identification of results that demonstrate progress should be developed for each specific case. Dependence on results that are too generic, or associated with changes that take several generations to achieve, can be counter-productive. Evidence of operational progress will help sustain movement toward goals. Evidence of developmental results will solidify support on the premise that gender mainstreaming helps optimize social and economic development. In both cases, a body of evidence will grow.

Boosted by insights gained at the Technical Workshop on Gender Mainstreaming, the following chapters will look at the process of gender mainstreaming as well as the institutional mechanisms, linkages and tools that it requires to be successful as a strategy for achieving gender equality.

2 Structure, Mandate and Role of National Women's Machineries

Historically, national women's machineries (NWMs) or women's ministries have been understood as the primary providers of women-specific programming. It was these machineries that were responsible for identifying and addressing inequalities between men and women by providing women with special programs and resources. With the ideological and practical shifts from welfare-oriented, women-specific programming to gender-responsive programming, the structures, mandates and roles of NWMs have also shifted. This shift has proven to be a challenge for many NWMs, but it is a challenge that needs to be met. Redefining and reorganizing these organizations is essential to their ability to be effective advocates for gender mainstreaming and equality.

NWMs from different countries come in many different shapes and sizes. They may comprise several organizations, or just one. They vary in degrees of power and have access to different resources. There is no single best model, but there are some key elements that are important in establishing an effective NWM. It is these elements that will be explored throughout this section.

Policy advocate
and catalyst

Defining National Women's Machineries

Broadly defined, a national women's machinery is the organization recognized by a national government as a country's primary body, or system of bodies, dealing with the promotion of gender equality. It is the "central policy co-ordinating unit inside government" responsible for "supporting government wide mainstreaming of a gender equality perspective in all policy areas" (Beijing Platform for Action, 1995). NWMs are the primary policy advocates and catalysts for gender mainstreaming across government agencies and sectors.

National Women's Machinery

- The NWM is the primary body, or system of bodies, dealing with the promotion of gender equality.
- It is the central policy co-ordinating unit inside government, responsible for supporting government wide mainstreaming of a gender equality perspective in all policy areas.
- It is the policy advocate and catalyst for gender mainstreaming across government agencies and sectors.

NWMs in Bangladesh,
Indonesia and the
Philippines

Speaking from Experience

The policy framework, organizational structure, mandate and role of NWMs in the workshop's three participating countries have been evolving at different rates and within different contexts over the past few decades. However, the workshop discovered that certain key common elements and conditions have emerged. These will undoubtedly be useful as guides to other NWMs as they continue to configure mandates and functions within their own socio-cultural, political and historical contexts.

Policy Framework

Four United Nations conferences on women have now urged governments to establish and strengthen national machineries to promote gender equality and good governance. The governments of Bangladesh, Indonesia and the Philippines have contributed to the Beijing Platform for Action. Each has committed to the concept of gender mainstreaming, and each has taken substantive steps to include gender equality goals in national policy guidelines, and to implement national action plans for gender mainstreaming.

These various policies, decrees and guidelines provide the institutional framework within which NWMs derive their legitimacy and can engage in their work within national bureaucracies. A consultative process is key in gaining support within those bureaucracies. For example, the National Plan for Women in the Philippines was developed in consultation with line ministries. Widespread participation was encouraged. As a result, the plan was perceived to be broadly conceived and broadly owned, pre-empting potential perceptions that it was an imposition of the National Commission on the Role of Filipino Women (NCRFW) on other government agencies. The other agencies ended up taking responsibility for the plan's implementation, relying on the NCRFW primarily for technical support. The following examples outline these policies and guidelines as they have been developed in each country.

Bangladesh: National Policy for the Advancement of Women (March 8, 1997)

The major goals of the national policy are as follows:

- To establish equality between men and women in all spheres of national life
- To ensure women's security in all spheres of state, society and family
- To ensure the empowerment of women in the fields of politics, administration and the economy
- To establish women's human rights
- To develop women as educated and efficient human resources
- To free women from the curse of poverty
- To eliminate discrimination against men and women
- To acknowledge women's contributions in social and economic spheres
- To eradicate all forms of oppression of women and girls
- To take adequate measures to ensure women's health and nutrition
- To ensure the priority of women in the arrangement of housing which is suitable for women
- To reflect a gender perspective in mass media by projecting a positive image of women
- To provide support services for the advancement of women

Philippines: Republic Act No.7192 Women in Development and Nation Building Act (February 12, 1992)

This act promotes the integration of women as full and equal partners of men in development and nation building and for other purposes. The main sections of this act can be summarized as follows:

- The State recognizes the role of women in nation building and shall ensure the fundamental equality before the law of women and men. The State shall provide women rights and opportunities equal to those of men
- A substantial portion of official development assistance shall be set aside and utilized by the agencies concerned to support programs and activities for women
- All government departments shall ensure that women benefit equally and participate directly in the development programs and projects of each department

- All government departments and agencies shall review and revise their regulations, circulars, issuances and procedures to remove any gender bias therein;
- The National Economic and Development Authority (NEDA) will ensure the participation of women as recipients of foreign aid, grants and loans;
- Women shall have the capacity to enter into contracts that will in every respect be equal to those of men under the similar circumstances; and
- Women shall have equal membership in clubs and equal opportunities to enter into military schools.

Indonesia: Broad Guidelines for State Policy (GBHN) and a Presidential Decree

In October 1999, the People's Consultative Assembly (MPR) for the first time identified gender equality and gender equity as national development objectives in the government's new Broad Guidelines for State Policy (GBHN) 1999-2004. In the early part of 2000 the Ministry for Women's Empowerment drafted a Presidential Decree* in relation to gender equality and mainstreaming. This decree begins by defining some key concepts required for gender equality (gender, gender equality, gender equity, gender mainstreaming, gender-based analysis and women's empowerment) and goes on to declare that:

- All Government institutions at the central and regional levels are required to carry out gender mainstreaming in all policy and program planning, implementation, monitoring and evaluation processes
- Each planning unit in each organization will develop and implement the tasks and functions of gender mainstreaming, supported by appropriate human resources
- To support the implementation of gender mainstreaming by all government departments, data must be collected and sorted by sex
- Gender-based analysis on all development policies, programs, projects, acts, regulations and budgets is required. If a gender bias is revealed, interventions are required
- Matters not yet stipulated within this Presidential Decree will be arranged further in the form of a mainstreaming guide that shall be decreed by the State Ministry for Women's Empowerment

**Nodal agency
that works with
focal points**

Organizational Structure

The structure of NWMs varies widely in these three countries. But again, they retain common elements that are critical to their ability to act.

In each country there is a nodal agency, or national women's machinery, responsible for gender mainstreaming and equality strategies. In the Philippines it is the National Commission on the Role of Filipino Women (NCRFW); in Indonesia, the Ministry for Women's Empowerment (MWE); and in Bangladesh, the Ministry of Women's and Children's Affairs (MWCA). Within other government agencies, focal points are employed to co-ordinate and promote gender responsiveness. The nature of these focal point systems, and their role in promoting the integration of gender within mainstream agencies, will be discussed more fully in Chapter Three.

Mandate

The mandate of NWMs has been vigorously debated, both nationally and at the international level as the world continues to grapple with the issue of gender equality. The ascendancy of gender mainstreaming as the primary strategy for pursuing gender equality has led to questions regarding the relevance of NWMs. If mainstream ministries are doing the job of

*Note: Since the International Conference, the decree has been redefined as a Presidential Instruction and is expected to be released in June, 2000. As government instruments, the decree and the instruction carry similar weight.

addressing gender inequities as part of their usual business, then what is the role of the NWM? Does the shift from provision of women-specific programming to gender-responsive policy making and implementation mean that NWMs are no longer needed? What added value do these ministries contribute to government practice to justify their continued existence?

These questions emerge from the (mis)perception of the role of NWMs as the provider of specific services for women, as implementers of programs rather than as policy advocates. The revision of the MWCA's mandate in Bangladesh shows how an NWM can grow into the joint role of provider of women-specific programming and policy advocate for gender mainstreaming. The changes in mandate in Bangladesh (called "Allocation of Business") clearly outline a shift towards the concept of gender mainstreaming, and identify the role of the NWM as a catalyst. In this case the NWM adds value to government practices by providing technical assistance, co-ordination, monitoring and evaluation as agencies work toward being more gender responsive in formulating and implementing policy.

Revising Mandates: The Experience of Bangladesh

After the Beijing Conference and the international shift towards a gender mainstreaming strategy, the MWCA reviewed its current Allocation of Business (AOB) and decided that it did not provide an adequate framework for gender mainstreaming, for the following reasons:

- The AOB implied that all issues addressing women had to be addressed by one ministry, forestalling a mainstreaming approach.
- While the National Action Plan (NAP) depended on ministerial cooperation for its success, there was no provision within the current mandate for the MWCA to carry out the vital role of inter-ministerial coordination.

The MWCA therefore decided to draft a revised AOB, and did so in collaboration with the Policy Leadership and Advocacy for Gender Equality unit, funded by CIDA. The MWCA believes that the revised AOB reflects the spirit of gender mainstreaming and will provide it with a clear mandate to be the legitimate advocate, catalyst and co-ordinating body for gender mainstreaming within the government of Bangladesh. The main advantages of the revised AOB in promoting a mainstreaming approach are:

- It is more consistent with the government commitments expressed in the NAP
- It reflects the full roles and responsibilities of the ministry
- It turns from a "welfare" approach toward a more progressive "women's advancement" approach
- It promotes liaison with civil society
- It strengthens the ministry's authority regarding interministerial co-ordination and monitoring
- It clarifies the interrelationships with other sectoral ministries on women's issues
- It reflects the crosscutting and horizontal nature of women's issues, and the policy co-ordination role of the ministry

The following comparative matrix illustrates both the ideological and practical shift required to create a mandate that enables an NWM to effectively implement a mainstreaming strategy.

<i>Existing AOB</i>	<i>Revised AOB</i>	<i>Implications of the Revisions</i>
National policy regarding the welfare of women.	Promotes, co-ordinates and monitors the implementation (in all ministries and agencies) of the National Policy for the Advancement of Women and the National Action Plan.	Replaces the "welfare" approach of the 1970s with a "development" approach. Enhances the mainstreaming and multi-sectoral approach.
Program for the welfare and development of women.	Provides gender expertise and policy advice in the establishment of government sectoral priorities, and in the development, implementation and evaluation of policies and programs that have implications for gender equality.	Clearly defines the MWCA as lead facilitator and monitor of the integration of gender issues in system-wide policy making.
Matters relating to women's legal and social rights.	Advocates and raises women's priorities, concerns and issues in policy-making bodies of government.	Establishes the advocacy role of the MWCA.
Attending to problems and affairs relating to women.	Promotes understanding and awareness of women's rights and gender equality, disseminates information to different stakeholders within government and civil society.	Indicates shift from provider of services to provider of information. Strengthens the Ministry's authority as technical expert and co-ordinating body.

Although the revised AOB had yet to be formally approved at the time this manual was written, this experience illustrates that an NWM can redefine itself, establish more realistic roles in relation to meeting women's needs, and reassert itself as the government's authority regarding gender-responsive policies and programs. It shows that a mainstreaming approach, rather than diminishing the importance of NWMs, can strengthen their legitimacy and broaden their reach.

