

**GENDER MAINSTREAMING GUIDELINES
IN NATIONAL POLICY FORMULATION AND IMPLEMENTATION**

**TOWARDS GENDER EQUALITY IN VIET NAM
THROUGH GENDER-RESPONSIVE NATIONAL POLICY AND PLANNING**

*VIE 01-015-01 Project "Gender in Public Policy"
National Committee for the Advancement of Women in Viet Nam*

Hanoi, 2004

LEADER'S FOREWORDS



Mme Ha Thi Khiet



NCAFAW Chairperson

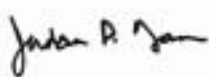
On behalf of the National Committee for the Advancement of Women I am extremely pleased to release this guide to Gender Mainstreaming in Viet Nam.

This guide represents an important shift in our approach to achieving gender equality, economic development and poverty reduction. There is no doubt that we have made great achievements in this area already. However, there is always room for improvement. Until recently we have tended to focus mainly only on women's and girl's needs. We now recognise that gender equality benefits everyone and cannot be achieved unless it involves everyone – women, men, girls and boys.

Gender mainstreaming is currently considered the most effective approach towards achieving gender equality. It is an approach to the way we think, work and relate that makes women's and men's concerns, experiences and priorities an integral part of the design, implementation, monitoring and evaluation of policies, projects and programs in all sectors, and at all levels of society.



Jordan Ryan



UNDP Resident
Representative

The United Nations Development Program in Viet Nam is proud to be associated with the production of these innovative guidelines through our support to the NCAFAW-UNDP-Netherlands Project VIE 01-015-01 Gender in Public Policy.

During the United Nations Millennium Summit in 2000, world leaders from Viet Nam and 188 other nations committed to "promote gender equality and empower women", as one of eight Millennium Development Goals (MDGs).

Achieving the MDG will require that we create an environment where efforts towards gender equality is no longer a daily struggle pursued by a select few, but a natural and automatic part of everyone's daily work. Gender mainstreaming means considering and addressing the needs and priorities of both women and men as a part of our everyday life.

But "mainstreaming" gender requires hard work. For it is about change: changing how we think, relate, work, and how we view and treat men and women and girls and boys. At times the commitment to equality even comes into conflict with cultural tradition. It is then that we need the courage to change culture.

UNDP hopes that this guide to Gender Mainstreaming in Viet Nam will advance the move to gender equality. For gender equality will enrich the lives of all people of Viet Nam.



Gerben de Jong

A stylized, handwritten signature in black ink, consisting of a series of loops and a long horizontal stroke.

*Netherlands
Ambassador*

Throughout the world, women experience disadvantages. There are differences from country to country and region to region, because disadvantage is caused by cultural, historical and social factors. Commitments and agreements have been made – by, for instance, the UN member states - on improving the position of women as well as on the efforts governments and non-governmental, private and multilateral organisations must make towards this goal.

Gender mainstreaming means no longer simply assuming that a proposed policy or program will automatically benefit women. Women's and men's poverty is often caused by different factors, they have different life experiences, needs and interests, and development interventions impact on them in different ways. Gender mainstreaming is a way of ensuring that policy and decision-making take account of men's and women's different interests and needs. The aim is for policy to make a genuinely sustainable contribution to equality between men and women, rather than unintentionally increasing inequality in some unforeseen way. This is neither simple nor straightforward.

The Netherlands Embassy is very pleased to have been able to support this innovative National Gender Mainstreaming Publication that we expect will be useful for the Government and people of Viet Nam on their long way to achieving sustainable development where women and men, boys and girls, can share equally in the outcomes and benefits.

ACKNOWLEDGEMENTS

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Members of the NCAFW-UNDP-Netherlands Project team including Deputy National Project Director - Ms. Tran Mai Huong, National Project Manager - Ms. Nguyen Thi Thuy, National Project Facilitator - Ms. Nguyen Thu Hang and Senior Technical Adviser - Ms. Kristen Pratt were responsible for the technical content of the Guidelines.

NCAFW, UNDP and the Royal Netherlands Embassy would like to give special thanks to Ms. Kristen Pratt for her diligence in researching and identifying international best practice in gender mainstreaming, drawing out lessons that were relevant and useful to Viet Nam, formulating and presenting the information in a manner that is both user-friendly and responds well to local needs and requirements.

Finally, appreciation is also due to Ms. Duong Thi Thanh Mai and Ms. Do Thi Tuong Vi for their valuable comments and recommendations which greatly assisted in ensuring that the guidelines were appropriate and relevant to the Vietnamese context.

The National Gender Mainstreaming Guidelines have been approved by Madame Ha Thi Khiet - Chairwoman of the National Committee for the Advancement of Women in Viet Nam and National Project Director of the NCAFW Project.

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GLOSSARY

1. GENDER

Gender attributes are socially-assigned roles and relations between men and women. Gender relationship relates to a range of institutional and social issues rather than a specific relationship between certain male and female individuals.

Gender characteristics are not natural or biological. We are not born with them.

Societies create and assign gender attributes to girls and boys, men and women, and there is often considerable social pressure to conform to these ideas about behaviour. For example, in many societies women are expected to be subordinate to men. But in some societies women are dominant in decision-making. In other societies it is expected that women and men will participate equally in decision-making.

2. SEX

The biological differences between male and females that we are born with, and that are universal.

For example men can impregnate and women can give birth and breast-feed.

3. GENDER ROLES

What women and men are expected to do and how they are expected to behave towards each other.

Gender roles are different across communities and across the world. They change over time in response to changing community circumstances (e.g. during wars – when women take on more leadership roles) and changing ideas about what is acceptable or not acceptable behaviours and roles.

Gender roles and characteristics affect power relations between men and women at all levels and can result in inequality in opportunities and outcomes for some groups.

4. DIVISION OF LABOR

This concept looks at the different tasks and responsibilities undertaken by either women or men. The allocation of activities on the basis of sex is learned and clearly understood by all members of a given community/society.

The triple role of women includes: Productive work (production of goods and services for consumption by the household or for income), Reproductive work (bearing and rearing children, domestic work and maintenance of the household) and Community work (provision and maintenance of resources used by everyone – water, health care, education, leadership). Men tend to be more involved in Community and Productive work.

5. GENDER RELATIONS

Social relations between women and men, in particular how power is distributed between them. They impact on men's and women's position in society and tend to disadvantage women.

Gender hierarchies are often accepted as 'natural' but they are socially determined relations that are culturally based and subject to change over time.

6. GENDER EQUALITY

Women and men's similarities and differences are recognized and equally valued.

Men and women enjoy equal status, recognition and consideration.

Women and men enjoy:

- Equal conditions to realize their full potential and ambitions;
- Equal opportunities to participate in, contribute to, and benefit from society's resources and development;
- Equal freedoms and quality of life;
- Equal outcomes in all aspects of life.

7. GENDER EQUITY

The process of being fair to men and women – such as equitable allocation of resources and opportunities. Equity can be seen to be the means and gender equality as the end. Equity contributes to equality.

8. GENDER DISPARITY OR GAP

A specific difference or inequality between girls and boys, or men and women in relation to their conditions, or how they access or benefit from a resource (e.g. men's and women's access to health services, school drop-out rates of girls and boys).

9. GENDER STEREOTYPES

A set of characteristics that a particular group assigns to women or men (e.g. domestic work does not belong to men's responsibilities).

Gender stereotypes are often incorrect (do not reflect an individual's actual capacity) and usually limit what a person is permitted and expected to do by others in the society.

10. DISCRIMINATION AGAINST WOMEN

"Any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.¹"

Men and women are treated differently (restricted or excluded or violated) in the family, the workplace or society due gender stereotypes. For example, when a women is not promoted to a leadership position (even when she has suitable qualifications and experience) because a society believes that only men can make important decisions.

11. GENDER BLIND

Unaware of gender concepts and the impact that they have on life experiences and outcomes for girls and boys, men and women.

¹ CEDAW Convention Article 1: the term "discrimination against women"

12. GENDER SENSITIVE	<p>Properly aware of the different needs, roles, responsibilities of men and women.</p> <p>Understands that these differences can result in difference for women and men in:</p> <ul style="list-style-type: none"> - Access to and control over resources; - Level of participation in and benefit from resources and development.
13. GENDER RESPONSIVE	<p>Aware of gender concepts, disparities and their causes, and takes action to address and overcome gender-based inequalities.</p>
14. GENDER TRANSFORMATIVE	<p>Actively seeks to understand the underlying causes of gender inequalities and takes effective action to transform the unequal power relations between men and women, resulting in improved status of women and gender equality.</p>
15. THE MAINSTREAM	<p>The dominant set of ideas, values, beliefs and attitudes, relationships and practices within the mainstream of society.</p> <p>Includes all of society's main institutions (families, schools, government, mass organizations) which determines who is valued and how resources are allocated, who can do what, and who gets what in society. Ultimately, the mainstream affects the quality of life outcomes for all of society.</p>
16. GENDER MAINSTREAMING	<p>An approach or a strategy to achieving broad-based gender equality throughout society – by getting gender issues into the mainstream.</p> <p>Broadening of responsibility for achieving gender equality.</p> <p>Essentially involves acceptance by the mainstream of gender equality as a worthy goal, and acceptance of responsibility by the mainstream to actively address the gender issues relevant to them, their relationships and work, with the aim of achieving gender equality throughout society.</p> <p>Gender mainstreaming can be viewed as a tool in achieving good governance because it seeks to ensure that the needs and priorities of all members of a society are considered and met, that all members of society participate and contribute to the process of governance, and that the benefits of development are distributed equitably amongst all members of society.</p> <p>Gender mainstreaming is not an end in itself – it is an ongoing approach to the way we think, relate with each other and do our work.</p>
17. MAINSTREAMING WOMEN	<p>An approach that emphasizes the need to increase the number of women and women's active participation in mainstream activities, particularly in politics, leadership and governance; key decision-making processes at all levels, in all sectors.</p> <p>A strategy based on the recognition that men and women have</p>

different life experiences, different needs and priorities, and are affected differently by policies and programs. Therefore, in addition to it being women's right to participate in decision-making – their participation makes sense from a government efficiency and effectiveness perspective – as it results in more effective government policies, programs and projects.

18. PRACTICAL NEEDS

Concrete immediate needs that are often essential for human survival such as food, water, shelter, money, security.

Action to address practical needs can relieve immediate disadvantage but tends not to change underlying causes of gender inequality.

19. STRATEGIC INTERESTS

Longer term and less visible issues that relate to the underlying causes of gender inequality. When strategic interests are met for women, there will be changes and improvements in power relations between men and women (e.g. removal of legal barriers, sharing of domestic work, equal decision-making in the household).

20. CONDITION AND POSITION

Condition refers to the *material* state in which men and women live (e.g. food, quality of health care and housing, etc.) *Position* refers to women's and men's political, social, economic and cultural *standing* in society (e.g. unequal representation in the political process, unequal ownership of land and property).

21. ACCESS TO RESOURCES

When a person has the use of a resource (access), but does not control it, and as such is not in a position to make certain decisions about how the resource is used (e.g. renting land to grow crops, or access to/ participate in political processes).

22. CONTROL OVER RESOURCES

When a person has the power to make decisions about the use of resources (e.g. use the land or when to sell it, control over which issues are discussed in political processes and what the final decisions are).