Role of NWMs

Workshop participants identified a number of critical roles that an NWM must play to be fully effective. Although the list below will more often reflect the ideal than the actual at this point, it sets out goals that must be fulfilled if gender equality is to move toward realization. NWMs should;

- Encourage a widespread understanding and adoption of a gender mainstreaming strategy
- Synchronize and co-ordinate mainstreaming efforts at all levels of society
- Identify and promote gender equality issues both inside and outside the government
- Stimulate the increased participation of women as both active agents and beneficiaries of the development process
- Undertake gender-based analysis to influence priority setting and policy formation
- Be proactive in shaping government decision making
- Establish strategic alliances among supportive legislators, ministries, researchers and civilians
- Promote the development of greater capacity in gender mainstreaming, gender-based analysis (GBA), gender sensitivity training, etc., inside and outside NWMs
- Provide training and technical assistance to government agencies to enable the integration of a gender perspective in their policies and programs
- Work with statistical agencies to develop effective gender equality indicators
- Instill accountability by ensuring monitoring and evaluating of mainstreaming efforts is carried out across government sectors
- In the interests of being an effective catalyst, develop an expertise in the dynamics of change within each society

Tactical Challenges

Although some national women's machineries have received substantive support from their governments, that does not diminish the fact that all NWMs will continue to face difficult challenges for some time to come. Many of those challenges were identified and discussed at the workshop. They include:

Unclear mandates. Service provider? Policy advocate and catalyst for changes in attitudes and behaviour? Or both? NWMs often encounter difficulties in first acquiring their gender responsiveness mandate, then balancing it with whatever role they may be asked to play in responding to continuing needs for women-specific programs. Roles have to be defined and decisions must be made if the unit is going to be effective. Sometimes NWMs have to say "no" when donors or other government agencies request work outside of a policy-focused mandate, even when that work will be beneficial.

Motivating ownership of mainstreaming efforts within other government agencies. If an NWM is going to be effective, other government agencies must "buy in" to the NWM's mandate. Many NWMs continue to struggle to come up with the means to motivate change within bureaucracies. Consultation, participation and the encouragement of a sense of communal ownership of the gender mainstreaming concept can be extremely useful. But these approaches work much better when people in leadership positions have learned the importance of gender mainstreaming to a country's social and economic well being. They can then be of immense help in orchestrating acceptance and implementation.

Establishing credibility as an expert advocacy body. Many NWMs continue to be marginalized within their governments. They lack the legitimacy, support and respect they require to be effective advocates. Maintaining high levels of professionalism, acquiring and refining solid technical skills, forming strategic alliances and promoting institutionalized mechanisms for gender mainstreaming were some of the approaches suggested to overcome this challenge.

Advocacy work is often invisible. Being an advocate for gender mainstreaming is not likely to offer the kinds of political rewards that every person in public life values. Much of the effort is put in behind the scenes. Helping other agencies implement change is not only complex and arduous, it is too often dismissed as extraneous or patronized by those who should be partners. This can be a frustrating, thankless and even demoralizing process. Those involved in gender mainstreaming must make every effort to communicate with one another regularly, both to share tactical advice and to reinforce commitment.

Turning theory into practice. National machineries must invariably struggle to convert the theory of gender mainstreaming into practice. Discussion of policy advocacy, policy co-ordination, monitoring and evaluation within the government and within society in general is essential. Yet bringing concepts to actual fruition can be a long and complex process, especially when these concepts run counter to social traditions. NWMs must develop practical strategies that are appropriate to their political and socio-cultural contexts, then persist in doing everything in their power to implement them.

Capacity development for National Women's Machineries and for others. NWMs are expected to provide leadership, technical expertise and training to address issues relating to gender and equality. The problem is that gender mainstreaming is a relatively new strategy and there are few ready-made models, methodologies and tools to support this work. NWMs are often forced to spend much of their time trying to develop and/or adapt these tools, even as they are expanding their capacity to use them. Meanwhile, they are also trying to expand the capacities of other agencies to implement gender mainstreaming policies. According to many workshop delegates, the best way to prevent confusion is maintaining a firm commitment to priority setting. National machineries need to carefully assess their capacity and their resources, then decide where and when they can best invest their energies.

In addition to these tactical challenges most NWMs continue to face very basic challenges on the ground: inadequate human resources, inadequate financial resources, insufficient training, and a lack of the kind of statistical evidence required to prod governments into action.

Adding Value to Government Practice: Looking at the Contributions of NWMs

It is difficult to address all these challenges without offering proof that NWMs are vital to a country's social and economic development. If NWMs are to be successful in their mainstreaming work with other agencies, it is important that they are perceived as an authority, that they are accountable, and that their work is valued both within and outside the government bureaucracy. Participants at the workshop identified a number of key areas where NWMs can add value to government business. These include:

- **Policy research** contributing to the development of **more responsive and effective policy development** at the macro level and within individual line ministries. This research **documents critical gender gaps** and helps to justify government initiatives to fill the gaps.
- **Facilitating policy dialogue** at national, regional and international levels. By linking with other organizations and agencies working for gender equality around the world, NWMs create partnerships and opportunities to exchange **lessons learned** and develop **best practices**. These offer governments evidence of the importance being attached to gender mainstreaming elsewhere, while they also expand NWMs' capacity to support their own national governments.

- **Developing new and innovative tools** to address gender gaps. NWMs develop gender analysis tools not only to support their own work, but also to enable other agencies to more effectively engage in their work. The Gender Analysis Pathway (GAP) in Indonesia, the Gender Mainstreaming Evaluation Framework (GMEF) and Gender and Development (GAD) Budgeting Guidelines in the Philippines, and the Gender Impact Assessment (GIA) in Bangladesh are all being used by other government agencies to integrate a gender perspective into their mainstream work.
- An NWM's success at linking other government agencies in the above manner should also promote **more comprehensive and co-ordinated policy making**.
- **Monitoring and evaluation** of government's efforts to address issues of inequality. NWMs work with oversight and line agencies to **measure results and track progress** in addressing gender gaps in a co-ordinated manner. This role helps to make **government policy and programs more responsive** and agencies **more accountable**.
- Linking with civil society organizations and establishing **mechanisms for civil society input** into policy decisions. This makes **governments more transparent and accountable to citizens**.
- Through policy advocacy, research, technical assistance and linking, NWMs can contribute in substantive ways to **democratization and good governance** within the governments and societies where they work.

The experience of the NCRFW working with the Civil Service Commission (CSC) in the Philippines is a good example of how NWMs can add value to government practices by making them more efficient and equitable.

Value-Added in the Philippines:

NCRFW working with the Civil Service Commission for Equity and Efficiency

In consultation with the NCRFW, the Civil Service Commission has developed and adopted a "Policy on Equal Representation of Women and Men in Third Level Positions in Government". This policy seeks to promote gender equality at all levels of the civil service and ensure equal employment and development opportunities for the government's human resources. Although this policy indicates a clear commitment to gender equality on the part of the CSC, it continued to develop tools to actually implement the policy. How is the CSC going to recruit more women into its ranks? It was decided that an appropriate place to begin would be with the Career Executive Service Board Examinations. These examinations are used as the primary criteria for promotion within the civil service to the executive level. Thus, again in collaboration with the NCRFW, the CSC has begun a process to review these exams to reveal any gender bias in the questions, adapt the examinations so as not to unintentionally discriminate against women in its scoring system and potentially introduce gender related questions.

The value added of these inputs from the NCRFW is two-fold:

1. Unbiased examinations will provide women with greater opportunities to excel within the civil service.
2. Enabling more women to move into higher positions within the bureaucracy renders it a more diverse, dynamic and ultimately more responsive body, better equipped to address the needs of both women and men in policy development and program provision.

Working with the CSC the NCRFW has helped to develop more equitable policies; assisted in the development of tools to implement these policies; and over the longer term, helped to make the government bureaucracy more equitable and efficient.

How do we know if the NWMs are adding value to governments?

Indicators of Value Added and Progress Towards Gender Equality

The multi-dimensional nature of mainstreaming efforts is complex because it involves behavioural, attitudinal and cultural change. Developing effective indicators of progress, particularly in the short term, continues to be one of the central challenges facing NWMs and others working for gender equality. However, participants at the workshop were able to identify a set of preliminary measurements (qualitative and quantitative, long-term and short-term) that indicate progress. Examples include:

- Collection and analysis of sex-disaggregated data in all line ministries
- Development of ministry-specific, gender-responsive policies and procedures
- Institutionalization of gender mainstreaming processes and mechanisms in line ministries
- Creation of legislation and regulations "with teeth" to promote compliance with mainstreaming requirements, both within and outside governments
- Increased demand by other government agencies for technical assistance to mainstream gender
- Increase in number of macro-level policies that are gender-responsive and intended to fill gender gaps, reduce discrimination and prevent violence
- Expansion, refinement and increased utilization of gender indicators across government agencies
- Increased ratification and implementation of international conventions
- Increase in gender-sensitive bureaucrats, legislators and experts
- Increased number of women in decision-making positions
- Increased public acceptance and support for gender equality and gender mainstreaming
- Increase in NGO/civil society participation in gender mainstreaming initiatives

3 Linkages within Government for Change

Becoming a
Catalyst

The Importance of Building Linkages

Building linkages is critical to broadening the reach of NWMs. Linkages are key to securing the institutionalization of gender mainstreaming. No concept, however worthwhile, can expand if its proponents do not develop a capacity to network with key decision-makers within government and civil society, and solicit their support. This chapter will look at linkages within government. Chapter Five will explore ways in which NWMs can link with civil society.

To succeed, gender mainstreaming must become just that . . . mainstream. It must appeal to decision-makers at all levels, in government, in business, in homes and on the streets. Government is the starting point. To be effective and sustainable, gender mainstreaming must become a comprehensive process within all sectors of government. It must become integral to governmental planning, programming, budgeting, implementation, monitoring and evaluation. This requires strategic collaboration with government agencies to leverage the impact of gender-responsive initiatives and to maximize the limited resources available to NWMs. This cannot be accomplished without connecting with, and influencing, the various players across the government bureaucracy and society in general.

Linkages with Whom?

Given the complexity of gender mainstreaming and the limited resources of most NWMs, it is particularly important during the early stages of the process to identify the most strategic agencies with which to link. These key agencies may differ slightly in each country, but the following suggestions should serve as useful guides.

Oversight Agencies and Planning/Policy Making Bodies

Link with people and agencies that have broad influence because of the roles that they play in planning, policy making, resource allocation and co-ordination. These usually include federal planning ministries (e.g., BAPPENAS in Indonesia, the National Economic and Development Authority - NEDA - in the Philippines, and the Ministry of Planning in Bangladesh) and finance and justice ministries.

Line Agencies or Sectoral Ministries

Identify "protégé" ministries that are capable of offering early successes. Often these will be those that have the greatest potential to model best practices in gender mainstreaming. But sometimes they will simply be the ministries in which those at the controls are most sympathetic to the goals of gender equality. That kind of positive attitude obviously increases the prospect of success and reduces the prospect of early disillusionment. In Indonesia, best opportunities were identified

Working
strategically

in the Ministries of Manpower, Education, Justice and Agriculture. In the Philippines, the Departments of Environment and Natural Resources, Labour and Employment, Trade and Industry, and Agriculture were selected. In Bangladesh, linkages have been established in all of the line ministries, but additional focus has been placed on the Ministries of Health, Education, Information and Ministries at the local government level.

Central Statistical Agencies

Develop a rapport with the government's national statistical agency because NWMs need all the help they can get in collecting, analyzing and distributing the sex-disaggregated data required to make a case for gender-responsive planning and to turn plans into effective programs.

Specific Sub-National Agencies

Select the best sub-national agencies to pilot or model gender mainstreaming strategies at provincial, state and local levels. Whether it is because of a sub-agency's visibility, receptiveness to change, strategic usefulness or because of some other advantage, an NWM may wish to select a particular provincial or local government unit with which to develop mainstreaming strategies that address gender inequities at the sub-national level. If these pilots are successful they can then be adapted and applied in other sub-national settings.

Academic and training institutions

Link with educational institutions to access support and resources for the development and provision of gender training materials and gender-based research. They will become increasingly important as more government agencies commit to gender mainstreaming and require skills to engage in these efforts.

Priority Linkage Agencies

- Oversight agencies
- Strategic line agencies or sectoral ministries
- Central statistical agencies
- Specific sub-national agencies
- Academic and training institutions

Role of Focal Points

As discussed briefly in Chapter Two, the establishment of focal points within these linkage agencies is critical to effective gender mainstreaming. Focal points are built around individuals in other agencies who have been designated to work toward the gender mainstreaming goals of the agency in question. In an ideal situation, gender mainstreaming focal points (sometimes referred to as WID or GAD focal points) would be established in all government agencies. Yet, in countries like Indonesia and the Philippines, delegates told the workshop that, with limited resources, it soon became evident that it was more realistic to target key strategic line ministries and important oversight agencies. Selected focal points must have adequate capacity (gender analysis skills, time and resources) to promote gender integration. The individual or individuals responsible for gender mainstreaming should have sufficient authority and credibility within their agency to promote change. Appointing a top level official may be counterproductive if this official is distracted by other duties, but that problem must be weighed against the danger of appointing a powerless representative.

The roles of these focal points will vary from country to country, but the following terms of reference provide a good outline of some of the key functions.

- Conduct a regular review of the agency's mandate, objectives, policies, programs, projects and budgets to identify gender gaps
- Provide assistance to the agency to revise its programs, policies, projects, budgets, to be more gender responsive
- Develop agency specific capacity development programs for staff involved in the mainstreaming process
- Facilitate the provision of gender sensitivity training for senior staff in the agency
- Hold regular reporting meetings/discussions with senior staff regarding mainstreaming activities
- Develop a monitoring scheme (including indicators) to track agency progress towards gender mainstreaming objectives
- Include sex-disaggregated data and gender information in all agency reports
- Encourage close linkages, networking, co-ordination and collaboration with the NWM and with other sectors

Key Elements of Successful Linking

Workshop participants identified a number of key ingredients toward establishing and sustaining effective links with other government bodies. These include:

- **Search for the best entry points to an agency.** Possibilities include a woman or a man who can be a "champion" within an agency, or a specific area in which gender equality issues are an obvious problem for an agency. They may include policy formulation situations in which gender responsiveness will offer demonstrated rewards both for the agency and the NWM, or some conducive socio-political environment that might provide an opportunity to succeed.
- **Target capable political leadership within the other agencies.** Commitment from influential politicians or bureaucrats willing to allocate time and resources toward implementing gender mainstreaming is worth its weight in gold.
- **Seek out allies, but work towards institutionalization.** While the need for allies within key agencies is obviously important, it is often a mistake to become too dependent on a single relationship. There is a risk of relying too heavily on personalities to achieve mainstreaming goals. Many participants emphasized the need for institutionalized linkage mechanisms rather than depending on personalities. However, many examples were also forthcoming in which a strategic partner (a high profile woman or any strong leader who is sympathetic to gender equality), working closely with the NWM, became the catalyst for developing mainstreaming activities within an agency.
- **Establish and maintain trained and well-positioned focal points within linked agencies.** Individuals acting as gender focal points within partner agencies need to be provided with the necessary skills to be effective actors for mainstreaming. They need to be in positions of sufficient authority to command respect, while not so highly positioned that they do not have the time to allocate to linking/mainstreaming activities. Focal points should be both male and female.
- **Institutionalize mechanisms for linking.** Focal points need to have legitimate and consistent channels for interacting with both the NWM and focal points in other agencies. This is essential to maintaining the technical and political support required for mainstreaming activities. Regular exchanges and workshops involving the NWM and selected agencies can go over problems and successes, discuss best practices, and offer training. This type of "team approach" broadens the mainstreaming base, prevents isolation of focal points and provides opportunities for productive communication and networking.

Spotting allies

- **Introduce incentives to learning gender analysis/mainstreaming skills.** Any change requires motivation, and often requires motivation beyond recognition that the change in question is a "good idea". Incentives can be explicit (gender training as a requirement for promotion) or implicit (gender analysis/mainstreaming is perceived as relevant and adds value to a civil servant's technical skills).
- **Secure sufficient resources.** It is essential to find ways of coming up with sufficient resources if line agencies are to make significant progress in gender mainstreaming. Engaging in gender responsive planning, implementation and evaluation often requires additional resources beyond the regular operating budgets of a line agency. Without these resources these agencies will be unwilling or unable to pursue mainstreaming initiatives. There is no simple solution to this problem.
- **NWMs must be perceived as the legitimate and benevolent experts in gender mainstreaming.** Agencies with which the NWM wants to link need to perceive the machinery as both a legitimate source of technical expertise and a useful ally in meeting the agency's goals. Acquiring a reputation as a kind of "gender police" can lead to alienation, putting other agencies on the defensive and hindering the creation of effective links.

Linkage at Different Levels of the GM Process: Some Practical Examples

Workshop participants examined samples of links between NWMs and agencies at different stages of the mainstreaming process. These experiences provided useful insights into the linkage process at three levels: in macro planning, with line ministries and sub-nationally.

Linkages at the Macro-Planning Level

The Experiences of the NCRFW

To promote gender mainstreaming in macro-level planning processes, the NCRFW engaged in a number of strategies:

Strategy One: Advocacy and Capacity Development

The NCRFW undertakes advocacy and capacity development activities with the central Philippine planning and budgeting agencies, including NEDA, NEDA Regional Offices (NROs), the Department of Budget and Management (DBM), the Department of Interior and Local Government (DILG), and the planning and development offices of the Local Government Units (LGUs). NCRFW works with key planning officials in these agencies and members of the ad-hoc multisectoral committees convened to oversee broad national planning and ensure balance and consistency among various sectoral plans, policies and programs. For example:

- NEDA and NCRFW co-ordinate the integration of gender concerns in guidelines for the preparation of national plans.
- DBM and the NCRFW co-ordinate the inclusion of gender-responsive planning and budgeting into the annual budgeting process.
- NCRFW networks with the GAD Focal Points and planning units of the line agencies in the preparation of their agency plans.
- At the regional level, NCRFW works with the NROs in ensuring that regional plans incorporate gender concerns. The NROs work closely with the Regional Development Council permanent committees to integrate gender concerns into regional plans.
- NCRFW co-ordinates with DILG to ensure the integration of gender in the issuance of local planning guidelines. It convenes advocates and experts who provide inputs for gender mainstreaming and employs them to review and provide recommendations regarding subsequent agency plans.

Strategy Two: Participation in Strategic Committees

NCRFW also influences the planning process through its membership or participation in ad hoc committees. (For example, the NCRFW has worked closely with the Committees on Women, Population, Justice and Appropriations in their deliberations of policy plans relating to gender integration.) Advocacy meetings with members of these committees are conducted at all levels to ensure that gender issues are addressed in the various chapters of the plan. NCRFW representatives actively participate, serve as resource persons and provide the guidelines on gender integration during sectoral and consultative hearings on the various chapters of the plan.

Strategy Three: "Spotting Allies"

NCRFW works to create and promote linkages within the macro-level planning process by identifying and working closely with key allies. These allies need to be well positioned within the mainstream agencies, have an interest in and commitment to gender equality goals, and be willing to "champion the cause" within their agencies. Although this strategy has a number of inherent risks because it is based on key individuals, it has been shown to be very successful as a mechanism towards the institutionalization of linkage mechanisms and mainstreaming efforts.

Results from these Linkages at the Planning Level:

- The Medium Term Philippine Development Plan (MTPDP, 1987-1992) was the first product of the mainstreaming initiative. While it specifically incorporated women's concerns in its Social Development chapter, it paved the way for the integration of gender equality concerns in other sectoral concerns in succeeding plans as well.
- The Philippine Development Plan for Women (PDPW, 1989-1992), which served as the companion plan of the MTPDP 1987-1992, was the first gender equality plan formulated in the country. The PDPW aimed to put in place appropriate policies, strategies, programs/projects and mechanisms to ensure that women participate equally with men as agents of change and as beneficiaries of programs and services.
- The succeeding MTPDP 1993-1998 and MTPDP 1999-2000 have promoted gender empowerment and equity both in the pursuit of gender equality and as a cross-cutting concern among sectors.
- The Philippine Plan for Gender-Responsive Development (PPGD, 1995-2025) was the latest product of a participative and highly consultative process conducted among government and non-government sectors at the national and sub-national levels, to further mainstream gender equality in the development process.

Linkages with a Line Ministry

NCRFW Links with the Department of Environment and Natural Resources (DENR). Two important policies for gender equality, promoted by the NCRFW, spurred the start of gender mainstreaming in the DENR. These were the Republic Act 7192, directing all government agencies to promote women's advancement, and Executive Order 348 approving and adopting the PDPW and calling for the creation of focal points in all government agencies. In response to these policies, DENR created the Technical Working Committee on Women (TWCW) composed of different representatives from different bureaus and regional

offices. This committee was responsible for ensuring the department's policies, programs and projects responded to the needs of women clients and employees. The DENR's initial reluctance was overcome and its work for gender mainstreaming with the NCRFW has resulted in a gender-responsive policy environment, staff commitment to gender equality, effective networking among gender focal points and the successful implementation of gender-responsive programs and projects within the Department. This successful linkage was based on four entry points used by the NCRFW for gender mainstreaming:

1. Policy Framework

In 1995, Department Order 95-7 set the policy framework for gender mainstreaming in the department by initiating the following:

- Women's equal participation in policy making, programs, projects and activities of the DENR
- Review and revision of all rules, regulations and procedures to remove gender bias
- Allocation of a proportionally equal percentage of official development assistance funds and regular budgets for gender mainstreaming programs, projects and activities

2. Enabling Mechanisms

The Department put a number of enabling mechanisms into place to advance gender mainstreaming:

- Gender mainstreaming became a key result area of the Department secretary, who in turn required Department managers to integrate gender into their projects and programs. DENR reports began to include sex-disaggregated data and project planning identified gender issues explicitly.
- The General Appropriations Act provided a five percent "GAD budget" allocation for all government agencies. These funds provided the impetus and seed money to begin mainstreaming initiatives. Many difficulties arose in determining how this five percent GAD budget should be used (women-specific projects or gender mainstreaming efforts). The central DENR office worked closely with NCRFW to develop guidelines to integrate gender into planning and budgeting.
- GAD focal points were established in national and regional offices. These focal points identify gender issues in their office and then work collectively with other focal points and the central office to develop strategies to address them. Examples include the development of guidelines to deal with sexual harassment and establishing day care facilities at the central office to alleviate child care responsibilities for parents.
- Gender training programs were developed and opportunities and incentives were provided for staff to take the training.

3. Programs and Projects

Specific programs, both women-specific and gender-integrated, were developed and implemented by DENR. Project proposals were required to integrate gender issues throughout the project cycle. Project evaluations took specific steps to measure their impacts on women and men. Surveys were conducted to identify gender roles and provide sex-disaggregated data relevant to specific projects. Gender-responsive training manuals were produced to assist project staff to address women in the Mining and Community Forestry sectors. Although substantive outputs of these activities are difficult to measure, they did work to build a "culture" of gender sensitivity across the department.

4. People

Although policy frameworks, enabling mechanisms and gender-integrated projects and programs are critical components to successful linkage and mainstreaming efforts, without committed people behind them nothing would be accomplished. Key people were essential to the NCRFW's successful linking with the DENR. Members of the NCRFW identified and worked closely with individuals within the DENR, providing them with information regarding the importance of gender mainstreaming and its role within the agency. These strategic allies were essential to establishing effective linkages and advancing a gender perspective within the DENR.