23. GENDER RESPONSIVE MONITORING

A systematic ongoing approach to checking if interventions are on track to achieving their goals – specifically designed to reveal the differences in experiences and impact on men and women.

24. GENDER RESPONSIVE EVALUATION

A systematic approach to assessing the policy intervention, program or project (from a gender perspective) whether it achieved its objectives, what the broad impact was and why it was successful or unsuccessful. While monitoring is at the implementation (more micro) level and ongoing, evaluation occurs at the strategic (more macro) level and less frequently – typically mid-term and completion. Gender-responsive evaluations are designed to capture the impact on the entire group of stakeholders or beneficiaries, and show clearly the different outcomes for women and men.

Evaluations should provide us with important information to inform future policies, programs and projects. Evaluation results must therefore be documented, communicated effectively and

made available to relevant policy, program and project designers.

25. SEX-DISAGGREGATED DATA

Quantitative statistical information on the differences between men and women, boys and girls for a particular issue or in a specific area. Looking at data for individuals and breaking it down by the sex of the individuals (e.g. data of life expectancy, school enrolment, smoking prevalence divided by men and women).

Sex-disaggregated data shows us if there is a difference in a given situation for women and men, girls and boys, but it doesn't tell us why the difference exists.

26. GENDER ANALYSIS

Provides a deeper understanding of the situation for and between men and women, their constraints, needs, priorities, and interests. Gender analytical information (results of gender analysis) is essential in designing good policies – because it tells us why the differences exist – the causes.

Gender analysis is an important part of policy analysis that identifies how public policies (or programs/projects) affect men and women differently.

Conducting gender analysis requires well-developed social and gender analytical skills and is usually carried out by appropriately trained and experienced social researchers or gender experts.

27. GENDER STATISTICS

A special group of statistics that focus on specific known gender-related issues such as hours of sleep and leisure, violence against women.

28. BASELINE

Information gathered before an intervention is implemented to tell us what the situation is before action is taken. Baseline information is useful to the process of setting targets and measuring progress. Baseline information should be disaggregated by sex wherever possible to ensure that differences for women and men are clear from the outset.

29. TARGET

Targets (or objectives) help policy/program/project implementers and managers keep their eye on the prize – the ultimate outcome expected. Targets increase the likelihood that overall objectives will be met and that adequate resources will be allocated to ensure success. Wherever possible targets should be gender-responsive – highlighting the focus for both men and women where appropriate (e.g. reduce school dropout rates to X% for girls and boys).

30. INDICATOR

Indicators specify how achievement towards targets will be measured. What are the '*indications*' of progress? How do we know if we are getting closer to our target or objective? They can be thought of as the steps along the way to achieving the target. For example, if the target is "re-forestation of a particular area", the indicators might be X hectares of land prepared for planting, X number of seedling trees grown, irrigation system planned and set up, fertilizer purchased and spread, percentage of area re-planted, percentage of trees planted – all of the '*indications*' of

progress towards the target.

31. QUANTITATIVE

Quantitative data are measures of quantity (total numbers, proportions, percentages etc), such as population figures, labour force figures, school attainment rates, etc. It is important that wherever possible data for individuals be disaggregated by the sex of the individuals – sex-disaggregated data.

32. QUALITATIVE

Information that is based on people's judgements, perceptions and opinions about a subject. Obtained through attitude surveys, focus group discussions, public hearings and consultations, participatory appraisals etc. It is essential that qualitative information be collected in a manner that is sensitive to gender issues and shows a representative view of both male and female stakeholders.

33. GENDER-RESPONSIVE GOVERNANCE

Gender-responsive governance is an important step in achieving good governance. Gender-responsive governance seeks to ensure that institutions, policies, programs and projects:

- Involve women and men equally in government processes;
- Learn about, take seriously, and respond to the needs, interests and priorities of all members of society;
- Distributes resources and benefits of development equally between women and men;
- Ensures that men and women, girls and boys enjoy equal quality of life.

34. VIET NAM WOMEN'S UNION (VWU)

A popular women's socio-political organisation which is mandated to women's equality and development, and protects women's legitimate rights and benefits.

35. NATIONAL COMMITTEE FOR THE ADVANCEMENT OF WOMEN (NCAFW)

National Committee for the Advancement of Women is the advisory body to the Prime Minister in developing and monitoring the implementation of the National Strategy and Plan of Action for Advancement of Women; coordinates with relevant agencies to make proposals, advocate and disseminate laws and policies of the State relating to gender equality and advancement of women; acts as a coordinating agency in drafting national reports on CEDAW implementation and a national focal point for international cooperation in gender equality and advancement of women.

36. COMMITTEE FOR THE ADVANCEMENT OF WOMEN (CAFW)

Committees for the Advancement of Women are based in line ministries and at local levels to advise and support leaders in the implementation of the Party and State's policies for gender equality and advancement of women.

37. MACHINERY FOR THE ADVANCEMENT OF WOMEN (MAOW)

Gender equality/advancement of women units act as policy coordinators, advocates and catalysts for gender mainstreaming across government agencies and sectors at all levels. The Machinery for the Advancement of Women comprises WU, NCAFW and CAFWs.

38. NATIONAL STRATEGY FOR THE

National Strategy for the Advancement of Women by 2010 contains five specific objectives. Its overall goal is aimed at

ADVANCEMENT OF WOMEN	improving the quality of women's material and spiritual life, as well as establishing the conditions necessary for women to experience their fundamental rights, and to fully and equally participate in and benefit from all aspects of political, economic, cultural and social life.
39. NATIONAL PLAN OF ACTION FOR THE ADVANCEMENT OF WOMEN (POA)	The National Plan of Action for the Advancement of Women to 2005 guides the implementation of the National Strategy and details specific responsibilities and actions for ministries and agencies to take in achieving the POA and National Strategy.
40. WOMEN IN DEVELOPMENT (WID) APPROACH	The WID approach which emerged in the 1970s began with an uncritical acceptance of existing social structures and focused on how women could be better integrated into existing development initiatives. It included strategies such as women-only projects, focusing on training, and women's productive work – often credit and income generation projects. WID treated women as passive recipients of development: women's concerns were viewed in isolation as separate issues. WID failed to address the systematic causes of gender inequality.
41. GENDER AND DEVELOPMENT (GAD) APPROACH	GAD was developed in the 1980s in response to the perceived failures of WID. Instead of focusing only on women, GAD is concerned with the relations between women and men; it challenges unequal decision-making and power relations. GAD seeks to address the underlying causes of gender inequality by addressing the different life experiences for men and women through mainstreaming gender into planning at all levels and in all sectors and focusing on whatever steps are necessary to ensure equal outcomes.

ABBREVIATIONS

CFAW	Committee for the Advancement of Women
CPRGS	Comprehensive Poverty Reduction and Growth Strategy
GAD	Gender and Development Approach
GMS	Gender Mainstreaming Approach
LURC	Land Use Right Certificate
MARD	Ministry of Agriculture and Rural Development
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MPI	Ministry of Planning and Investment
NCAFW	National Committee for the Advancement of Women
POA	National Plan of Action (for the Advancement for Women) 2001-2005
POA2	National Plan of Action (for the Advancement for Women) 2006-2010
RNE	Royal Netherlands Embassy
STI	Sexually Transmitted Infections
UNDP	United Nations Development Programme
VDGs	Viet Nam Development Goals
VWU	Viet Nam Women's Union
WID	Women in Development Approach

PURPOSE AND OVERVIEW OF THE GUIDE

The Vietnamese Party & State are determined to achieve gender equality

AIM OF THE GUIDE

The aim of the Guide is to support all government officials to understand their roles and responsibilities, develop the skills needed to contribute to achieving gender equality for Viet Nam through their daily work.

Everyone, at all levels, & in all sectors, is responsible for working towards gender equality

WHO IS THE GUIDE FOR?

Gender equality cannot be achieved by one group (e.g. the VWU, women's units, NCFAW, or CFAWs) or a few people acting alone. It can only be achieved where there is strong leadership, and broad commitment and action by all of government, at all levels and in all sectors. The Guide is, therefore, designed to help government officials and cadres at different levels in recognising and addressing gender issues in their work, and to support all government agencies in putting in place the necessary mechanisms to ensure that they operate in a manner that systematically, automatically and consistently responds to the needs and interests of all members of society, and that benefits from their programs are distributed equally between women and men.

Gender issues affect everyone, involve everyone, and gender equality can only be achieved by full involvement of both women & men

IS THE GUIDE FOR WOMEN AND MEN?

The term 'gender' does not mean 'sex' or 'women'. Gender refers to the socially and culturally acceptable ideas (roles, behaviours, characteristics) that individuals are taught by their society about what it means to be female or male, and concerns how these ideas affect power relations between women and men at all levels of society, and how those power relations sometimes result in inequality of opportunities and outcomes for some. Because it is women that tend to be excluded or disadvantaged in these relations, efforts to redress the balance have more often focused on women. However, it is now recognised that it was a serious mistake to only focus on women exclusively, rather than on the social relationships between men and women. The pursuit of gender equality involves everyone, requires changes from both men and women, is in everyone's interests, is everyone's responsibility, and cannot be achieved without the full involvement of both women and men.

Gender mainstreaming is a new approach; there are many lessons to learn

WHY USE THIS GUIDE?

Gender mainstreaming is a relatively new approach or strategy. This Guide hopes to present the elements of gender mainstreaming in a simple and understandable manner and within the Vietnamese context. There are many lessons about gender equality from within Viet Nam and internationally that can help improve the quality and success of Viet Nam's efforts towards an equal society for women, men, boys, and girls. This guide aims to serve as a Viet Nam-specific resource for all government officials and NCFAW and CFAW members as they learn about and apply the principles of gender mainstreaming in their daily work.

The Guide is a simple & practical resource for non-gender specialists

WHAT THIS GUIDE DOES NOT DO

The Guide is intended to be a simple and practical tool for government officials in learning how they can work in a more gender-responsive way, how leaders and CFAWs can put in place organisational mechanisms that will assist them in achieving gender equality goals. It

is not intended to be an academic or highly technical text, and does not claim to provide the knowledge and skills to transform government officials into gender equality experts.

Contains basic concepts, organisational needs, key steps for successful and effective gender mainstreaming

HOW IS THE GUIDE ORGANISED?

As background, the Guide begins with explaining some important foundation terms and concepts regarding gender, and outlines the policy and administrative basis for Viet Nam's gender equality efforts. Part Two of the Guide contains practical guidelines for mainstreaming gender concerns, including six steps ranging from setting the conditions, undertaking actions for gender equality to monitoring and evaluating gender equality efforts. Part Three contains strategic considerations in gender mainstreaming. Part Four of the guide summarises some of the critical gender issues in some specific sectors. Part Five contains a number of gender analysis tools and checklists to support officers in identifying problems through a gender lens.

A practical, easy-to-use, reference document to meet different needs and levels of knowledge and experience

HOW TO USE THE GUIDE

The Guide is designed as a reference document rather than a text to be read from start to finish. It recognises that people using the guide will have different needs and different levels of knowledge and experience in relation to mainstreaming gender equality. The Guide has a Table of Contents to help you find information quickly and includes ready-to-use checklists to support daily work. A step-by-step sequence is also included to support organisations that wish to actively build the mechanisms and support structures that would enable them to become a fully gender-responsive agency.

Culture & gender issues change continually; the goal is to change gender values that deny certain members of society the chance to participate in and benefit equally from Viet Nam's achievements

A WORD ABOUT CULTURE OF CHANGE AND LEARNING

Culture is part of the fabric of every society, and Viet Nam, in particular has a strong and proud culture and traditions. Culture shapes "the way things are done" and our understanding of why this should be so. Expectations about attributes and behaviours appropriate to women and men, and about relations between women and men – in other words – gender – are shaped by culture. Gender identities and gender relations are critical aspects of culture because they shape the way daily life is lived in the family, but also in the wider community and the work place. While the specific nature of gender relations varies amongst societies, the general pattern is that women have less personal autonomy, fewer resources at their disposal, and limited influence over decision-making processes that shape their societies and their own lives. This pattern of disparity based on gender is both a human rights and a national development issue. However, societies and cultures are not static – they are living entities that are continually being renewed and reshaped. As with culture more generally, gender definitions change over time – in response to many factors – social, economic, legal, policy, civil society. During this process of evolution, some values are reaffirmed, while others are challenged as no longer appropriate. Gender mainstreaming is a strategy to assist government and society to become aware of and challenge the values and beliefs that result in some members of society being denied equal recognition, opportunities, access, and outcomes to the country's development.

Mainstreaming gender issues means changing the status quo. Change is usually challenging and often resisted; Successful change depends on honesty and courage

Mainstreaming gender equality issues involves challenging the status quo – it means making changes to how we think, relate, and work, changing some of our long-held beliefs about the role and value of men and women. Change is usually challenging for most people – for some it is pleasantly exciting – offering new opportunities. However, typically there is strong resistance to change. Many people think things are already fine as they are and don't understand the need for change. Those who feel that they might 'lose' in the change process might actively resist the change. Others might doubt that there are effective means to accomplish major organizational change. Successful change must involve top management – a fact that has been proven repeatedly around the world and especially in relation to achieving gender equality. To achieve change – we must be willing to acknowledge and speak out about what needs changing and how to do it, and we must be firm in promoting change for gender equality.

GENDER MAINSTREAMING – A PROCESS OF CONTINUAL CHANGE AND IMPROVEMENT

Managing and achieving change – in this case for gender equality - is a dynamic process, and how we approach it will need to be reviewed and revised as circumstance and conditions alter. These National Gender Mainstreaming Guidelines should be viewed as a starting point. It is not expected that they are perfect or will answer all questions about how to work in a gender-responsive way that achieves gender equality. NCFAW welcomes comments and suggestions, and especially case studies that will assist in improving further editions of the National Gender Mainstreaming Guidelines.

BEFORE WE BEGIN.....

“WHAT IS GENDER MAINSTREAMING”?

1. GENDER MAINSTREAMING IS AN APPROACH OR STRATEGY TO ENSURE:

- ✓ that all government's efforts consider and address the experiences, needs, and priorities of men & women at all stages.
- ✓ that State development outcomes benefit women & men equally.
- ✓ that gender disparities are not continued or made worse.

GOOD GOVERNANCE

Gender mainstreaming is an essential element of good governance. It seeks to ensure that institutions, policies, & programs:

- **Involve women and men equally in government processes;**
- **Respond to the needs and interests of all members of society; and**
- **Distribute benefits equally between men and women.**

2. WHAT DOES GENDER EQUALITY REALLY MEAN?

- Gender equality does not simply mean equal numbers of men and women or boys and girls in all activities;
- Gender equality means that men and women enjoy equal status within a society;
- It does not mean that men and women are the same, but that their similarities and differences are recognised and equally valued;
- Gender equality means that women and men experience equal conditions for realising their full human potential, have the opportunity to participate, contribute to, and benefit equally from national, political, economic, social and cultural development;
- Importantly, gender equality means equal outcomes for men and women.

3. WHY IS GENDER EQUALITY IMPORTANT?

- Equality between women and men is just, fair, and right – a worthy goal on its own – and in a sense needs no other justification.
- Gender inequality is both a major cause of poverty and a major constraint to sustainable development, and ultimately harming all members of society.
- Societies with large, persistent gender inequalities pay the price of greater poverty, malnutrition, illness and other deprivations.
- Economic growth is more effective in reducing poverty in societies that have higher levels of gender equality.

4. WHAT IS THE MAINSTREAM?

- The mainstream is an inter-related set of dominant ideas, values, beliefs, attitudes, relations and practices. It covers all main institutions (families, schools, government, mass organisations, etc.) that make decisions about resource allocation, 'who is valued', 'who can do what' and 'who gets what' in societies, and ultimately determines the quality of life of all members of society.
- Being equal members 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 – who does what, who owns what, who has access to jobs, education and income, and who controls societies resource and institutions, who makes decisions and sets priorities.
- Being part of the mainstream means sharing equitably the benefits of development.

5. WHY DO WE NEED THIS (GENDER MAINSTREAMING) STRATEGY?

- Women and men experience life differently, have different needs and priorities, and are affected differently by policies and development interventions
 - Women, who constitute more than 50% of society remain the majority living in poverty, are victims of all types of violence, generally have lower literacy rates than men, and have experienced the least improvement in their quality of life. However, in some areas, male marginalization, especially amongst young people, is also a significant gender inequality issue.
- Gender mainstreaming is an essential part of good governance
 - It seeks to ensure that institutions, policies, programs and projects respond to the needs of and interests of all members of society, and distribute benefits equitably between women and men.
- Gender mainstreaming is a move away from women-specific programs and projects (only)
 - Women-specific activities may also be necessary to address gender inequalities – but they are not enough to achieve gender equality and they often do not address the underlying reasons for gender disparities.
- Gender mainstreaming recognises that gender equality issues exist at all levels, in all sectors, and involve all members of society; we can no longer just think of gender issues as women's issues that only exist in sectors such as health and education – the aim is to transform the entire mainstream to ensure that it involves and is responsive to all members of society.
- Gender mainstreaming recognises that equality and the empowerment of women can only be achieved by taking account of and addressing the relationships between women and men.

6. WHO IS RESPONSIBLE FOR GENDER MAINSTREAMING?

- The principle is that redressing inequality is a shared responsibility by all government stakeholders – and is not just the job of the Women's Union or the National Machinery for the Advancement of Women.
- *High-levels leaders* must be committed to and support the process of gender mainstreaming. Senior managers must provide clear messages about the priority assigned to gender equality and gender mainstreaming, and make demands on staff for information, analysis and update on progress. When such demands are not made, and when staff are not held accountable for action on issues of equality, there is little incentive for action.
- *All government staff* responsible for the design, implementation, review, monitoring and evaluation of policies, projects, programs, budgets are responsible for gender mainstreaming.
- All staff must take responsibility for
 - Understanding the different roles, responsibilities, experiences, and inequalities between women and men in relation to the issue being addressed;
 - Identify opportunities to actively involve women as well as men in the consultation process;
 - Act on women's as well as men's priority concerns;
 - Identify ways to promote benefits for women as well as men;
 - Identify strategies to reduce gender disparities and promote gender equality.

- *NCAFAW and CFAW* have a special role in advising on national policy and planning, developing organisational action plans, mechanisms, capacity, and in coordinating, monitoring and evaluating gender mainstreaming efforts.

7. WHAT DOES GENDER MAINSTREAMING INVOLVE IN PRACTICAL TERMS?

- It means that all government officers, at all levels, **no longer simply assume that women will automatically benefit** from a proposed policy or program.
- In the **planning stage**, it means being explicit about the differing needs and experiences of men and women (as expressed by women and men).
- In the **design stage**, it means ensuring that there are clear and specific objectives, actions, and indicators that will lead to reductions in gender disparities and ultimately result in equal outcomes for women and men; it means ensuring that resource allocations explicitly benefit men and women equally.
- In the **implementation stage**, it means ensuring that women and men participate equally in the decision-making process and are treated with equal respect.
- In the **monitoring stage**, it means collecting sex-disaggregated data, and tracking indicators that measure the different impact of interventions on women and men.
- In the **evaluation stage**, it means making sure that both women and men take part in determining the evaluation criteria, that the impact of the intervention on gender equality is explicitly assessed, that the evaluation team has a balance of women and men, and the evaluation design is gender-responsive.

Gender mainstreaming, therefore, is the facilitation of change and learning in an organisation, so that it becomes more able to contribute to greater equality between women and men in meaningful and measurable ways.

It involves

- ***Challenging the status quo.***
- ***Changing policies, administrative practices, and institutions so that they actively, systematically, and consistently consider and promote gender equality in all aspects of their work.***
- ***Adjustments to attitudes and behaviours of individuals & organisations.***

It is a TRANSFORMATIVE PROCESS that involves rethinking social values, organisational practices, and policy and program goals.

UNDERSTANDING GENDER MAINSTREAMING

<p>MAINSTREAMING IS NOT <i>just</i> the responsibility of NCFAW, VWU, CFAWs and women staff.</p>	<p>MAINSTREAMING IS the responsibility of all key decision-making bodies, the Party, the State, National Assembly, all ministries, all ministry personnel – all civil servants responsible for the design, implementation, monitoring and evaluation of policies, programs, projects and budgets.</p>	<p>NCFAW AND CFAW CAN</p> <ul style="list-style-type: none"> - Act as focal points in gender equality and gender mainstreaming efforts, - Provide gender equality policy advice, - Provide technical support, - Monitor to ensure that gender equality progress is maintained. <p>THE VWU CAN</p> <ul style="list-style-type: none"> - Act as advocates for women's interests, - Promote gender mainstreaming as a strategy in their development activities, - Monitor mainstreaming activities of government agencies at relevant levels.
<p>MAINSTREAMING IS NOT <i>just</i> special policies and projects for women.</p>	<p>MAINSTREAMING IS</p> <ul style="list-style-type: none"> - Promoting the full and equal participation of women and men in all sectors and at all levels. - Using sex-disaggregated data and gender analysis on a routine basis to identify different experiences, priorities and needs in relation to the design and likely impact of all policies, programs and projects. - Using such analysis to develop measures to bring about the equal participation and equal benefits for men and women. 	<p>Special policies, programs and projects for women may form a part of an overall mainstreaming approach in areas of special need for women.</p>
<p>MAINSTREAMING IS NOT <i>just</i> about changes for women, nor is it for the benefit of women only.</p>	<p>MAINSTREAMING INVOLVES changing (social) relationships between women and men in order to achieve more equal sharing of power and responsibility, benefiting both men and women.</p>	<p>Mainstreaming offers win-win gains for women, men and society as a whole.</p>

MAINSTREAMING IS NOT only about changes in women's gender roles and capacities.	MAINSTREAMING REQUIRES policies, programs and projects to promote and support changes in men's as well as women's gender roles, attitudes and behaviour.	Policy changes and program support will be necessary to enhance the role of men in the family, eliminate gender-based violence, and enable men to assume more equal responsibility for unpaid work in the home and in the community.
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Key References for “What is Gender Mainstreaming”

1. CIDA, 2000, *Accelerating Change: Resources for Gender Mainstreaming*
2. Commonwealth Secretariat, 1999, *Gender Mainstreaming in Development*
3. Corner, L, 1999, *Capacity Building for Gender Mainstreaming in Development*
4. DFID, 2002, *Gender Manual, A Practical Guide for Development Policy Makers and Practitioners*
5. UNDP, 2002, *Gender Equality Policy Note*

INTRODUCTION TO GENDER MAINSTREAMING ILLUSTRATIONS

On the following pages you will find three illustrations:

1. ***The Mainstream:*** This illustration attempts to explain exactly what we mean when we refer to ***The Mainstream***, and its impact on the quality of life of all members of society.
2. ***Past and Current Approaches to Achieving Gender Equality:*** This illustration describes how we have been working in the past to achieve gender equality and the constraints of current day approaches.
3. ***The New Approach - Gender Mainstreaming:*** This picture describes how the mainstream would look and how we would work if we adopted a gender mainstreaming approach to achieving gender equality.