Linkages at the Sub-National Level

WIDMT Pilots in Indonesia

Each of Indonesia's 27 provinces has a Women in Development Management Team (WIDMT). These are inter-ministerial working teams that also include representatives from local NGOs and university-based Women's Studies Centres. As originally constituted, the aim of the WIDMTs was to coordinate the Government's social assistance-oriented Women in Development Policy at the provincial level in 14 sectors. This mandate is now under review and the WIDMTs are being assessed to determine their viability as institutional mechanisms for gender mainstreaming at the sub-national level. The WIDMT of the Government of South Sulawesi is participating in WSP II as a pilot.

As part of this process, the WIDMT of South Sulawesi (WIDMT-SS) has been building its own capacity to understand and use the concepts of gender through a series of professional development activities. In 1998, the WIDMT-SS developed a training program based on the Gender Analysis Pathway (GAP), designed to introduce its cross-sectoral membership to the rudiments of gender analysis and gender mainstreaming (please see chapter four for a full description of this tool). Although this pilot continues to face many challenges, it illustrates a number of important factors to be considered in developing sub-national linkages.

- Strong linkages between a national-level ministry (e.g., MWE in Indonesia) and sub-national body (WIDMT) are effective in broadening the base for gender mainstreaming beyond the central government. Effective mainstreaming linkages at the sub-national level will become increasingly important as governments move to more decentralized systems. This process requires strong commitment from national ministry personnel to allocate the time and resources required to work effectively with the sub-national bodies. Establishing clear lines of communication, feedback mechanisms and divisions of responsibilities are essential to this process.
- Sub-national elements of a women's machinery must work closely with local/regional government agencies and NGOs to address specific gender issues in their area. Multidisciplinary committees and working groups, including national representatives, provincial level focal points, NGO representatives and specific technical experts should be established to develop strategic local gender plans that address sub-national issues at the same time that they complement national-level plans and objectives. Teamwork is critical.
- Linking different sub-national elements with each other and with the national machinery provides excellent opportunities to share lessons learned, develop best practices and leverage skills and activities.
- Sub-national machineries can be effective entry points for establishing civil society linkages. The South Sulawesi WIDMT has worked collaboratively with university-based women's studies centers to participate in training events, planning and implementation of a number of initiatives. The WIDMT has also begun to work with local NGOs and women's organizations to address local gender issues.

Factors that Hinder Effective Linkages

A number of factors that may inhibit effective linkages for gender mainstreaming were identified. These factors are usually dynamic and sometimes interdependent. They are likely to ebb and flow throughout the mainstreaming process, so it is important that NWMs are able to identify and take measures to address them. Constraining factors include but are not limited to the following:

Government agency personnel perceive gender mainstreaming as an additional burden. In a context where staff are often overburdened and without sufficient time, money or tools to do their everyday work, establishing linkages with an NWM and undertaking mainstreaming activities can be an onerous task. Thus, to establish good linkages it is important the NWM demonstrates from the outset how mainstreaming is relevant and adds value to these people's work.

Absence of participatory/inclusive methods alienates other agencies. The Star System experience in the Philippines is a vivid example of what can happen when NWMs do not use inclusive and participatory processes to work with other agencies. (See example below.)

Scarce resources

Scarce human, financial and technical resources restrict linking and mainstreaming. NWMs are rarely in a position to provide the required funds or training for other agencies to engage in mainstreaming. They must rely on macro-level budgeting bodies to allocate funds. Coming up with evidence to demonstrate that gender mainstreaming adds social and political value to programs will help solicit resources from national budgets and from within other ministries for mainstreaming activities.

A lack of incentives/recognition/rewards hinders gender mainstreaming. Examining policies and programs with a critical eye and pushing for changes to those policies and programs are not always the easiest ways to make friends in a bureaucracy. Resistance to change usually presents a significant challenge to gender focal points working within an agency. Support from senior management and promotion or recognition mechanisms can help.

Weak focal points

Inappropriate person in key position. As stated earlier, the gender focal point is a key factor in establishing successful linkages. This person must be sensitive to issues surrounding gender equality and have the capacity to mobilize others to take these issues seriously. Individuals who are identified by superiors and "appointed" to the position may be resistant to its goals and undermine the process. Or they may have been appointed because they are ineffectual and the position is not taken seriously by senior management. NWMs will have to assess these situations and determine whether the energy required and risks entailed in pushing for a replacement make such an effort reasonable, or whether resources are better spent elsewhere.

Lack of understanding concerning national gender equality goals and rationale. Poor communication of the goals and rationale for gender mainstreaming may inhibit effective linkages. Without lucid justification for change, change will usually flounder. Mainstream agencies need to understand the roles of gender equality and how the NWM can assist in creating a more equitable and prosperous society.

Insufficient political clout

Lack of professionalism or political skills within the NWM. Establishing linkages with other agencies within a government bureaucracy requires reasonably well-developed political networking and negotiation skills. Staff within an NWM may not have the political clout or experience required to dialogue effectively with mainstream bureaucrats. Building confidence and political skills among NWM staff is an essential base for establishing and maintaining useful links for change.

Lessons Learned from Less Successful Linkages

Avoiding criticism

The Philippines' "Star System"

In the early stages of its gender mainstreaming efforts, the NCRFW developed a monitoring and evaluation system to assess the progress of line ministries implementing the Republic Act. The "star system" was intended as an incentive for line agencies to actively participate in linkages with the NCRFW and begin to develop gender mainstreaming tools for their sector. The ministries were assessed by an external consultant using an independent bench marking system. They were awarded three stars for advanced implementation of mainstreaming efforts, two for average implementation and one for poor or non-existent efforts to adhere to the gender mainstreaming requirements of the Republic Act. The results of the assessment were presented to the President, circulated among Cabinet members and published in the national Filipino daily newspaper. The publication instigated criticism from civil society while the President reprimanded the non-performing agencies in subsequent Cabinet meetings. This criticism led to extensive protest among the low-ranking ministries and created a deep rift between these ministries and the NCRFW. Thus, rather than motivating linkages, team building and communication with the NCRFW, and promoting a commitment to gender mainstreaming, the star system made the line ministries defensive and alienated the NCRFW within Cabinet.

There are a number of reasons why this strategy failed and several lessons can be learned from this experience:

The evaluation criteria were developed without consulting the effected line ministries. An independent consultant developed the star system's bench marking process without discussing the ways in which this system might best measure the gender mainstreaming work of the line ministries. A consultative process would have helped to establish a positive working relationship between the mainstream ministries and the NWM. Instead, the isolated nature of the evaluation generated animosity and defensiveness.

The evaluation and ranking were implemented too soon in the linkage process. Many of the ministries were unaware of the macro-level gender mainstreaming goals or the specifics of the Republic Act. As such, they felt the evaluation was premature because they had not been able to take adequate steps to meet the criteria. The evaluations took place before technical assistance was provided to the line ministries. In the early stages of establishing linkages for gender mainstreaming the NWM should work to develop, rather than measure, the capacities of the line ministries to take on mainstreaming activities.

The star system was inherently negative and excessively public. Initial evaluations should remain confidential and be used as a tool to facilitate learning and commitment rather than to publicize weakness.

Based on these mistakes and the lessons learned from this experience, the NCRFW has developed a participatory approach for its linkage strategies that includes:

- **A consultative process** for developing evaluation criteria;
- **Pilot testing** of evaluation criteria; and
- **Internal evaluations** and a self-assessment process that enable agencies to determine where they are at and what they require to move forward with gender mainstreaming.

Value Added to Government Practice by Gender Mainstreaming Linkages

By linking with other agencies and providing support for gender integration, the gender mainstreaming process can promote greater transparency and accountability in government, and increased effectiveness and efficiency in government policy making and service provision. NWMs are not the only agencies seeking a broader approach to achieving government goals. The sustainable development efforts of environmental agencies are another example where cross-agency collaboration is essential to success.

Without linkages, it is difficult for the NWM to provide the assistance (gender analysis, training, information, leadership, resources and contacts with civil society) that will make other agencies more effective.

Sustaining linkages is one of the most difficult challenges facing NWMs around the world. Changes in administration, uncertainty of funds and turnover of trained staff are among the factors that endanger gains already made. Once made, links should be nurtured and guarded with extreme care. Personnel changes are inevitable, but if NWMs are alert to potential changes, they may be able to help guide a successful transition, either by seeking the assistance of a departing ally to ensure continuity, or by emphasizing the danger of an inappropriate replacement to allies in positions of authority. Too much energy is required to establish a critical mass of support for gender mainstreaming to allow any of these to fall easily by the wayside.

4 Tools for Gender Mainstreaming

Selecting the Approach

The previous chapters have outlined the mandates, institutional structures and roles of national women's machineries. They have also discussed the links the NWMs must forge to effectively engage in gender mainstreaming activities. Once those links are in place, the main challenge for NWMs is to make gender responsiveness a routine component of government business. To do this they will need to accumulate a variety of tools, to be used at different levels and at different times.

Different Tools for Different Jobs

The following section will outline some of the tools currently being used by NWMs in Bangladesh, Indonesia and the Philippines. These tools will be presented in two categories: first, enabling tools, and second, technical tools for gender mainstreaming.

Enabling Tools

The workshop defined enabling tools as those that "pave the way" for the entrenchment of the gender mainstreaming process within government and across society. Some enabling tools were described in Chapter Two, which discussed the policy frameworks that provide NWMs with their mandates. These enabling tools help create the framework within which gender-responsive policy making, planning and implementation can take place. Let us consider some examples from the Philippines, Bangladesh and Indonesia.

In the Philippines, Republic Act No. 7192 the Women in Development and Nation Building Act is the central macro-level document aimed at institutionalizing gender mainstreaming in the government's development efforts. The NCRFW has developed a set of Implementing Rules and Regulations to accompany the Act and to ensure that its goals, rationale and application are clearly understood by all government departments. The NCRFW has also developed a series of five-year plans for gender mainstreaming as well as a 30-year perspective plan to facilitate long-term, macro-level planning for gender mainstreaming (This plan is described in the example presented below). Finally, in 1995 the General Appropriations Act (GAA) stipulated that all departments, bureaus, offices and agencies allocate at least 5 percent of their appropriations to projects designed to address gender issues in accordance with RA 7192. Although there are issues of appropriate utilization, monitoring and compliance around this "GAD budget", participants at the workshop felt some kind of gender budget tool is needed to ensure sufficient resources are available for gender mainstreaming activities within sectoral agencies.

Since 1990, the Government of Bangladesh has developed a number of approaches to gender mainstreaming. These are meant to guide line ministries, as well as the MWCA, in moving toward gender equality so as to improve the lives of women, families and communities. In particular, there has been gradual institutionalization of recommendations leading

to changing roles and responsibilities. Gender considerations were introduced into micro- and macro-chapters of the Fourth Five-Year Plan (1990-95). The development of the National Policy for the Advancement of Women in 1997 delineated the key objectives, strategies and mechanisms for "mainstreaming women in all sectors." The 1997 National Action Plan identified the actions to be taken in 16 sectoral ministries/divisions in implementing the Beijing Platform for Action (PFA). It places special responsibility on the MWCA "to facilitate, co-ordinate, follow-up and monitor the implementation" of the NAP.

In 1998 in Indonesia, five priority areas for enhancing the role of women in national development were identified by the Ministry for Women's Empowerment and integrated into their annual planning process. In addition, in 1999 the Broad Guidelines for State Policy were approved and included provisions that define gender equality goals and provide an official framework from which government departments are expected to move forward.