PART ONE: INTRODUCTION AND BACKGROUND INFORMATION

1. VIET NAM'S APPROACH TO ADVANCING WOMEN AND ACHIEVING GENDER EQUALITY

1.1. GOVERNMENT OF VIET NAM: COMMITMENT TO THE ADVANCEMENT OF WOMEN AND GENDER EQUALITY

Historically, Vietnamese women have played an important role and made a great contribution to the country's development and defense. Since the 1st Century, in 43, two female generals led the people to overthrow the northern invaders and gain independence for the country. In 1930 the Viet Nam Communist Party was established, and under the Party's leadership, Vietnamese women have displayed their strong characteristics and devoted their great efforts and contribution to the national revolution.

In 1945, after independence, the goal of equality between men and women was systematically integrated into the State's political agenda. The first Constitution of Viet Nam in 1946 stated clearly the commitment of the Viet Nam government toward equality between men and women '*all Vietnamese citizens, regardless men or women, have equal rights in all aspects of politics, economy, society and culture*'. Many women's rights translated, for instance, into different laws, such as: Civil Law, Criminal Law, Labour Law, Marriage and Family Law, etc.

In keeping with both the requirements of national defense and the construction of socialism, government policies provided strong support for the enhanced role of women in society. As a consequence, Viet Nam's gender equality level was considerably better than for most countries with similarly low levels of GDP per capita. Relatively large numbers of women were in leadership positions and there was more equality in access to education, health and other social services.

The Party and Government policy during the 1990s and beyond has continued to promote the advancement of women through the promulgation of different Resolutions and Directives expressing commitment towards the advancement of women. They are: Resolution N^o 4-NQ/TW dated 12/7/1993 of the Politburo on the renovation and enhancement of women's mobilisation in the new situation; Directive N^o 37-CT/TW dated 16/5/1994 of the Party Secretariat on some issues related to women cadres in the new situation; National Strategy for the Advancement of women by 2000, etc. Recently, the Prime Minister has approved the National Strategy for the Advancement of women by 2010 and promulgated Government Decree N^o 19/2003/ND-CT dated 7/3/2003 regulating responsibilities of government agencies to support and promote Viet Nam Women Union's participation in governance, particularly in women and children's rights and benefits-related issues.

The commitment is also reflected in the document of the IX National Communist Party Congress, which clearly stated: *Practically improve gender equality, the advancement of women* (p. 163)².

Doi Moi and the path to economic integration are likely to bring about both positive impacts as well as challenges to gender equality issues as the process of economic transformation and socialization of public services has been taking place. Therefore, close attention will need to be given to the impact of socio-economic integration on the status of women and girls to ensure that the gender equality gains of the past are maintained, existing inequalities not made worse and new types of gender-based inequalities are not created.

² Communist Party of Vietnam. Document of the IX National Communist Party Congress. National Political Publishing House - 2001.

1.2. INSTITUTIONAL FRAMEWORK FOR THE ADVANCEMENT OF WOMEN AND GENDER EQUALITY

The national machinery for the advancement of women and gender equality in Viet Nam includes the National Committee for the Advancement of Women (NCFAW), Committees for the Advancement of Women (CFAWs) in different sectors and at all levels, and the Viet Nam Women's Union (VWU).

The National Committee for the Advancement of Women was established according to Decision No.72/TTg signed by the Prime Minister on 25/2/1993 and further strengthened according to Decision No. 92/TTg on 11/6/2001. NCFAW is comprised of 18 members at deputy-ministerial level from key line ministries and central organizations, with the following tasks and responsibilities:

- Advise the Prime Minister to develop and monitor the implementation of the National Strategy and Plan of Action for the Advancement of Women; coordinate with relevant agencies to make policy proposals to the Prime Minister in areas of gender equality and advancement of women;
- Coordinate with relevant agencies to monitor and promote the implementation of women-related policy and laws in line ministries, sectors, central cities and provinces;
- In cooperation with other agencies, advocate and disseminate women and CEDAW-related laws and policies; act as a coordinating agency in drafting national reports on CEDAW implementation;
- Act as a national focal point for international cooperation in areas of gender equality and advancement of women.

1.3. POLICY FRAMEWORK FOR THE ADVANCEMENT OF WOMEN AND GENDER EQUALITY

The National Strategy for the Advancement of Women in Viet Nam by 2010

The National Strategy for the Advancement of Women in Viet Nam by 2010, approved by the Prime Minister in Decision No. 19/2002/QĐ-TT, plays a crucial role in the Government's overall framework to achieve and sustain gender equality. It follows on from the first National Strategy for the Advancement of Women by 2000, and promotes the advancement of women across sectors. The overall objective of the Strategy is to

Improve the quality of women's material and spiritual life, as well as establishing the conditions necessary for women to experience their fundamental rights, and to fully and equally participate in and benefit from all aspects of political, economic, cultural and social life (NCFAW 2002).

The National Strategy for the Advancement of Women includes five key objectives with discrete targets in each field to be reached by 2010 as follows:

- Equal rights for women in labour and employment;
- Equal rights for women in education;
- Equal rights for women in health care;
- Improved quality and efficiency of women's performance in political, economic, social and cultural areas to increase the number of women candidates for leadership positions at all levels and in all sectors;
- Strengthened capacity of the machinery for the advancement of women.

Plan of Action for the Advancement of Women in Viet Nam by 2005 (POA2)

The *Plan of Action for the Advancement of Women in Viet Nam by 2005* was developed by the National Committee for the Advancement of Women to guide the implementation of the first five years of the National Strategy to 2010. POA2 follows the first NPOA by 2000 which was prepared following the Beijing UN Conference on Women in 1995. The current plan POA2 was

informed by recommendations from the grassroots and is based on the objectives of the National Strategy. The Plan is informed by the understanding that sustainable gender equality is a cross-cutting issue. It details the specific responsibilities of ministries and agencies in integrating the objectives of the plan into their overall sector plans to achieve the broader goal of gender equality.

Implementation Responsibilities

The Ministry of Planning and Investment (MPI), in collaboration with the National Committee for the Advancement of Women and related ministries, branches and other bodies, and the People's Committees of provinces and centrally managed cities, are responsible for coordinating the implementation of the POA2. Gender issues are expected to be integrated into the five year and annual socio-economic development plans of ministries, branches and localities. The agencies listed in the POA2 will develop their own plans, and are responsible for planning and implementing assigned activities that are relevant to their organisation's State management areas and professional activities in fulfilling the POA2 targets.

The Comprehensive Poverty Reduction Strategy (CPRGS May 2002)

The Government of Viet Nam has a strong commitment to poverty reduction and social equity. This commitment to eradicate poverty is articulated in the Comprehensive Poverty and Growth Strategy (CPRGS), which was approved by the Prime Minister in May 2002. The CPRGS recognises the relationships between gender inequality, poverty, and sustainable economic growth for all of society.

Millennium Development Goals

In September 2000, 180 countries adopted the Millennium Declaration. In this Declaration, an augmented set of targets with corresponding indicators were agreed upon and are now known as the **Millennium Development Goals** (MDGs). The MDGs represent global goals and targets for monitoring human development. They center on eight major goals:

- Eradicate poverty and hunger
- Achieve universal primary education
- Promote gender equality and empower women
- Reduce child mortality
- Improve maternal health
- Combat HIV/AIDS, malaria and other diseases
- Ensure environmental sustainability
- Develop a global partnership for development

The **Viet Nam Development Goals** (VDGs) were formulated to better reflect the actual development needs and situation in Viet Nam. The VDGs are based on the MDGs listed above among others, and make particular reference to the goals of Universalising Education, and Ensuring Gender Equality and Women's Empowerment. The latter goal incorporates the targets of:

- Increasing the number of women in elective bodies at all levels
- Increasing the participation of women in agencies and sectors [includes ministries, central agencies and enterprises] at all levels by 3-5% in the next 10 years
- Ensure that the names of both husband and wife appear on land-use certificates by 2005
- Reduce the vulnerability of women to domestic violence

1.4. DEVELOPMENTS TOWARDS A GENDER MAINSTREAMING APPROACH IN VIET NAM

The Gender and Development approach, supported by gender mainstreaming as strategy, is relatively new as a means to promote and achieve gender equality. Like many Governments

and organizations around the world, Viet Nam is in transition to gender equality as a goal, and gender mainstreaming as a strategy. Despite Viet Nam's policies and institutional structures in support of gender equality, obstacles to the promotion of gender equality in the sphere of policy development and implementation remain. Viet Nam's efforts, originally initiated by the VWU, have been predominately women-focused, have tended not to address the structural or strategic issues underlying gender disparities. These efforts have tended to be limited to a few issues and sectors that are believed to be relevant to women's needs such as health, education and equal access to employment.

Conceptual Clarity

The new terms and concepts arising out of the discussion and theory about women in development (WID) and gender and development (GAD) have created some confusion. There is a proportion of government officials and staff who are unclear about the difference between a WID approach and a GAD approach to achieving gender equality. Key concepts such as 'gender', 'gender equality', 'mainstreaming women' and 'gender mainstreaming' remain confusing for many people.

The current level of conceptual confusion means that when people do engage in discussion about 'gender equality', there is a tendency for the discussion to revert to a debate about women's issues and welfare issues, such as education, health and especially women's roles as mothers. While leaders and public servants remain unaware of, or unconvinced of, the critical relationship between gender equality, poverty reduction and sustainable development, attempts to implement a gender mainstreaming approach will be severely constrained.

GENDER ROLES AND RELATIONS IN VIET NAM

Current day gender roles, responsibilities and relationships in Vietnamese society continue to be influenced by traditional Confucian doctrine. Patriarchal attitudes and behaviour results in women's inferior status in the family, inadequate recognition of women's roles and contributions, son-preference and men's reluctance to share household and family responsibilities. While efforts have been made towards achieving improved status of women in the family and in society, these values and beliefs constitute a major constraint to the achievement of gender equality in Viet Nam.

Roles and Responsibilities

A Situational Analysis of critical gender issues in Viet Nam (NCFAW 2000) recommended that a reassessment of the respective roles and functions of NCFAW and the VWU could be beneficial in the transition to a gender mainstreaming approach to achieving gender equality.

As a result of its historical role, the VWU is currently expected to take sole responsibility for addressing women's needs in a range of sectors: for example, maternal and child health and family planning, literacy, credit and micro-enterprise development, agricultural extension, domestic violence, and others. All of these activities in principle belong to the remit of key line ministries such as Ministry of Health (MOH), Ministry of Education and Training (MOET), Ministry of Labour, Invalids and Social Affairs (MOLISA), Ministry of Agriculture and Rural Development (MARD), Ministry of Finance (MOF), etc.

While the VWU has an important role to play in representing grassroots women's views and interests, and in supporting their development, it is important for key line ministries and departments to accept responsibility and accountability for gender equality achievements at the program and policy level. Once key line ministries take responsibility for gender equality issues in their programs the VWU will be free to focus on its core activities such as awareness raising, research, analysis and advocacy, and the monitoring and evaluation of impacts of policies and programs on the status of women.

Content and Approach of Action Plans

The Plan of Action by 2005 guided the first stage of implementation of the National Strategy for the advancement of women by 2010 and was considered a part of the five-year Socio-Economic Development Plan of the country by the turn of 21st century. The Plan of Action aimed at promoting gender equality and empowering women. VWU 6-key programs (2002-2007) aimed to reform its operation approach, protect women's rights and benefits towards the goal of "gender equality, development and peace".

However, as previously mentioned, the main focus was on women's roles and issues. Besides praising women's roles, activeness and creativity, to some extent, there is a risk of adding to the multiple tasks required of women. This trend can be seen in new conflicting role models as perfect mothers and wives in the domestic sphere, and efficient labourers outside the home in society. Some other activities may also deepen gender roles and stereotypes. Therefore, in the implementation of plans of action/programs/projects to empower women, it is critical to draw attention to issues of workload sharing, power relations within households and decision-making power in the broader society.

Leadership for Mainstreaming Gender Equality

There is still a part of leaders and policy makers who are unaware of the important links between gender equality and development. They also remain unaware of the importance of gender mainstreaming as the most effective approach to achieving gender equality. Some leaders and policy makers continue to regard 'women's issues' as the responsibility of the NCFAW and the VWU. For a gender mainstreaming approach to be successful, and broad-based gender equality to be achieved, this situation must change.

Redressing gender inequality must become the shared responsibility of all government stakeholders; it is not, and cannot, be the sole function of the women's union or the national machinery for the advancement of women. International experience shows that gender mainstreaming cannot be successful unless a number of critical enabling factors are present. A key success factor in achieving gender equality is the support of high-level leaders. That also belongs to their responsibility in translating the Party and State policy of gender equality into the life of society.

1.5. THE POTENTIAL ROLES OF THE NATIONAL MACHINERY, THE NATIONAL STRATEGY AND PLAN OF ACTION UNDER A GENDER MAINSTREAMING APPROACH

Note: *The National Strategy and Plan of Action – are NOT gender mainstreaming strategies. These National Policy Documents set the broad National Gender Equality goals and priorities, and designate the responsible agencies. Gender mainstreaming is a strategy – it is the way the people in an organisation think, behave and work, that makes men's and women's interests, needs and priorities a reference point for all policy, program and planning activities with the aim of ensuring equitable outcomes. Gender Mainstreaming is HOW we go about achieving the National Gender Equality goals.*

National Gender Equality Priorities: The National Strategy and Plan of Action for the Advancement of Women and Gender Equality

The National Strategy is the key mechanism for specifying the nationally agreed and approved gender equality priorities, targets and indicators. The National Plan of Action supports the Strategy by detailing specific responsibilities of ministries and agencies in implementing the plan over a 5-year period. The National Strategy and Plan of Action ensure that gender equality priorities do not evaporate, which means they will be implemented in reality.

Both the National Strategy and Plan of Action should be viewed and used by all government ministries and agencies as a basis to identify critical gender equality goals for integration into their sectoral strategies.

It is very important, however, for government agencies to use their own sectoral development strategy as the starting point in their analysis of gender equality issues and setting of gender equality goals. For instance, if *'improving the quality and availability of extension services to farmers'* is a key sectoral objective for MARD, they should firstly examine the gender issues related to this goal (e.g. Do women and men farmers have equal access to extension services? If not, why not? Does the content of extension services meet the needs of men and women farmers? If not, why not?). If they find that there are gender disparities associated with this issue, they need to ensure that their sectoral strategies are designed in a way that will overcome the gender inequality, and if necessary, design specific strategies to improve women's status and gender equality.

Ministry of Planning and Investment – Promoting Gender-Responsive National Policy and Planning

As the central government agency responsible for national planning and investment, MPI has a critical role to play in ensuring that all government organisations fulfill their own functions and responsibility in a gender-responsive manner, so that all policies and programs take account of men's and women's priorities and interests, that gender inequalities are identified and addressed, and that the benefits of national programs are distributed equitably between all members of society.

NCAFAW – The National Driver of Gender Equality Efforts: Advising on National Gender Equality Priorities, Providing Technical Advice to Government, Capacity Building, Coordination, Monitoring and Evaluation

NCAFAW serves a vital role in the process of gender mainstreaming in national policy and planning. The identification of critical gender equality issues through targeted research, recommendations to the Prime Minister on policy and legislation to support gender equality, monitoring and evaluation of gender equality efforts, and technical support to the network of Central and Provincial Committees for the Advancement of Women are all important tasks in progressing mainstreaming of gender equality and preventing policy evaporation. NCAFAW is also the focal point for follow-up to implement the Beijing Platform for Action and CEDAW.

CFAWs – Sectoral-Level Supporters – In-house Sectoral Technical Advice, Capacity Building, Coordination, Monitoring and Evaluation

CFAWs have a critical role to play in supporting their agency in working in a gender-responsive manner. CFAWs can assist ministries and departments in developing a gender mainstreaming strategy, review and strengthen policies and programs from a gender perspective, provide technical advice on specific sectoral gender issues, build the capacity of the agency in relation to gender-responsive work practices and in the coordination, monitoring and evaluation of the ministry/department gender equality efforts.

CFAWs will need to be appropriately empowered to enable them to support the organisational change process in sectors and ministries towards gender-responsive government agencies.

Critical changes that are needed include:

- **Formal recognition** of CFAW's role in supporting gender-responsive organisations. Currently, most CFAWs usually don't appear on the organisation chart, they are viewed primarily as another mass organisation. CFAWs need to be recognised as an official, valid organisational unit – like all other government departments and units and be treated and managed as such.
- **Strategic positioning** within their agencies: to be effective, CFAWs must be located where they can have the most influence and impact – such as within the policy development department. CFAWs must be clearly and effectively linked in the organisation's structure and process of policy and program design, monitoring and evaluation, with clearly agreed

mechanisms as to how and when they will input. For example, standard agency practice should include a process of ensuring that all new policies and programs are consistent with and comply with other key government policies – this process should also involve gender equality compliance.

- **Adequate resources:** CFAWs need to be staffed with sufficient suitably qualified, senior people who are dedicated full time to the task of promoting and coordinating gender equality efforts; like any other government department, they will require financial resources to fulfill their responsibilities.
- **Strong leadership:** Heads of CFAWs must fulfill their responsibilities of ensuring that all objectives derived from the National Plan of Action that are relevant to their ministry are prioritised, integrated, acted upon, monitored, evaluated, and reported on. CFAW leadership is responsible for achievements (or lack of) of gender equality objectives within their organisation.

Whole of Government – Ultimate Implementation Responsibility

As previously mentioned, gender equality cannot be achieved by a few specific groups (e.g. the VWU, or NCFW) or a few people. If such, there is a risk of isolating and marginalizing gender equality efforts which will lead to various obstacles in implementation. Gender equality can only be achieved where there is strong leadership, broad commitment and action by all of government, at all levels and in all sectors.

The presence of explicit gender equality goals and strategies (based on sound gender analysis) in all government policies and programs improves the possibility that the policy, program or project will genuinely and effectively impact on unequal relations between women and men and lead to greater gender equality.

Procedures need to be developed to ensure that gender concerns are mainstreamed at the institutional-level, and at the earliest possible point in the policy, project or program cycle because attention (or lack of attention) to gender issues can fundamentally affect the entire project/program concept and outcomes. Attention to gender issues is not an exercise performed once during policy development, or project and program planning phase, but rather is an integral and ongoing part of the entire planning and implementation process. It continues throughout the development and implementation of policy and the life of the project or program, from the design, implementation stages through the monitoring and impact-evaluation stages.

Therefore, all government staff responsible for the design, implementation, review, monitoring and evaluation of policies, programs, projects and budgets must be responsible for taking account of and specifically addressing relevant gender issues.

1.6. OVERVIEW OF THE *RELATIONSHIPS* BETWEEN THE NATIONAL STRATEGY FOR THE ADVANCEMENT OF WOMEN, THE NATIONAL PLAN OF ACTION, LOCAL AND SECTORAL POAs, AND THE GENDER MAINSTREAMING APPROACH

LEVEL	PURPOSE	RESPONSIBILITY	TIME-FRAME
MACRO / NATIONWIDE	NATIONAL <u>STRATEGY</u> FOR THE ADVANCEMENT OF WOMEN <ul style="list-style-type: none"> • Sets out the overall goals for the advancement of women • 5 objectives to guide gender equality efforts 	NCAFAW as the coordinating agency: <ul style="list-style-type: none"> • Advise in the drafting process • Monitor and promote the implementation • Evaluate and measure progress 	10 Years
MACRO / NATIONWIDE	NATIONAL <u>PLAN</u> OF ACTION FOR THE ADVANCEMENT OF WOMEN <ul style="list-style-type: none"> • Guide the effective implementation of the first 5-years of the National Strategy • State responsibilities of all line ministries, sectors, and local government at all levels for carrying out actions 	NCAFAW: <ul style="list-style-type: none"> • Develop the POA • Coordinate the implementation process • Monitor and promote the implementation • Evaluate and measure progress 	5 Years
MINISTRY, DEPARTMENT AND LOCAL LEVELS	PLANS OF ACTION FOR THE ADVANCEMENT OF WOMEN <ul style="list-style-type: none"> • Translate the National Plan of Action into ministerial, sectoral and local plans of action • Assign responsibilities to sub-ordinated agencies 	COMMITTEES FOR THE ADVANCEMENT OF WOMEN (CFAWS) as the coordinating unit: <ul style="list-style-type: none"> • develop sectoral or local POAs • organize the implementation • monitor and promote the implementation • evaluate and measure progress 	5 Years

<p>ORGANISATIONAL/ OPERATIONAL LEVEL</p> <p><i>(who does what in an organisation in relation to gender equality, and how do they do it)</i></p>	<p>GENDER MAINSTREAMING APPROACH</p> <ul style="list-style-type: none"> • Towards gender equality and advancement of women • Aim at achieving social equity and sustainable development • Gender issues should be recognised as a cross-cutting issue in policy development and implementation • All sectors and government agencies at all levels in the society become gender-responsive <p>Good Governance:</p> <ul style="list-style-type: none"> - involves men and women equally in government processes - distributes development outcomes equitably between women and men 	<ul style="list-style-type: none"> • Shifts the responsibility for achieving gender equality from the National Machinery to <u>all of government</u> • Requires that organisations adopt a gender-responsive approach to their work that: <ul style="list-style-type: none"> • takes into account and addresses the different needs and priorities of men and women • NMAOW – assumes a more strategic role: <ul style="list-style-type: none"> - advising on gender equality priorities - guiding and supporting all of government to work in gender-responsive manner - monitoring progress towards gender equality goals 	<p>ONGOING</p> <p>In all activities and sectors, at all levels</p>
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2. SOME IMPORTANT CONCEPTS

The Gender and Development approach, supported by Gender Mainstreaming as strategy, is relatively new as a means to promote and achieve gender equality. Like many Governments and organizations around the world, Viet Nam is in transition to gender equality as a goal, and gender mainstreaming as a strategy. The changes from a women in development (WID) approach to a gender and development (GAD) have created some confusion. Key concepts such as 'gender', 'gender equality', 'mainstreaming women' and 'gender mainstreaming' remain confusing for many people, not only those responsible for the direction and implementation of the gender mainstreaming process.