As noted earlier a Presidential Instruction, expected to be finalized in June 2000, will more clearly define gender equality concepts, and pinpoint the specific actions to be taken by government agencies to address gender inequities. It will require all sectoral ministries, boards, commissions and agencies of government to:

- Conduct a gender analysis of all policies, programs, projects, legislation and budgets
- Collect and make available sex-disaggregated data for each sector
- Establish institutional and other mechanisms that support gender mainstreaming
- Evaluate and report annually on progress made towards achieving gender equality results

As in the Philippines and Bangladesh, these enabling tools provide a macro-level policy framework within which the MWE can work with other agencies to develop more specific tools to implement gender mainstreaming. The following is an example of a gender-based macro-level tool in the Philippines.

Enabler in the Philippines

Philippine Plan for Gender-Responsive Development (PPGD) 1995-2025

The PPGD is a 30-year blueprint that provides a perspective framework for pursuing gender equality. This plan outlines the policies, strategies, programs and projects that the government must adopt to enable women to participate in and benefit from national development. It guides agencies in responding to gender equality issues and concerns that need to be addressed over the long-term.

The PPGD was approved and adopted through Executive Order (EO) No. 273. This EO outlines the detailed directives of the plan and requires all government agencies, departments, bureaus and offices, including government-owned and controlled corporations at the national, sub-national and local levels, to take appropriate steps to ensure the full implementation of the policies, strategies, programs and projects outlined in the plan. Over the 30-year term they are required to institutionalize mainstreaming efforts in government by incorporating gender equality concerns into their sectoral planning, programming and budgeting processes.

This means specifically incorporating gender-responsive strategies in:

- The formulation, assessment and updating of their annual agency plans
- The formulation, assessment and updating of their inputs to medium- and long-term national development plans
- The preparation of their inputs for sectoral performance assessment reports, public investment plans and other similar documents
- All agency performance commitment contracts, indicating key result areas for gender equality
- All annual budget proposals and financial plans

The PPGD serves as the main mechanism to implement the PFA in the Philippines. It has extensive coverage of the following sectors: (1) human development (health, education, urban development and housing, social welfare and community development, media, arts and culture, justice and peace and order, labour and employment); (2) economic and industrial development (agriculture and fisheries, agrarian reform, environment and natural resources, industry, trade and tourism); (3) infrastructure and technology support (infrastructure development, science and technology); and special concerns (women and migration, prostitution, violence against women, women and family, indigenous people, politics and governance).

The formulation of the PPGD followed a highly consultative process involving government agencies and NGOs at national and sub-national levels, as well as gender experts and practitioners from women's organizations and academia. The NCRFW, in consultation with NEDA, was the central coordinating body for the PPGD's formulation.

Technical Tools

Technical tools for gender mainstreaming include those employed for gender-responsive policy analysis, implementation, budgeting and monitoring/evaluation. These tools are designed to turn plans into action. Here are illustrations of how some of them have been used in various situations.

Gender Analysis

Gender analysis is the most important implement in the gender mainstreaming toolbox. Unless it can be proven that current policies have different impacts on men and women, and unless mechanisms are developed to predict what kind of gender equality impacts proposed new policies will have on one gender or the other, progress toward gender equality is likely to stall. Policy makers must be able to see potential differentials in impact on men and women, and understand how such differentials may undermine development. No matter how open a government may believe that opportunities are to all its citizens, the realities of women's and men's lives are almost always different. Equal opportunity does not necessarily translate into equal results. The challenge for policy makers is to ensure that the results of policies and legislation are anticipated, and that these results are as equitable as possible for men and women. The Canadian government employs a framework for analysis called Gender-Based Analysis (GBA). Gender analysis has also become a foundation for policy analysis and the creation of development tools in Bangladesh, the Philippines and Indonesia.

Gender analysis is a process that policy makers undertake to assess the differential impact of proposed and/or existing policies, programs and legislation on women and men, and the effect gender roles and responsibilities have on development efforts. It recognizes that the realities of women's and men's lives are different, and that equal opportunity does not necessarily mean equal results. Gender analysis forms the basis of all tools for gender mainstreaming.

Sex-Disaggregated Data

Sex-disaggregated data is the backbone information for gender analysis. It is the evidence on which the case for gender mainstreaming rests. It is a vital foundation for both policy planning and impact monitoring/evaluation. Without data separating information about women and men, it is impossible to demonstrate how policies and activities can affect each differently, leaving advocates with an unproven theory. Lack of differentiated data also makes it extremely difficult to measure the effects of mainstreaming efforts. The regular collection of baseline data on women should be made an integral part of the research process in all sectors and agencies. Here are some examples of gender analysis and planning tools that are being used in Bangladesh, Indonesia and the Philippines:

Bangladesh

Gender Impact Analysis Framework (GIAF)

GIAF is a practical, Bangladesh-specific approach to assess the impact of existing and proposed government policies, programs, projects and activities on women and men. It was developed in Bangladesh by the MWCA, with support from the CIDA-funded PLAGE project.

The role of the GIA framework is to support government policy makers and planners in their implementation of the National Policy on Women's Advancement and the National Action Plan for Women's Advancement. The GIAF involves gender-based analysis of Bangladesh policies at a number of levels. Gender issues are assessed at the "problems/issues identification stage" of policy making. All program "visions and objectives" are reviewed to determine the extent to which gender considerations have been integrated, or need to be integrated. Sectoral planners are expected to determine whether men and women are participating as decision-makers and beneficiaries in project activities. The GIAF further requires an analysis of resource allocations for programs and projects to ensure that sufficient funds are being designated to activities that promote gender integration.

Indonesia

The Gender Analysis Pathway (GAP)

The primary gender analysis tool used in Indonesia is the GAP. The GAP is a comprehensive approach to gender mainstreaming that was developed by the National Planning Board (BAPPENAS) and the MWE in 1998, with support from the National Science Research Institute (LIPPI) and the CIDA-funded WSP II Project. It is a learning-by-doing tool for teaching planners how to conduct gender-based policy analysis that could be adapted and used in other countries.

GAP takes policy makers through a series of questions regarding gender-responsive policy making and implementation. It will enable mainstream policy makers to identify the gender gaps in their policies and facilitate the development of strategies to address these gaps. GAP involves a series of steps that will walk policy makers through the gender-analysis process:

Step 1 General Objectives

Government policy is rarely gender neutral. What has government already agreed to do to improve the status of women? Are these commitments reflected in existing policy objectives? If not, what needs to be done?

Step 2 Eye-Opener Data

Quantitative and qualitative data are used to assess the differing impacts of existing policies on women and men, or to determine the gender dimensions of new policies. These data must be disaggregated by sex so that policy makers can understand the different experiences of men and women.

Step 3 Gap Factors

In most cases, eye-opener data reveal gaps in how policies affect women and men. What are these gaps? Do women and men participate in government programs at different rates and in different ways? Do women and men enjoy the same access to government resources (policies, programs, projects, legislation and budgets)? Who controls these resources? Do men and women benefit from them in an equitable way?

Step 4 Gender Issues

What larger issues or problems do the gap factors illuminate? Where are the gender gaps between women and men? Why do these gaps exist? Have government policies and programs contributed to this imbalance? What are the root causes of these problems? How can they be redressed?

Step 5 Gender Equality Policy Objectives

How can government reduce or eliminate gender gaps? How can governments ensure that women participate more fully in the development process and benefit from it equitably? What measures need to be taken to redress historical imbalances in women's status relative to men's? What policy options can be identified to close the gaps?

Recheck the Objectives: Do these solutions reflect the **gap factors**?

Step 6 Gender Indicators

What performance indicators, both quantitative and qualitative, can be identified to evaluate the success of the government's implementation of its new gender equality policy objectives? What kinds of indicators will tell us whether the gap factors have been reduced or eliminated? What are the government's gender equality success measures?

To date the GAP has been piloted in four sectoral ministries: Manpower, Education, Justice and Agriculture. The GAP is simple, clear and easy to use. A prior understanding of gender concepts is useful but not essential because the Pathway is a tool for teaching as well as analyzing gender. In this sense, it is a pedagogical as well as technical tool that can be used to help planners and the organizations in which they work understand and undertake the work of gender mainstreaming.

This learning-by-doing tool for gender-responsive policy analysis helps build a bridge between gender analysis and the routine work of planners. It asks planners to apply the technical skills that they have already mastered, in policy analysis and formulation, to gender analysis. The GAP builds on planners' strengths as professionals and shrugs off any lack of knowledge they may have about gender and gender issues. The practical nature of GAP grounds gender issues in concrete policy and program contexts so that planners can apply their learning almost at once.

Success factors of GAP:

- Simple, clear and easy to use
- Draws an immediate connection between gender-based analysis and the routine work of policy planners
- Grounds gender issues in a concrete policy and program context
- Allows people from cross-sectoral ministries to demonstrate their respective roles and functions as key gender mainstreaming stakeholders

Please see Appendix One for a graphic depiction of the Gender Analysis Pathway.

Gender Budgets

Sufficient resource allocation is clearly critical to the success of gender mainstreaming efforts. Assuring reliable financing requires that gender mainstreaming be built into the government's budgeting process. Otherwise, any success is likely to depend on the rise and fall of the economy and/or the day-to-day whims of politicians. Budgets need to be developed in close collaboration with government financial agencies. They should also be consistent with that government's resource allocation practices. Effective financing of gender mainstreaming requires:

- Comprehensive studies of budgeting processes to identify current gender gaps and establish a baseline;
- Institutionalized mechanisms to track resource allocations across government agencies in a consistent manner;
- Development of indicators to measure progress towards more gender-responsive resource allocation, looking at both the quantity and quality of budgetary expenditures to determine how effectively resources are being used to address gender gaps; and
- Viable methods to ensure agency compliance with gender-responsive budgetary requirements.

GAD Budgets in the Philippines

The Philippines has been implementing a GAD budget policy since 1995. This is a policy under the annual General Appropriations Act (GAA) that directs all instrumentalities of the government to allocate a minimum of five percent of their total annual budgets for programs and projects on women/gender. It began as an innocuous one-sentence directive in the GAA four years ago, and building upon it each year, it has since blossomed into a 3-paragraph mandate. The GAD budget policy, as it is now, has some basic features in addition to the mandate for allocation:

- It requires agencies to submit a GAD plan that is reviewed by the NCRFW. This review provides an opportunity for the NWM to substantially advise other agencies on how to improve their gender mainstreaming efforts. Feedback is provided to the different agencies and various committees of Congress on the status of actions in each agency.
- The national economic planning and budget departments were tasked to develop implementing guidelines in partnership with NCRFW. This guideline prescribes what types of programs, projects and activities may be funded by the GAD budget.
- The NCRFW and the budget department monitor the amount of allocation and make reports on the overall aggregates, highlighting problem areas and providing recommendations.

There continue to be many challenges regarding the quality of resource allocations under the GAD budget policy and there is recognition that gender budgets without comprehensive gender plans are insufficient to address gender gaps. Despite this the NCRFW believes that their GAD budget policy is an important tool to ensure resources are allocated for gender responsive activities.

Monitoring Tools

The capacity to effectively monitor and evaluate a government's progress towards gender equality is central to the mandate of any effective NWM. By monitoring, evaluating and helping other agencies progress towards this goal, NWMs enhance government accountability, efficiency and responsiveness. This requires an ongoing process of scrutiny and evaluation, as well as involvement in the creation of policies, plans and activities. The complexity of such a process requires a number of different tools. Most monitoring and evaluating tools have only been developed recently, and are continuously undergoing adaptation and refinement by practitioners, researchers and academics. These works in progress are often borrowed from other jurisdictions and can usually be adapted to the specific needs of a situation.

The Gender Mainstreaming Evaluation Framework (GMEF)

The GMEF was developed by the NCRFW to help sectoral "GAD Focal Points" and members of their technical staff track the agencies' progress towards gender equality objectives along a continuum that shows how far they have moved forward, stepped backward, or remained static as they engage in their mainstreaming work.