For gender mainstreaming to be successful, there needs to be a critical mass that understands the rationale for, and the key concepts related to gender mainstreaming. A clear conceptual understanding of these issues is essential for all government officers at all levels, especially at the highest level of government (Party, National Assembly, Ministers), and key national policy-makers in political, socio-economic and cultural areas.

When conceptual clarity about gender mainstreaming occurs, decision-makers, policy and program designers and implementers are much more likely to abandon the narrow focus on women. They need to adopt a gender perspective that takes into account the impact of men's roles and gender relations on women's inequality, and broaden the focus of interventions from 'advancement of women' to cover issues of gender equality and their causes throughout the entire mainstream.

GENDER – the Key Concept

Gender refers to the roles of and social relationships between men and women. In other words, it refers to the assignment of what men and women should do in a society, which relates to a range of social and institutional issues rather than a specific relation between any male and female individuals.

Gender roles are different to sex roles, which are biologically determined. These different roles are influenced by historical, religious, economic, cultural and ethnic factors. Therefore, our gender identity is not something that we were born with – we all learnt it as small children and as we became adults.

Gender roles are a collection of socially learnt behaviours and expectations about characteristics and aptitudes that are considered to define what it means to be a woman or a man (or a boy or girl) in a given society or culture. They are also about relations between women and men, who should do what, who has control over decision-making, access to resources and benefits. There is usually a lot of pressure on individuals to conform to these social expectations.

For example: In some societies, it is expected that only men will do the cooking (it is not appropriate for women), but in other societies it is women who are expected to cook. In some societies, it is expected that men will kiss and hug each other when they meet and greet – but in other societies this is considered to be a very inappropriate behaviour. In some societies it is common for women to wear their hair in short styles, but in other places it is only acceptable for women to wear their hair long. The same goes for men – in some communities, long hair for men is common and 'the norm' and in others it is not normal. These are not characteristics, skills, or behaviours that we are born with – we learn what is considered to be appropriate to do (as males and females) in our community – this is our gender identity.

Gender identities and gender relations are critical aspects of culture because they shape the way daily life is lived in the family, but also in the wider community and the work place.

SEX	GENDER
<ul style="list-style-type: none"> • Born with • Biological 	<ul style="list-style-type: none"> • Not born with • Socially-learned behaviours
<ul style="list-style-type: none"> • Universal (the same everywhere) 	<ul style="list-style-type: none"> • Diverse (different across societies)
<ul style="list-style-type: none"> • Cannot change, eg. <ul style="list-style-type: none"> - Only women can bear children - Only men can impregnate 	<ul style="list-style-type: none"> • Can & do change, eg. <ul style="list-style-type: none"> - Women can be prime ministers - Men can be good care takers for children

Gender identities are different within communities and across the world – they change over time and in response to changing conditions

Importantly – societies, cultures, gender roles and relations are continually being renewed and reshaped. Gender definitions change over time – in response to many factors – social, economic, legal, policy and civil society. During this process of evolution, some values are reaffirmed, while others are challenged as no longer appropriate. It is important to remember that gender roles and relations can and do change.

GENDER-BASED DISCRIMINATION - the Problem

Gender-based discrimination is when men or women are treated differently (restricted or excluded) in the family, in the workplace and society due to gender-stereotypes – which prevent them from enjoying their full potential and human rights. Gender stereotypes are a set of characteristics that a particular group assigns to women or men – they are often incorrect, and usually limit what an individual can do.

Examples: Some common female stereotypes are that women are dependent, weak, passive, gentle and less important. Some common male stereotypes are that men are independent, strong, competent, more important and decision-makers. These characteristics are not exclusive to men or women – both women and men can and do possess these characteristics. However, they are often ‘applied’ to one or the other in a negative way that results in them being disadvantaged in some way – for example; it is sometimes said that “women are not strong enough to be leaders, or that men do *not* possess nurturing skills to take care of children”.

Gender-based discrimination often places women in an unequal, subordinate and disadvantaged position in relation to men – for example when women are denied promotion opportunities because the gender-stereotype is that men are better decision-makers. Gender-based stereotypes can also constrain men’s opportunity to participate in a range of activities such as caring for their children or choosing healthy behaviours (such as not smoking or drinking excessive amounts of alcohol).

GENDER EQUALITY - the Goal

Gender equality *does not* simply mean equal numbers of men and women or boys and girls participating in all activities.

Gender equality means that men and women *enjoy equal recognition and status* within a society.

It *does not* mean that men and women are the same, but that their similarities and differences are recognised and equally valued.

Gender equality means that women and men experience equal conditions for realising their full human potential, have the opportunity to participate, contribute to, and benefit equally from national, political, economic, social and cultural development.

Most importantly, *gender equality means equal outcomes for men and women*.

Gender equality is both a critical human rights issue and an essential requirement for equitable, efficient, effective and sustainable development.

GENDER MAINSTREAMING - the Strategy

The gender mainstreaming approach is about good governance; it is based on the understanding that women and men have different life experiences, needs, and priorities and are affected differently by policies and programs. For government to be successful in meeting the needs of all members of society, it is essential that they consider and address gender issues.

Gender mainstreaming essentially means changing the way governments and organisations work so that the complexities and differences between men's and women's experiences, needs and priorities are equally valued, automatically considered and addressed from the outset, at all levels, in all sectors, at all stages of the policy and program cycle.

The gender mainstreaming approach requires that all of government take a gender perspective in their work and take measures to ensure that gender disparities are not made worse by policies and programs, that strategies are in place to promote gender equality.

The gender mainstreaming approach recognises that broad-based gender equality can only be achieved when the mainstream is operating in a gender-responsive manner.

MAINSTREAMING WOMEN AND MAINSTREAMING GENDER – Different, but complimentary and equally important

These are two different but equally important approaches to achieving gender equality. Mainstreaming women is often mistaken as mainstreaming gender equality:

- **Mainstreaming Women** emphasizes the need to increase the number of women, and women's active participation in mainstream activities, particularly in politics, leadership and governance; in fact in all decision-making processes, at all levels, in all sectors.
- **Gender Mainstreaming** is a more comprehensive approach in changing the way of thinking and action so that inequalities can be eliminated in the whole society, at all levels and in all sectors.

Mainstreaming women and gender mainstreaming are equally important: both men and women decision makers can be blind to gender differences, and gender mainstreaming could occur with little or no participation from women.

Gender equality requires both an active role for women in decision-making and a gender perspective (by male and female decision-makers) that takes account of the potentially different impact of policies and programs on women and men - and on different groups of women and men.

It is very important therefore, to strengthen capacity to integrate both women and a gender perspective into the mainstream when designing and reviewing policy, programs, and projects.

GENDER-SENSITIVE, GENDER-RESPONSIVE AND GENDER TRANSFORMATIVE

Understanding the difference between gender-aware or gender-sensitive, gender-responsive, and gender-transformative is important because unless people and organisations are gender-responsive, and ideally gender-transformative, there will be no change in the status of and outcomes for women and men.

A gender-sensitive person or organisation is

- Aware of and understands the differing needs, roles, responsibilities of women and men arising from their unequal social relations.
- Including an appreciation that these differences can result in discrepancies between how women and men participate in and benefit from development.

A gender-responsive person or organisation is also aware of gender disparities and the causes, **and**, they take action to address gender inequalities (i.e. – they ‘respond’). However, that action might or might not result in effective permanent change to the causes of gender equality.

A gender-transformative person or organisation seeks to understand and address the causes of gender-inequality, and in doing so takes effective strategic action to transform the unequal power relations between men and women resulting in improved status of women and gender equality.

There is a tendency for people to express their awareness of gender equality issues but not to act – that is – they are gender-sensitive, but do not do anything about gender inequalities. On the continuum of gender-awareness, we need to be moving and encouraging others to move from:



PRACTICAL SHORT-TERM NEEDS AND STRATEGIC LONG-TERM INTERESTS

The distinction between practical needs and strategic interests, mainstreaming women and mainstreaming gender are important in designing, implementing, monitoring and evaluating policies, programs and projects.

- **Practical needs:** are immediate, concrete and often essential needs for human survival – such as for food, water, shelter, fuel and health care, etc. Attention to practical needs can address immediate disadvantages and inequality, but can also reinforce the gender division of labour by helping women and men perform their traditional roles better. Addressing practical needs usually does not change traditional gender roles and stereotypes.
- **Strategic interests:** are those needs, that when met, will actually challenge and change power relations between women and men, and division of labour, and help contribute to improved gender equality. They are more long term and less visible (than practical needs); examples of strategic interests are:
 - Access to political and decision making positions;
 - Removal of legal obstacles such as discrimination in access to land and credit;
 - Training for women and men in non-traditional areas (carpentry for women, education for men);
 - Men helping more equally with domestic work such as house cleaning, cooking, child care.

PART TWO: GENDER MAINSTREAMING GUIDELINES

1. INTRODUCTION

At the Fourth World Conference on Women held in Beijing in 1995, the concept (strategy) of gender mainstreaming was established as the internationally agreed approach for governments and development agencies to promote gender equality.

This approach was developed in response to consistent lessons that have emerged from at least 20 years of experience in addressing women's needs and unequal position in society. Experience shows that for gender equality to be achieved, it is necessary for gender issues to be addressed at all levels in all sectors. The gender mainstreaming approach means that gender issues can no longer be thought of and treated as a separate set of issues, but should be seen and treated as a key element of all issues at all levels.

GENDER MAINSTREAMING

- "A strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programs in all political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetuated."³
- The facilitation of change and learning in an organisation so that it becomes more able to contribute to greater equality between women and men in meaningful and measurable ways.⁴
- An essential part of good governance; it ensures that everything that government does respond to the needs and interests of all members of society, and that benefits are distributed equitably between women and men.

1.1. WHAT TO EXPECT WHEN YOU HAVE SUCCESSFULLY IMPLEMENTED A GENDER MAINSTREAMING APPROACH

- ✓ Equal participation by men and women in the decision-making processes for setting priorities and allocating resources
- ✓ Equal access to and control over society's opportunities, resources and development outcomes by women and men
- ✓ Equal recognition and status for men and women
- ✓ Women and men enjoy equal human rights
- ✓ Equal improvements in and standards of quality of life for women and men
- ✓ Reduction in poverty for both men and women as assessed through a range of indicators, especially those associated with areas where significant gender gaps exist
- ✓ Improved effectiveness and efficiency of economic growth and sustainable development

1.2. HOW DOES THE GENDER MAINSTREAMING STRATEGY ACHIEVE THESE SUCCESSES?

Women and men experience life differently, have different needs and priorities, and are affected differently by policies and development interventions.

Gender identities and gender relations are critical aspects of culture which affect how men and women have different life experiences, because they shape the way daily life is lived in the family, in the wider community and the work place. Whereas the nature of gender relations varies in different societies, in general, women have less personal autonomy, fewer resources at

³ 1997 UN Social and Economic Council

⁴ The Capacity Development Group, "Change Agent" September 2002, info@capacitydevelopment.net

their disposal and limited influence over decision-making processes that shape their societies and their own lives.

As a result women, who constitute more than 50% of society remain the majority living in poverty globally, are victims of all types of violence, generally have lower literacy rates than men, and have experienced the least improvement in their quality of life. Vice versa, in some areas, male marginalization, especially amongst young people, is also a significant gender inequality issue.

The problem is not women's integration in development, or their lack of skills, credit and resources, but the *social processes and institutions* that contribute to and result in inequalities between women and men to the disadvantage of women (in the main) and the whole society.

The gender mainstreaming approach aims to change the ways people and organizations think and work so that the complexities and differences in people's lives, their needs and priorities are automatically, systematically, comprehensively, and consistently considered and addressed at all levels, in all sectors, and at all stages of policy and program development, implementation, monitoring and evaluation.

When gender mainstreaming is successfully adopted and implemented, we can begin to feel confident that policies, programs and projects will consider and address each and every person's needs and priorities, and that all Vietnamese people, men, women, girls, and boys, can participate in and benefit equally from Viet Nam's achievements.

PICTURE OF A GENDER-RESPONSIVE ORGANISATION



Strong Leadership From Senior Management

- ✓ Senior Management understands the importance of gender equality to the development process
- ✓ Demonstrates strong commitment to achieving gender equality in organisation's work
- ✓ Expects & takes responsibility for gender equality achievements & failures
- ✓ Integrates gender equality issues into speeches and statements on a range of subjects
- ✓ Promotes measures to develop gender equity within the organisation
- ✓ Ensures that adequate resources are allocated to achieve gender equality goals
- ✓ Makes demands on staff for information, ideas & action plans on gender equality
- ✓ Recognises staff and sub-ordinate units' innovation & achievements related to gender equality



Policies, Strategies, Action Plans for Gender Equality

- ✓ National Strategy and Plan of Action are used as key policy documents in developing organizational action plans for the advancement of women
- ✓ Organisational priorities, strategies and plans are based on an analysis of gender equality issues and include strategies to reduce gender disparities
- ✓ Action plans clearly outline exactly how gender equality issues will be addressed, what resources are required, who is responsible, and how and when progress will be monitored, and results and impact evaluated



Appropriate Regulations & Procedures

- ✓ Procedures, regulations, directives that inform & direct routine work so that it automatically & systematically takes account of & addresses men's & women's interests, needs and priorities in all aspects of policy, program and project design, resource-allocation, implementation, monitoring and evaluation



Staff: Aware, Skilled & Motivated

- ✓ Personnel development processes ensure that all staff are automatically and systematically made aware of the importance of gender equality to the organisations goals, as well as their responsibility to address gender equality in their daily work
- ✓ Tools & knowledge for gender analysis & planning are built into the agencies staff development & learning plan
- ✓ Concrete encouragement & incentives exist to foster motivation towards gender-responsive work practices



Full Functions of CFAW

- ✓ CFAW is formally recognised in organisational structure & strategically located for maximum impact
- ✓ Assists in developing a gender mainstreaming strategy
- ✓ Reviews policies, programs & projects from a gender perspective
- ✓ Provides technical advice on sectoral or local gender issues
- ✓ Builds capacity of the agency in relation to gender-responsive work practices and knowledge
- ✓ Coordinates, monitor, & evaluates gender equality efforts



Environment for Equal Opportunities for Development

- ✓ Organisational Culture in which change is valued, expected and encouraged
- ✓ Equalising gender relations and outcomes is viewed as positive change
- ✓ Gender equality achievements are valued and rewarded



Gender Equality

- *Women & men enjoy equal recognition & status*
- *Men's & women's priorities & needs understood & addressed*
- *Equal participation & opportunities for women & men*
- *Poverty reduction for women & men*
- *Efficient, equitable economic growth*
- *Outcomes of development shared equally between men & women*

2. GENDER MAINSTREAMING STEPS

2.1. STEP 1: BUILDING THE FOUNDATION – IMPORTANT CONDITIONS FOR SUCCESSFUL GENDER MAINSTREAMING

It is important to recognise that gender mainstreaming efforts must take place at two levels:

- The **organisation itself** and how it functions in terms of work practices: environment issues such as power hierarchies, internal operations, recruitment and development opportunities, promotion, conditions such as salary and benefits.
- The key question is "do male and female employees enjoy the same employment opportunities, benefits and career outcomes?"
- The **mandate and work of the organisation** – its outputs and impact – such as policies, laws, budget, programs, projects and administrative directives
- The key question is "does the work of the organisation address the needs and priorities of men and women, and result *in equal benefits and outcomes for women and men?*"

While it is unlikely that all conditions will be present or strong initially, this section is intended to outline what the ideal situation would be for successful gender mainstreaming. All of the factors outlined below are important, however, we have attempted to list them according to their level of importance in organisations succeeding at implementing a gender mainstreaming strategy. That is, the first point is the most important, and without it, it is unlikely that gender mainstreaming will succeed. Although the final point is also important, it is not as essential as the earlier factors.

The following factors are considered to be key conditions for gender mainstreaming to take hold:

2.1.1. SHARED RESPONSIBILITY FOR GENDER EQUALITY

Gender mainstreaming as a strategy, and gender equality as an outcome, cannot be achieved by a few women-focused or gender-focused groups acting alone. The gender mainstreaming approach can only be successful when the majority understands that gender issues are inherent in all government activities, policy and program planning and development processes, at all levels and in all sectors. Gender mainstreaming will be successful when the mainstream accepts responsibility for gender equality outcomes and commences operating in a gender-responsive manner.

2.1.2. BASIC UNDERSTANDING OF GENDER CONCEPTS AND THE GENDER MAINSTREAMING APPROACH

For gender mainstreaming to be successful, it is critical to understand:

- What gender equality and inequality mean in practice
- The role of power between women and men and its impact on gender inequality
- How gender inequality contributes to and has an impact on poverty reduction and socio-economic growth
- The difference between a WID approach and a GAD approach to achieving gender equality
- The difference between welfare and equity objectives, practical needs and strategic interests
- Why gender mainstreaming is currently considered the most effective approach to achieving gender equality
- The difference between 'mainstreaming women' and 'gender mainstreaming' and when each approach is appropriate

A clear conceptual understanding of these issues is essential for all government officers at all levels, but especially in key ministries that determine national policy. When decision-makers understand the relationship between gender equality, poverty reduction and growth, and understand the practicalities of gender mainstreaming as a strategy, they are much more likely to abandon the narrow focus on women, and adopt a gender perspective that takes into account the impact of men's roles and gender relations on women's inequality. Policy makers

are also more likely to broaden the focus of interventions from 'The Advancement of Women' to include consideration and attention of gender equality issues throughout the entire mainstream.

2.1.3. STRONG COMMITTED LEADERSHIP FROM SENIOR MANAGEMENT⁵

A constant theme in gender mainstreaming is the importance of both the commitment and leadership of senior management.

Only senior managers can properly oversee a cross-cutting theme which overlaps the various management structures and areas of an organisation.

Senior management provides signals about the relative priority assigned to gender mainstreaming efforts through making demands on staff for analysis, information and updates on progress. When such demands are not made, there is little incentive for action and staff are not held accountable for issues of equality.

Equally, senior management support for those leading gender equality work (Gender Equality Units, Focal Points, CFAWs) is a key to success. Mainstreaming gender equality issues is a highly sensitive issue and often meets with staff opposition. The authority and support of senior management is important in enabling gender focal staff to continue in the face of resistance." (DFID, April 2002)

TIPS TO PROMOTE MANAGEMENT SUPPORT

Taking a pro-active approach towards managers, especially those who are unaware of the importance of, or not actively engaged in efforts towards gender equality can be beneficial. There are many actions that staff at all levels can take in their regular work to gain management support towards gender-responsive organisations and gender equality objectives. Identifying opportunities to mainstream gender issues into standard management activities can be an effective way to create and build management support. Careful persistence is important:

- Ensuring that management is aware of international and national policies and commitments in relation to gender equality and human rights
- Arrange gender briefing/reports specifically for senior management, in a manner that is appealing to them, that they can identify with, that meets their needs, with a specific focus on policy issues
- Involve senior management in gender policy development, including discussions of implementation, resource allocation and monitoring strategies
- Draft speaking notes and integrate key gender issues to senior management speeches/presentations on a range of issues, organize public events/talks on gender equality topics (this is an educational opportunity)
- Look for opportunities for your senior manager to meet with other high-profile leaders who are publicly gender-responsive – and arrange effective media coverage of these events including the gender equality aspects
- Ensure that senior management roles and responsibilities related to the promotion of gender mainstreaming are clearly spelt out in policies, programs and projects that are the responsibility of the organization
- Provide regular briefing feedback notes to senior management demonstrating where gender equality achievements have been made, and how they have contributed to the overall organisational goals
- Develop strategic alliances with women's groups and advocacy groups outside of the organisation to improve information sharing and coordination of key policy efforts
- In relation to the election and appointment of management staff, lobby for the inclusion of an understanding of, and demonstrated commitment to gender equality and women's empowerment in the TORs

⁵ DFID, April 2002, Gender Manual, A Practical Guide for Policy-Makers and Practitioners

2.1.4. POLICY FRAMEWORK

Without formal policies in place at all levels, such as the National Strategy, the National Plan of Action for the Advancement of Women, and sectoral and local plans of action, success will often be random or non-existent. Policy on gender equality should outline commitment to gender equality at all levels, identify mechanisms to achieve gender equality, specify the resources allocated to efforts, include effective accountability and monitoring and evaluation frameworks.

A policy framework might also include international commitments, such as the ratification and implementation of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) or the Beijing Platform.

Gender mainstreaming advocates should make use of these policies and commitments as the basis of their efforts.

2.1.5. ORGANISATIONAL CHANGE PLAN

All social change processes require planning, and gender mainstreaming is no exception. Most organisations and units within organisations need a clearly defined and agreed gender mainstreaming strategy so that action can be coordinated and progress measured.

Developing a gender mainstreaming strategy in a consultative, team-based manner is also an excellent way to build broad understanding of the issues involved.

A strategic organisational change plan to guide the implementation of a gender mainstreaming strategy is different to the strategy and plan of action for the advancement of women. The strategy and plan of action are policy documents, whereas a strategic organisational plan to implement gender mainstreaming is looking at how organisations work and building gender-responsive work practices and procedures.

A gender audit of an organisation is a good starting point for a gender mainstreaming strategy. It assesses the capacity and willingness of the organisation to work towards equal rights and opportunities for women and men, in addition to providing insight into the various factors that might influence or constrain the organisation in becoming more gender-responsive; and identification of strengths, weaknesses, and gaps around which a targeted gender mainstreaming strategy can be built.

There is a range of Gender Audit Frameworks available, for example, SNV Botswana publication 2001 "Towards Gender Equality in your organisation", or at the NOVIB site www.genderatwork.org.