The GMEF identifies major entry points and stages for gender mainstreaming. In a guidebook being developed by the NCRFW, a step-by-step illustration shows how the GMEF is applied as a "ruler" to measure the status and progress of mainstreaming. With this guidebook, agencies can assess and strengthen their mainstreaming strategies. It also serves as a guide for implementation and a reference point for monitoring and evaluation. The guidebook is divided into three separate but interconnected parts:

- Book 1 reviews the concepts behind gender mainstreaming, which the Focal Points must keep in mind as they pursue the task of mainstreaming.
- Book 2 describes the GMEF in detail: four stages of gender mainstreaming, entry points, descriptors in each stage corresponding to each entry point, and tracking procedures.
- Book 3 relates actual experiences of selected agencies as they deal with the challenge of gender mainstreaming, highlights best practices, presents issues that were encountered and how agencies were able to manage them, and describes how agencies were able to adapt the GMEF into their own organizational systems. Although the GMEF is still being developed, it provides a framework to articulate goals, objectives and strategies, and to measure the effectiveness of these efforts.

The preceding illustrations were not meant to be comprehensive. Their purpose is simply to share some of the tools currently being used by NWMs and other agencies to engage in gender mainstreaming. For a list of other enabling and technical tools that were presented at the technical workshop, please refer to Appendix three at the back of this manual.

Gender Indicators

An indicator can be defined as a number, a perception or an experience that measures change. These indicators help to measure how far, and in which ways, mainstreaming activities are progressing towards their goals. They also allow for the tracking of gender-related changes in government policies and activities over time. Indicators should be chosen for each stage of the mainstreaming process, and must always relate to the specific objectives of that stage.

For example, if the MWCA in Bangladesh is working with the Ministry of Justice towards the objective of creating gender-responsive laws, it will undertake a number of activities to achieve this objective. These may include gender sensitivity training for Ministry staff and decision-makers, development of gender-responsive draft legislation and lobbying within cabinet. The indicators of progress towards this objective must measure both the process and the outcome. One indicator that gender sensitivity training is effective might be an increase in the number of Ministry staff who are able to articulate and apply concepts and skills that support gender-responsive planning and legislation. An indicator that lobbying activities are effective could be increased support within cabinet for a specific piece of gender-responsive legislation.

According to workshop participants, the challenge to using indicators is that, to date, not many have been developed and tested. Many monitoring and evaluation practices currently focus on activities and inputs rather than on results and impacts. If gender mainstreaming is going to prove itself and thereby win widespread support, there is a clear need to measure

The challenge of developing indicators

how gender differentials affect people's lives. Gender mainstreaming is a complex process of capacity development and attitudinal change, and as such it can be difficult to identify clear-cut indicators of its effects. Without well-designed indicators it is difficult to know what is working, what is not working, and why. The need to develop better operational and developmental indicators of gender mainstreaming processes is a priority for many NWMs.

Tools are not enough

Gender Mainstreaming Tools: Factors Contributing to Success

The development of good mainstreaming tools is obviously crucial. But it became clear in listening to participants at the workshop that tools are ineffective unless they are backed up by sound strategies for their application. There are enabling factors attached to the use of tools that need to be understood and put in place by NWMs and the agencies with which they work:

Appropriate tools. Participants at the workshop agreed that one of the most important factors in the successful utilization of a tool was selecting the right one for the job. This means taking the time to adequately assess a situation, and to determine what gender equality issues are present before selecting and perhaps adapting a tool for best results.

Tools that add value. Individuals - whether NWM staff, public sector representatives or civilians - need to believe that the tools they are using, or learning to use, will actually improve performance. When an NWM is working with another agency, it is important that the tools selected are perceived by all parties involved as relevant to the job at hand. For example, when personnel at the Ministry of Labour are being trained to gather sex-disaggregated data, they need to clearly understand why this data is important, and how its careful collection could improve both the workings of their branch and the social and economic realities of the people they are surveying.

Consultative approach. Generic gender analysis tools may have to be adapted or new ones may have to be developed to suit the needs of a specific organization. It is important that this adaptation or development process is consultative in order to develop tools that are seen to be "owned" by all parties involved and are deemed to be appropriate to the specific needs of the agency.

Sufficient training and ongoing support. NWMs need to work with other government agencies, training organizations and research/academic bodies to ensure that appropriate training programs are developed to assure confidence and effectiveness in the use of gender mainstreaming tools. If government agencies attempt to use these tools without sufficient training and ongoing support, results are likely to be disappointing. The sustainability of gender mainstreaming programs depends on multi-level and multidimensional capacity development. Addressing the complex issues involved in gender mainstreaming means that the capacity to use gender tools must be developed in individuals, across organizations and throughout systems.

Top level support. Wherever possible, key decision-makers should be included in development, adaptation and training exercises for the use of gender mainstreaming tools. Their support is likely to be essential to the successful adoption and sustainability of tools within a particular agency.

Again, many of these contributors to success are dynamic and interdependent, and it may be difficult to ensure that each one is firmly in place before a tool is used. However, keeping these factors in mind, and attempting to ensure they are part of a broader mainstreaming strategy is bound to facilitate the sustainable use of tools for gender mainstreaming.

Dissemination of Gender Mainstreaming Tools and Training

The workshop revealed that, while many gender mainstreaming tools are still in the development stage, they are becoming more available as the importance of gender mainstreaming to social and economic development becomes more apparent to decision-makers around the world. It would be a shame if gender mainstreaming were to stagnate in any given country because of a lack of awareness of tools that have worked well elsewhere. There is a challenge to set up effective mechanisms to share this kind of knowledge, build on best practices, leverage resources and avoid duplication. Possibilities for sharing information in the new knowledge society should be endless:

- **Websites** can be created where new ideas and approaches can be posted and shared. A body could be established to identify sources of new information and help channel that information to NWMs and other organizations involved in gender mainstreaming - a virtual library for gender mainstreaming.
- **Conferences, technical workshops and regional/international meetings** can be held where tools can be conceived, developed, adapted and exchanged. Meetings similar to the Sanur workshop must continue to provide opportunities for organizations and individuals to engage in face-to-face dialogue, to identify where progress is being made, and where gaps remain.
- **Short training programs, study tours and exchanges** can be organized across specific regions, bringing together North/South, South/South and North/North, depending on objectives. These exchanges can facilitate the sharing and adaptation of tools. They can also help build the capacities needed to use them effectively.

5 NWMs in the Mainstream

Reaching Beyond Government

Government is only the launching pad for gender mainstreaming. Gender equality in society at large is the goal. If significant progress is going to be made toward reaching that goal, gender mainstreaming must become a familiar and well-appreciated concept far beyond the confines of government.

This raises the question of whether NWMs should be restricting their focus to government institutions, processes and policies, at least in the early going. Are they likely to have the personnel, resources and energy to cast a wider net? Workshop participants debated this point, and a measure of consensus emerged that, even at the early stages, NWMs must also establish a presence within civil society if mainstreaming efforts are to be sustainable.

Given that the objective is gender mainstreaming - bringing women and men together into the mainstream of any society's decision-making, activities and benefits - it is essential to define the nature and boundaries of the mainstream. It is also critical to come to strategic and tactical decisions about which elements of the mainstream should be targeted first in order to leverage widespread gains later. To begin this process as an NWM, it is useful to examine this mainstream, looking at its overlapping sectors from a strategic perspective.

Working
with the
profit-makers

Private Sector

The private sector can be defined as all profit-making entities - foreign and domestic, national and multinational - that operate within a country. It includes all private (and even some state) entities designed to operate at a profit, including banks and other financial institutions.

Influencing the private sector is important for gender mainstreaming activities for a number of reasons:

- Women are important as both employees and consumers, yet they are largely absent as decision-makers in the marketplace. There is a pronounced imbalance between their contributions to this sector and their capacity to influence its direction.
- Corporate policies are often gender biased, with discriminatory regulations that adversely affect women (e.g., poor working conditions, lack of child-care facilities, lack of maternity leave, limited opportunities for training and advancement, etc.).
- Women often lack the skills, and do not have access to the resources or information, to effectively participate in and benefit from development in the private sector.
- Globalization has and will continue to have a growing impact on the lives of women, both as employees and consumers. National and multinational companies often view women as cheap labour. Women are frequently the first to be fired in downsizing and privatization processes. They are also under-represented in the increasingly important technology sectors.

A number of strategies for moving mainstreaming efforts into the private sector were identified at the workshop:

- Build the knowledge base of NWMs regarding issues in this sector. This will require gathering relevant data and conducting research to develop accurate arguments and establish credibility.
- Use appropriate networks and private sector associations as entry points.
- Develop advocacy tools to work with members of the private sector. Many of the same strategies used with government agencies can be used with private sector firms (solicit support from the top; identify strategic allies and sympathetic organizations; identify industry best practices; lobby for gender-responsive regulations; utilize the equity and efficiency arguments, and collect data to show that a more diverse workforce is a more efficient workforce).
- Build alliances with women who are leaders in the sector.
- Work with appropriate ministries to lobby for better training and educational opportunities for girls and women.
- Link with other NWMs and gender advocacy groups internationally to address gender issues in the private sector that transcend national boundaries.

Media

Media can be defined to include all technologies, organizations and individuals involved in the production and dissemination of information. Broadcast media include radio, TV and film. Print media encompass newspapers, magazines, journals, posters and brochures. Electronic media comprise the Internet and all of its multidimensional capacities to collect and disseminate data, ideas and images. Finally, traditional and popular media include songs, theatre, puppetry, dance and music videos.

This exceptionally diverse, prolific and influential sector is a source of countless opportunities and challenges for NWMs. It is important for many reasons:

- All forms of media shape and reinforce cultural perceptions of women. As discussed in chapter one, gender is a social construct that has been created and can be changed. The media can either work to reinforce society's status quo, or to confront it. The challenge to NWMs is to convince at least some media outlets to confront sexist stereotypes.
- Media can be extremely useful as vehicles both for disseminating and gathering information about gender issues. A society's recognition of the importance of gender equality is unlikely to take hold without some assistance from the media. Journals, books, websites, chat rooms, radio broadcasts and TV shows can be used to establish and strengthen national, regional and international networks for gender equality advocates.
- At the beginning, the media is likely to be a negative for advocates of gender mainstreaming, reinforcing traditional social and economic stereotypes. The degree to which NWMs can convert negative media into positive media is likely to have a large impact on the success or failure of gender mainstreaming in any society.

This is a powerful and complex sector. NWMs should recognize the challenges they may face in trying to influence it. The workshop identified some preliminary strategies that could help harness components of this sector to promote gender equality:

At the individual level:

- Work with journalists, broadcasters and media personalities to raise awareness of gender issues and their roles in promoting cultural perceptions and values regarding men and women.

At the organizational level:

- Work with specific media organizations to develop strategies to increase the numbers of women making decisions in the media.
- Develop "codes of conduct" for artists and producers to try to promote positive images of women and challenge conventional gender roles.
- Establish women's fora within the media, using radio and television shows, columns and letters in news papers, chat rooms, and other opportunities that might present themselves.

At the system-wide level:

- Work toward the passage of 'anti-hate' laws that prohibit portrayals of violence against women in the media.
- Lobby for allocation of sufficient financial resources and/or training and education opportunities for women to allow them to participate more fully in the production and dissemination of information and entertainment.
- Set up institutional structures that will promote women as decision-makers and power brokers across this sector.

Working to shape
social norms

Religious Sector

The religious sector can be defined as the organizations and their leaders representing belief systems of significant portions of a society's population. These may include different sects and organizations, institutions and personalities, and in some cases political parties that provide moral or ethical guidance and engage in religious practices.

This sector is also critical to the promotion of gender equality. In many countries, religious beliefs and the outlooks of religious leaders are central to shaping group and individual values, perceptions, practices and identities. As with the media, religion is an important force in shaping social norms and can work to either challenge or reinforce the status quo, inhibiting or enhancing women's capacity to participate in and benefit from a society. The religious sector is important because:

- It is the gatekeeper of beliefs and attitudes.
- It has the potential to be a role model and to set precedents in gender equality.
- In many countries religious tenets are the primary tools for the subordination of women. Religious leaders and intellectuals play critical roles in interpreting and reinterpreting these tenets in ways that do not discriminate against women.
- Religious groups are exceptionally powerful and can either reinforce or undermine government policies, programs or activities intended to address gender gaps and combat discrimination.

Strategies for establishing linkages with the religious sector were identified at the workshop:

- Identify potential allies, including specific religious leaders or organizations that are progressive in their perceptions and depictions of women.
- Initiate dialogue to discuss traditional tenets in a non-threatening forum.
- Work collaboratively with religious leaders to develop acceptable plans for integrating gender equality issues into religious beliefs and practice.
- Network with other countries with the same religion and build on best practices and lessons learned.
- Establish credibility with religious organizations and leaders by building up a database of knowledge and partners with specialized expertise regarding gender equality and religion.

Academic Sector

The academic sector can be defined as researchers, teachers, professors and students within public and private universities, institutions and research centres, working across all disciplines. This sector is important to gender mainstreaming because it is recognized for its intelligence and expertise. As a result, it often has the ability to exert significant influence. Links and partnerships with the academic sector are important because:

- This sector possesses good leverage and outreach capacity. Professors and academic researchers are highly respected in most societies. Their perspectives can be very influential in shaping the ideas of students, government policy makers and the public at large.
- It is an excellent source of information and research findings that can be used to justify and support gender mainstreaming activities.
- It provides an environment where gender research and advocacy tools can be developed, refined and adapted.
- It can provide and support training and capacity development activities for gender mainstreaming.

In many cases, NWMs are already working with women's studies centres and research organizations in the pursuit of gender equality. They need to further strengthen and broaden these links to ensure that theory and effective practice are in step with one another. NWMs should work with gender-sensitive academics to make mainstream disciplines more gender responsive. In the same way that NWMs are currently working to influence mainstream government, they need to work with women's/gender studies programs to influence mainstream academe. Strategies to promote gender responsiveness of the academic sector are similar to those used in the government:

- Identify allies and champions
- Go after support from the top
- Reveal gender biases in conventional disciplines
- Advocate for gender-responsive policies within universities and colleges
- Support women leaders in teaching and research

Cause-Oriented and Advocacy Groups

These include cooperatives, labour unions, interest groups, citizens' groups, NGOs and CBOs (community-based organizations) that have a voluntary membership and are autonomous or at arm's length from the state. There are several reasons why these groups are important to gender mainstreaming efforts:

- Some have large memberships, and even those that do not may have sizable networks of communication and influence. These memberships and networks can be targeted to advance the gender equality agenda.
- They often have a mandate to protect the interests of their members. The definition of these interests could be adapted to include the special needs of female members.
- The memberships of these organizations are often quite loyal to the people they have chosen to lead them. Influential leaders may be willing to work to influence the values and practices of their members.
- Some of these organizations may have "the ear" of the government. Those that do can often play an influential role in demanding changes in government policy and practice.

These groups will differ in structures, mandates and types of activities. NWMs should assess the need to adapt tactics for specific groups. However, the workshop identified some broad strategies for working with this sector:

- Assess the situation of each group to determine where they are in relation to gender equality goals and mainstreaming activities.
- Prioritize groups according to their potential to advance gender equality. Focus initially on organizations that are going to have the greatest impact on gender equality.
- Hold consultative meetings with groups to develop an action plan for gender mainstreaming. The NWM should then work with these groups to help develop their own tools for advocacy, analysis, implementation and monitoring.
- Use regional and international affiliates of these groups to broaden non-governmental support for gender equality.

Working with Government Is Not Enough

In most societies, those who wish to work toward gender equality will probably want to begin their work within government. This cause is rarely blessed with an over-abundance of personnel, money or power. Government is an important place to gain access to official recognition, levers to effect social change, and financing.

It would be a mistake, however, to assume that influence within government is enough, or that such influence can be sustained unless a significant part of a country's population can become genuinely convinced that gender mainstreaming is in their best interests and in the best interests of their society. Government may provide a good base, but eventually a more popular base will be essential to lasting success.

Capacity Development for Gender Mainstreaming

Transforming
the Future

The success of NWMs in delivering gender mainstreaming depends on developing the full potential of all of the various actors. Capacity development must take place comprehensively, with individuals, in organizations and across systems.

Individuals

What body of knowledge and skills do individuals within NWMs and in other government agencies require to incorporate a gender mainstreaming approach into their work? NWMs and agency focal points should:

- Build a firm understanding of the goals and objectives of gender equality and gender mainstreaming
- Be fully cognizant of the detailed commitments that their governments have subscribed to under international agreements
- Develop the capacity to engage in gender analysis and energetically apply that analysis toward developing specific tools for gender mainstreaming
- Understand the policy environment, planning processes, and points of influence within their own agency and the government at large
- Find the best ways of selling key messages to those most likely to turn them into action, while continuing to network with and seek support from other stakeholders in the mainstreaming process

Organizations

What structures and mechanisms do NWMs require to effectively promote gender mainstreaming in government and across the broader society?

- Clear vision and mandates
- Appropriate institutional structures to fulfill their mandates
- A clear focus on policy analysis and advocacy
- Tools to operationalize this policy focus
- Strong research divisions and statistical support
- Access to sex-disaggregated data
- Effective information management systems
- Credibility and recognition within government
- Strong networks both within and outside government

Systems

What do systems networks that stretch across governments and into civil society require to support each other in gender mainstreaming?

- Strong political understanding of and commitment to gender equality and mainstreaming
- A macro-level policy framework that recognizes the NWM as the primary policy coordinating and advocacy body within government
- A transparent legal and regulatory framework to support and enforce gender responsive governance
- Effective national and provincial-level statistical systems for collecting and disseminating sex-disaggregated data
- Mechanisms to help sustain links within and across government agencies
- Strong links and proactive dialogue with civil society
- Mutually beneficial relationships with NGOs and academics working towards gender equality

Learning from
each other
and looking
ahead

Concluding Comments

Much was learned during the five-day technical workshop. Most participants felt that the workshop was a remarkably positive and productive experience that provided them with new tools, tactics and strategies, and allowed them to rethink existing approaches. Concluding speakers reiterated many of the recurring themes of the workshop:

Gender mainstreaming is not a women's issue, but a good governance issue.

Gender mainstreaming is about making government more efficient and effective at producing policies and services that will strengthen the social and economic life of the nation. It is, of course, also about rights: women's and men's rights to equal opportunities, equal recognition and equal rewards within society. A careful balance between the efficiency and equity arguments needs to be established over time and that balance will depend upon different cultural, political and social circumstances.

There is an enormous wealth of experience relating to gender equality and gender mainstreaming that must be tapped and shared.

The quality of discussion, debate and results that emerged from the workshop was incredibly rewarding, but it only hinted at the depth of resources and expertise that exists worldwide. This expertise needs to be collected, shared, adapted and built upon to support activities being undertaken by NWMs everywhere.

Gender mainstreaming requires honesty and courage.

Participants at the workshop had both the honesty and the courage to admit that some of what they had attempted had failed. Rather than attempting to hide these mistakes, they were able to analyze failure and learn from it. Learning does not take place without failure. Learning from past weakness can be as exciting as developing new strengths.

The primary role of the NWM is to act as catalyst, advocate, mobilizer and facilitator for gender mainstreaming. A consensus emerged that an NWM cannot be the sole implementer of gender mainstreaming throughout government. The task is too broad and multidimensional for any one agency to undertake on its own. NWMs must learn to work effectively with, rather than for, other agencies, to create guidelines and regulations, establish links and develop tools so that gender mainstreaming becomes an integral part of all government business.

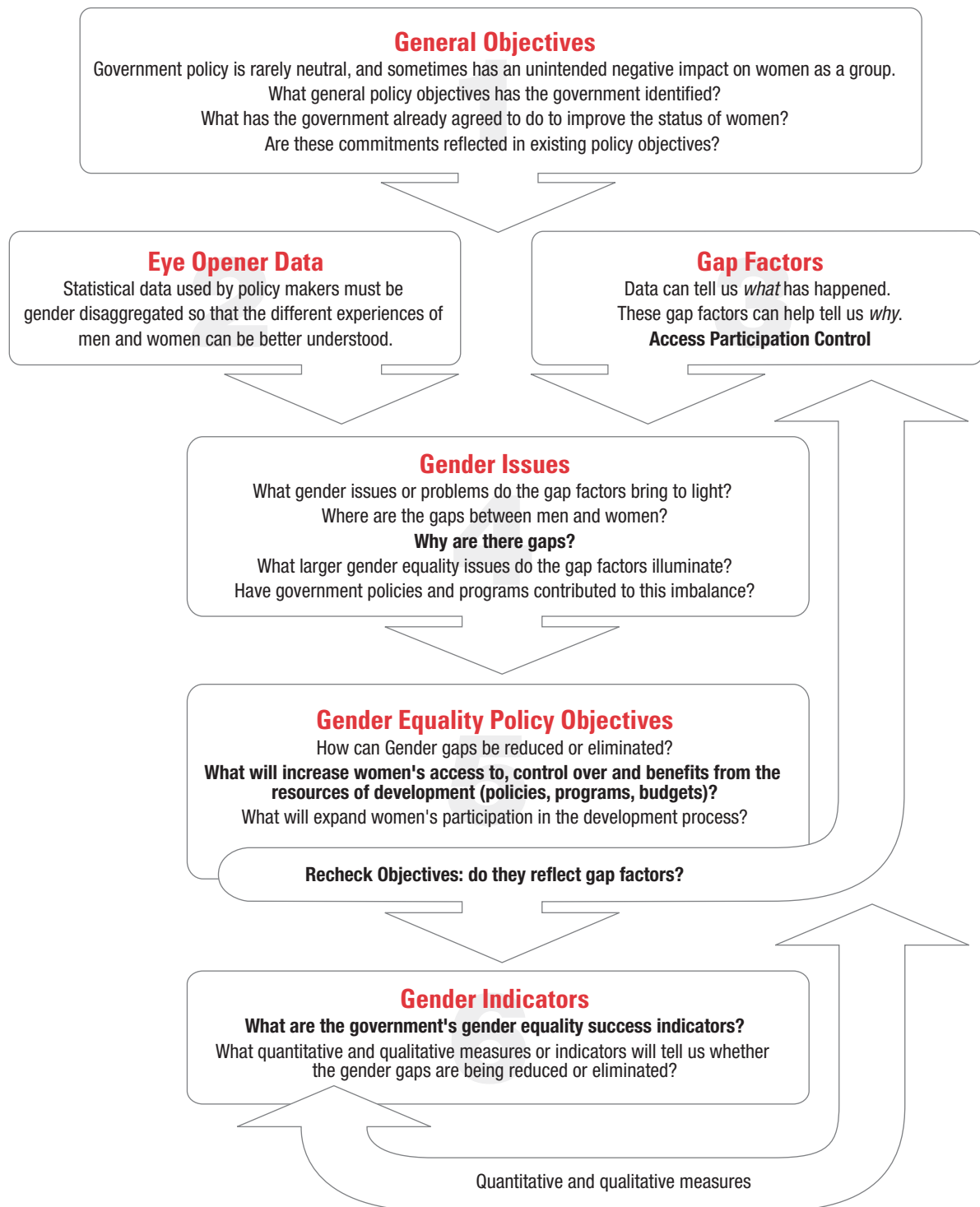
Gender mainstreaming is a transformative process.

Gender mainstreaming involves challenging the status quo, changing policies and institutions so that they actively promote gender equality. It includes government and civil society; individuals, organizations and systems. It involves rethinking socio-cultural values and redefining development goals.

This is a long-term and multi-dimensional process where success will ultimately be measured according to the degree to which men and women agree upon fair and effective ways of furthering the common goals of humanity.

Appendix 1

The Gender Analysis Pathway



A p p e n d i x 2

List of Participants International Technical Workshop on Gender Mainstreaming Sanur, Bali - Indonesia 20 - 25 February 2000

Indonesia

Ministry for Women's Empowerment

Dra. Hj. Khoffifah Indar Parawansa	Ministry of Women's Empowerment, Indonesia
Drs. H. Masnawi AS, MM.	Vice Governor of South Sulawesi
Dr. Abdullah Cholil, MPH	Executive Secretary of Ministry for Women's Empowerment, Indonesia
Dr. H. Nardho Gunawan, MPH	Assistant I, Ministry for Women's Empowerment, Indonesia
Dra. Marwati Soewindi	Assistant II, Ministry for Women's Empowerment, Indonesia
Dra. Sumarni, MPA	Assistant III, Ministry for Women's Empowerment, Indonesia
Ir. A. Asix Hoesen, M.Eng.Sc.Dip.,HE	Assistant IV, Ministry for Women's Empowerment, Indonesia
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Zainuddin AG, S.I.P	Expert Staff, Ministry for Women's Empowerment, Indonesia
Prof.Dr.Ir. Zoer'aini Dj I, MPS	Expert Staff, Ministry for Women's Empowerment, Indonesia
Dra. Rieny H. Hardjono, MPA	Head of Planning and Foreign Cooperation Bureau, Ministry for Women's Empowerment
Drs. Sukamto, SU.	BanAs Assistant IV, Ministry for Women's Empowerment, Indonesia
Dra. Sri Danti, MA.	Staff BanAs Assistant III, Ministry for Women's Empowerment, Indonesia
Dra. Sri Pardina P, MSc.	Head of Foreign Cooperation Division, Ministry for Women's Empowerment, Indonesia
Ir. Hertomo Heroe, MM.	Head of Planning Division, Ministry for Women's Empowerment, Indonesia
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Drs. Harun Umar	ASMEN I Division, Ministry for Women's Empowerment, Indonesia
Dra. Surjani	Head of General Affairs Bureau, Ministry for Women's Empowerment, Indonesia
Dra. Setiawati	BanAs Assistant I, Ministry for Women's Empowerment, Indonesia

BAPPENAS

Dr. Edeng H. Abdurahman	Head of Population, Family Planning, Role of Women and Youth Bureau
Lenny N. Rosalin, SE., MSc.	Division Chief of Family Planning, Role of Women and Youth Bureau
Yohana Gultom, S.Sos., MIA	Staff of Family Planning, Role of Women and Youth Bureau
Dra. Rahma Iryanti, MM	Division Chief of Manpower Bureau

Ministry of Manpower

Dr. Endang Sulistyarningsih	Directorate General of Planning and Development, Indonesia
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Ministry of Justice

Retna Ngesti Pratiwi	Head of PULLAHTA, Planning Bureau, Ministry of Justice, Indonesia
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Lembaga Ilmu Pengetahuan Indonesia (Indonesian Institute of Science)

Dr. Yulfita Rahardjo, MA LIPI

Philippines

National Commission for the Role of Filipino Women (NCRFW)

Mayumi Juris A. Luna	Deputy Executive Director - NCRFW
Myrna I. Jarillas	Project Manager, NCRFW - CIDA Institutional Strengthening Project Phase II
Sarah N. Umandal	Assistant Project Manager (for Technical Operations), NCRFW - CIDA ISP II
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Gloria V. Delavin	Chief, Monitoring and Evaluation Division, NCRFW
Ma. Ferly P. Enriquez	Chief, Information Resource Division, NCRFW
Grace M. Bernabe	Planning Officer III, Policy Analysis Division, NCRFW
Pauline S. Hortelano	Planning Officer IV, Program Development Division, NCRFW

Bangladesh

Ministry of Women and Children;

Deena Huq	Joint Secretary (Admin/Dev), MWCA
Lutfar Rahman Tarafder	Deputy Director, IMED
Mohd. Nurul Islam	Deputy Chief Economic Relations Divisions, Government of Bangladesh
Begum Rasheda Akhter	Research Officer, MWCA
Sk. Kamruzzaman Ahmed	Assistant Secretary, MWCA
Mrs. Nazneen Akhter	Project Director, Urban Based Women Dev. Project, BJMS
Md. Shawkat Ali	Project Director, Day Care Centre, DWA

Policy Leadership and Advocacy for Gender Equality (PLAGE) Project

Ms. Rasheda K. Chowdhury	Member, PIC, PLAGE
Ms. Khair Jahan Sogra	Institutional Analyst, PLAGE

Canada

Kenneth Sunquist	Canadian Ambassador to Indonesia, Jakarta
Julian Murray	Head of Aid/ Counsellor (Development) - CIDA, Canadian Embassy, Indonesia
Francisca Indarsiani	Programme Officer (Development) - CIDA, Canadian Embassy, Indonesia
Mirjam Schnupf	CIDA, Manila
Marie Powell	CIDA, Hull
Janet Burn	SEAGEP, Singapore
Aida Abraham	SEAGEP, Singapore
Helen Thomas	Consultant
Melissa Innes	Editor, Agriteam Canada Consulting Ltd.

Japan

Toshiko Hamano JICA, Indonesia

Women's Support Project

Gayle Turner	Project Director
Lenore M. Rogers	Project Field Director
Libby Posgate	Advisor MWE
Siti Hidayati Amal	Gender Specialist, MWE
Beverly Boutilier	Advisor Bappenas
Dewayani Safitri	Focal Point Bappenas
Hildy Haiplik	Advisor WIDMT
Nina A. Basira	Focal Point WIDMT
Elayne Harris	Advisor WSC
Vien Sartika Dewi	Focal Point WSC
Leya Cattleya	Advisor Strategic Linkages

Facilitators

Hélène Dwyer Renaud	Status of Women Canada
Linda Miranda	Centre for Asian-Pacific Women in Politics

Conference Staff

Lin Gibney	Conference Organizer, Indonesia
Fivy Threesdyah Siwi	Conference Administrative Assistant, Indonesia
Idha Maryam Riu	Conference Administrative Assistant, Indonesia

Appendix 3

Gender Mainstreaming Resources

These resources were compiled at the Technical Workshop for Gender Mainstreaming held in Sanur, Indonesia, on February 20-25, 2000.

Gender-based Analysis Guide - Steps to Incorporating Gender Considerations into Policy Development and Analysis

Women's Bureau, Strategic Policy Branch, Human Resources Development Canada, 1997.

Gender Lens: A Guide to Gender-Inclusive Policy and Program Development,

Ministry of Women's Equality, British Columbia, Canada.

E-mail: info@weq.gov.bc.ca

Gender-Based Analysis Backgrounder

Women's Bureau, Strategic Policy Branch, Human Resources Development, Canada 1997.

A Guide for Policy Analysts, Researchers, Program Managers and Decision-Makers

Saskatchewan Women's Secretariat

1855 Victoria Ave., 7th Floor

Regina, Saskatchewan

S4P 3V5

Tel: (306) 787-7401

Health Canada's Women's Health Strategy

Health Canada, 1999.

Tel: (613) 954-5995

Fax: (613) 941-5366

Gender Equality: Analysis Policy

Ministry of Indian and Northern Affairs, Canada, 1999.

Gender-Based Analysis- A Guide for Policy-Making

Status of Women Canada, 1996.

Constitution Square

360 Albert St., 7th Floor

Ottawa, ON

K1A 1C3

Tel: (613) 995-7835

Fax: (613) 943-2386

Economic Gender Equality Indicators, 1997.

Federal-Provincial/ Territorial Ministers Responsible for the Status of Women.
Status of Women Canada
Constitution Square
360 Albert St., 7th Floor
Ottawa, ON
K1A 1C3
Tel: (613) 995-7835
Fax: (613) 943-2386

Guide to Gender-Sensitive Indicators

Canadian International Development Agency (CIDA), 1996.

The Why and How of Gender-Sensitive Indicators: A Project Level Handbook

Canadian International Development Agency (CIDA), 1997.

Measuring the Immeasurable: Planning, Monitoring and Evaluation of Networking

Ed. Marilee Karl with Anita Anand; Floris Blankenberg, Albert Van Den Ham, Adrian Saldanha, Novib 1999.
Women's Feature Service
1, Nizamuddin East,
New Delhi 110 013, India

Gender Management System Series: A Reference Manual for Government and Other Stakeholders

- (i) Gender Mainstreaming in Trade and Industry
- (ii) Gender Mainstreaming in Finance
- (iii) Gender Mainstreaming in Development Planning
- (iv) Gender Mainstreaming in Public Service
- (v) **Gender Management System Handbook**
Commonwealth Secretariat, United Kingdom, June 1999.
Information and Public Affairs Division
Commonwealth Secretariat
Malborough House
Pall Mall
London, SW1Y 5HX
United Kingdom
Fax: +44 (0) 207839 9081
E-mail: r.jones-parry@commonwealth.int

Guidelines for Integrating Gender Concerns in the Development Process: A Manual for the Philippines Development Plan for Women Implementation in Northern Mindanao, (NCRFW), 1998.

Women and Gender-Responsive Initiatives in Selected Regions: A Rapid Field Appraisal, A Report , (NCRFW), 1999.

Handbook of Gender-Responsive Participatory Tools for Community-Based Forest Management, Partnership of Empowered Men and Women for Sustainable Development, (NCRFW), 1999.

Plan Framework of the Philippine Plan for Gender Responsive Development,(NCRFW), 1995-2025.

Towards A Gender-Responsive Legislation - Volume 1 : Basic Application, (NCRFW), 1999.

Ed. Aida F. Santos, Eleanor C. Conda and Maria Dulce F. Natividad

Towards A Gender-Responsive Legislation - Volume 2 : Basic Application, (NCRFW), 1999.

Ed. Aida F. Santos, Eleanor C. Conda and Maria Dulce F. Natividad

Gender Mainstreaming - A Handbook for Local Development Workers, (NCRFW)1997.

The seven documents listed above can be obtained through:

National Commission on the Role of Filipino Women (NCRFW),

1145 J.P. Laurel St.

San Miguel, Manila

Philippines

Website: ncrfw@mnl.sequel.net

Fax: (632) 736-4449

Gender Training in Indonesia: An Inventory, September 1998.

WSPH Jakarta Office,

S. Widjojo Centre, 10th Floor

Jl. Jend. Sudirman, Kav 71,

Jakarta, 12190

Tel: (021) 5205856

Fax: (021) 5205855

E-Mail: wsp2jkt@indo.net.id

Source Book on Concepts and Approaches Linked to Gender Equality 1998.

OECD Publications

2 Rue Andre-Pascal

Paris Cedex 16, France

Mainstreaming: A Strategy for Achieving Equality between Women and Men - Think Piece, 1996.

Schalkwyk, Johanna, Helen Thomas and Beth Woroniuk,
Swedish International Development Agency (SIDA),
Department for Policy and Legal Services.

Gender: The Concept its Meaning and Uses - A Think Piece, 1997.

Schalkwyk, Johanna, Helen Thomas and Beth Woroniuk,
Swedish International Development Agency (SIDA),
Department for Policy and Legal Services.