2.1.6. CLEAR ROLES AND RESPONSIBILITIES FOR ALL ACTORS

Any tasks are more likely to be successful if everyone knows and understands exactly what is expected of them in relation to the new task or how to do old tasks differently. Gender equality cannot be achieved by specific groups (e.g. the VWU, or NCFAW) or a few people working alone. It can only be achieved where there is strong leadership, broad commitment and action by all of government, at all levels, and in all sectors. It is essential that everyone know exactly what is expected of him or her in terms of working in a gender-responsive manner. Roles and responsibilities in relation to gender mainstreaming must be:

- Specific, relevant, and realistic
- Included in staff's performance plan
- Reviewed regularly for achievements

Key actors responsible for mainstreaming gender equality in Viet Nam, and their broad responsibilities could be seen to be:

PERSON OR ORGANISATION	ROLES AND RESPONSIBILITIES
Party /State/ Government	<ul style="list-style-type: none"> - Sets National Gender Equality Targets & Policies - Ratifies & enforces gender equality policy and legal documents in compliance with international commitments - Demands regular monitoring, evaluation and reporting on all Gender Equality Goals
Ministry of Planning and Investment	<ul style="list-style-type: none"> - Chairs and coordinates with NCFAW and relevant line ministries, central People's Committees to implement the National Strategy and Plan of Action for the Advancement of Women - Ensures that all government agencies have sufficient resources to achieve national and internationally agreed gender equality targets by integrating these targets into the five-year and annual socio-economic development plans of ministries, sectors and provinces - Provides guidance, monitors, evaluates and synthesizes as well as reports annual progress made on the National Strategy implementation to the Prime Minister
National Committee for the Advancement of Women	<ul style="list-style-type: none"> - Identifies critical national gender equality issues and priorities through targeted research - Advises to the Prime Minister on policy, legislation and budgets to support gender equality efforts - Participates in monitoring and evaluation of gender equality efforts - Provides technical advice to the network of Central and Provincial Committees for the Advancement of Women on the gender mainstreaming approach - Acts as a focal point for follow-up to the Beijing Platform for Action, CEDAW and other international commitments
Central and Provincial Committees for the Advancement of Women	<ul style="list-style-type: none"> - Assist ministries and local government in implementing the gender mainstreaming strategy - Review and strengthen policies and programs from a gender perspective - Provide technical advice on specific sectoral or local gender issues - Build capacity of the agency in relation to gender-responsive work practices - Coordinate, monitor and evaluate gender equality efforts of ministries/provinces - Heads of CFAWs must fulfill their responsibility to ensure that strong leadership and important conditions are available for gender mainstreaming to take place. Leadership/senior management in all sectors and at all levels must accept responsibility for achievements (or lack of) in gender equality within their organization, sector or province.
Senior Management	<ul style="list-style-type: none"> - Demonstrates a strong understanding of the importance of gender equality to poverty reduction & socio-economic development of the country - Demonstrates strong commitment to achieving gender equality in organisation's work - Expects & takes responsibility for gender equality achievements & failures - Integrates gender equality issues into speeches and statements on a range of subjects

	<ul style="list-style-type: none"> - Promotes measures to develop gender equity within the organisation - Ensures that adequate resources are allocated to achieve gender equality goals - Makes demands on staff for information, ideas & progress on gender equality - Recognises staff innovation & achievements related to gender equality
All Government Officers	<ul style="list-style-type: none"> - Understand the different roles, responsibilities, experiences and inequalities in between women and men in relation to the issue being addressed in their daily work - Identify opportunities to actively involve women as well as men in the consultation process - Act on women's as well as men's priority concerns - Identify ways to promote benefits for women and men - Identify and implement strategies to reduce gender disparities and promote gender equal outcomes in relation to their key policies and program responsibilities - Monitor and evaluate progress and efforts, and adjust interventions (policies/programs/projects) accordingly to ensure successful and equal outcomes for men and women

2.1.7. APPROPRIATELY RESOURCED AND STRATEGICALLY POSITIONED CFAWs

Budgets

Evidence suggests that globally gender equality units (National Machineries) are under-funded and vulnerable to arbitrary budget cuts. This is indicative of a lack of priority given to gender issues in the bureaucracy, with a direct impact on staffing levels and quality, as well as on the scope of activities (BRIDGE, February 2002).

Without sufficient allocation of resources, any official commitment to gender mainstreaming as a strategy, and gender equality as a goal, will not amount to much more than lip service. Resources must be allocated to support the National Machinery for the advancement of women and gender mainstreaming activities. National budgeting bodies must allocate sufficient resources to CFAWs and other agencies to engage in gender analysis and gender responsive planning and implementation.

Budgets need to take account of staff positions, organisational capacity building and gender equality initiatives, including research, analysis, monitoring and evaluation.

Staffing Resources

CFAWs require an appropriate number of full-time staff that is dedicated to the work of advising, coordinating and supporting the process of gender mainstreaming in the organisation. The number of staff will depend on the requirements and scope of the gender mainstreaming strategy, especially the amount of support and guidance required by the organisation. Ideally the core gender staff will be relatively senior, have sufficient status and influence to have an impact, and have expertise in gender mainstreaming, change management and strong advocacy skills.

Location of CFAW within the Organisation

To be an effective gender equality focal point, CFAWs should appear on the organisational chart and be formally recognised as a standard organisational unit (department/section/branch) with clear reporting responsibilities and accountability lines. Ideally, the standing member of CFAW will be strategically positioned within the organisational structure to maximise impact on policy and planning processes, within the policy or planning unit, for example.

2.1.8. CULTURE OF CHANGE AND LEARNING

Change

Mainstreaming gender equality issues involves challenging the status quo – it means making changes to how we think, relate, and work, changing some of our long-held beliefs about the role and value of men and women. Change is usually challenging for most people – for some it is pleasantly exciting – offering new opportunities. However, typically there is strong resistance to change. Many people think things are already fine as they are and don't understand the need for change. Those who feel that they might 'lose' in the change process might actively resist the change. Others might doubt that there are effective means to accomplish major organizational change.

Successful change must involve top management – a fact that has been proven repeatedly around the world and especially in relation to achieving gender equality. To achieve change, primary actors (leaders and CFAW staff) must be willing to acknowledge and speak out about what needs changing and how to do it, and must be firm in promoting change for gender equality.

Learning environment

In the past there has been a tendency to offer a few selected staff one-time 'gender training'. We now know that well-planned gender training can only have an impact if it is carried out as part of an overall organizational strategy of learning and change.

Experience tells us that the development of conceptual understanding, practical expertise, and the ability to confidently and competently apply gender-mainstreaming skills is an incremental and ongoing process that takes time, a work environment that demands that staff work in a gender-responsive manner, and supports them in doing so. Skill development needs to be participatory, based on adult-learning theory, and importantly must be learner-centered and designed to meet the specific needs of the learner's work environment. Practical on-the-job coaching support is an effective technique.

For skill development to be meaningful and successful (i.e. have an impact on daily work and development outcomes), it should be one component of an integrated system that: provides flexible options for developing capacity, demands that work behaviours change to reflect utilisation of new skills, is carried out in a work environment that consists of mechanisms to support and prompt appropriate gender equality interventions, rewards excellence, and incorporates an accountability mechanisms that measures the extent to which gender-mainstreaming practices are being applied (i.e. build gender equality competencies into performance appraisal systems). Gender training must be a part of an overall organizational strategy that includes a long-term rationale for the training investment, and how it 'fits' with other organizational strategies to build the capacity of staff to work gender-responsively.

In the absence of an institutionalized learning strategy that is implemented sequentially on a regular and routine basis, the success and sustainability of gender mainstreaming is at risk.

2.1.9. TOOLS AND KNOWLEDGE TO WORK IN A GENDER-RESPONSIVE MANNER⁶

A large body of techniques and tools has been developed to assist policy and program analysts to mainstream a gender perspective into the policy cycle. Examples include:

- ***Gender awareness and gender-sensitivity*** training programs
- ***Sex-disaggregated and Gender statistics*** that collects and presents individual data - divided for women and men, boys and girls, and provides specific data on emerging gender issues
- ***Gender analysis*** which identifies the underlying causes of the differences between men and women in access to and control over resources, participation in decision making and benefits, and the direct and indirect impact of policies, programs and projects

⁶ Lorraine Corner, 1999, UNIFEM E&SEARO Bangkok, Capacity Building for Gender Mainstreaming in Development

- **Gender indicators and indexes** such as the Gender and Development Index (GDI), Gender Empowerment Measure (GEM), which enable progress toward gender equality to be monitored and the impact of particular approaches and strategies to be measured
- **Gender Budgeting and Gender Audits**, which analyse resource allocation in terms of the shares directed toward meeting the needs of women and men, and report the extent to which government agencies match their commitment to gender mainstreaming with concrete financial allocations to address gender and women's issues

These are essential tools for policy makers, planners and program designers, implementers, monitors and evaluators, to enable them to mainstream gender issues into their work. **However, the value of the tools depends on:**

- The availability of staff who are skilled in their application
- The extent to which their application is required and occurs on a routine basis through regulations and operating procedures
- The extent to which their application is recognised and rewarded by appropriate incentives
- The extent to which the findings of the tools are recognised and the results appropriately applied

2.1.10. ADMINISTRATIVE ACCOUNTABILITY PROCEDURES

Capacity building alone is insufficient to ensure that the skills and tools learnt in gender training will be put into practice consistently and effectively in daily work. There are often other work priorities and usually few incentives or rewards to encourage staff to apply new knowledge and skills. In addition, there are often no sanctions for failing to consider and effectively address the gender issues and disparities that are relevant to the issues that staff deals with in their daily work.

Staff at all levels need to be held accountable for working in a gender-responsive way and for achieving set gender equality outcomes. It is essential to institutionalise gender mainstreaming, and accountability for gender mainstreaming by the development and application of:

- Regulations
- Procedures
- Guidelines

These administrative procedures should inform and direct the routine work of planners and programmers to ensure that they automatically, systematically, and consistently apply the tools and techniques necessary to address gender issues in their work. Ideally the adaptation of existing regulations, procedures and guidelines to incorporate gender mainstreaming procedures will be all that is necessary, rather than the development of new structures and mechanisms; for instance – incorporating gender equality competencies into performance appraisal processes.

In Viet Nam, the Gender Strategy in Agriculture and Rural Development Sector developed and approved by the Ministry of Agriculture and Rural Development (MARD) in 2003 is a good practice for other government agencies in all sectors and at all levels to learn from.

**ADMINISTRATIVE PROCEDURES IN PRACTICE
NEW ZEALAND MINISTRY OF WOMEN'S AFFAIRS**

A longstanding strategic focus of the New Zealand Ministry of Women's Affairs has been to encourage other departments to include gender analysis in their policy development.

Since November 2000, there has been a **formal requirement that departments show gender analysis in advice in cabinet submissions** to the Cabinet Committee on Closing the Gaps **through the inclusion of a gender implications statement (GIS)**. From the start of 2002, a GIS has been required for all papers submitted to the Cabinet Committee on Social Equity.

The Ministry has put in place a sound platform for departments to undertake gender analysis through training, information provision and the GIS framework. It is essential that the formal requirements of the GIS be maintained, as this mechanism situates gender analysis as a central part of policy analysis. It is also essential that continuing pressure be put on departments to improve their gender analysis. That pressure needs to be focused strategically in three areas: firstly, in departments, where the submissions are produced; secondly, where gatekeepers control a submission's journey to Cabinet; and thirdly, where central agencies monitor departments' strategy, capability and performance.

To assist departments, the Ministry has run gender analysis training and developed gender analysis training tools, and provides information to analysts on gender analysis, including on the Ministry website.

2.1.11. ADEQUATE MOTIVATION

Working in a gender-responsive manner requires that individuals are not only given the opportunity to develop new skills and take on new responsibilities, but have the motivation to do so. Initially, new working habits will require a concerted effort on behalf of each person until working in a gender-responsive manner becomes the norm – becomes habitual and automatic.

Like any change of habit – encouragement, support, and incentives, along with consequences for lack of application, is likely to increase levels of motivation to adopt gender-responsive work practices. This is an important management responsibility; a factor that if successfully addressed could result in considerable achievements towards achieving key gender-equality objectives.

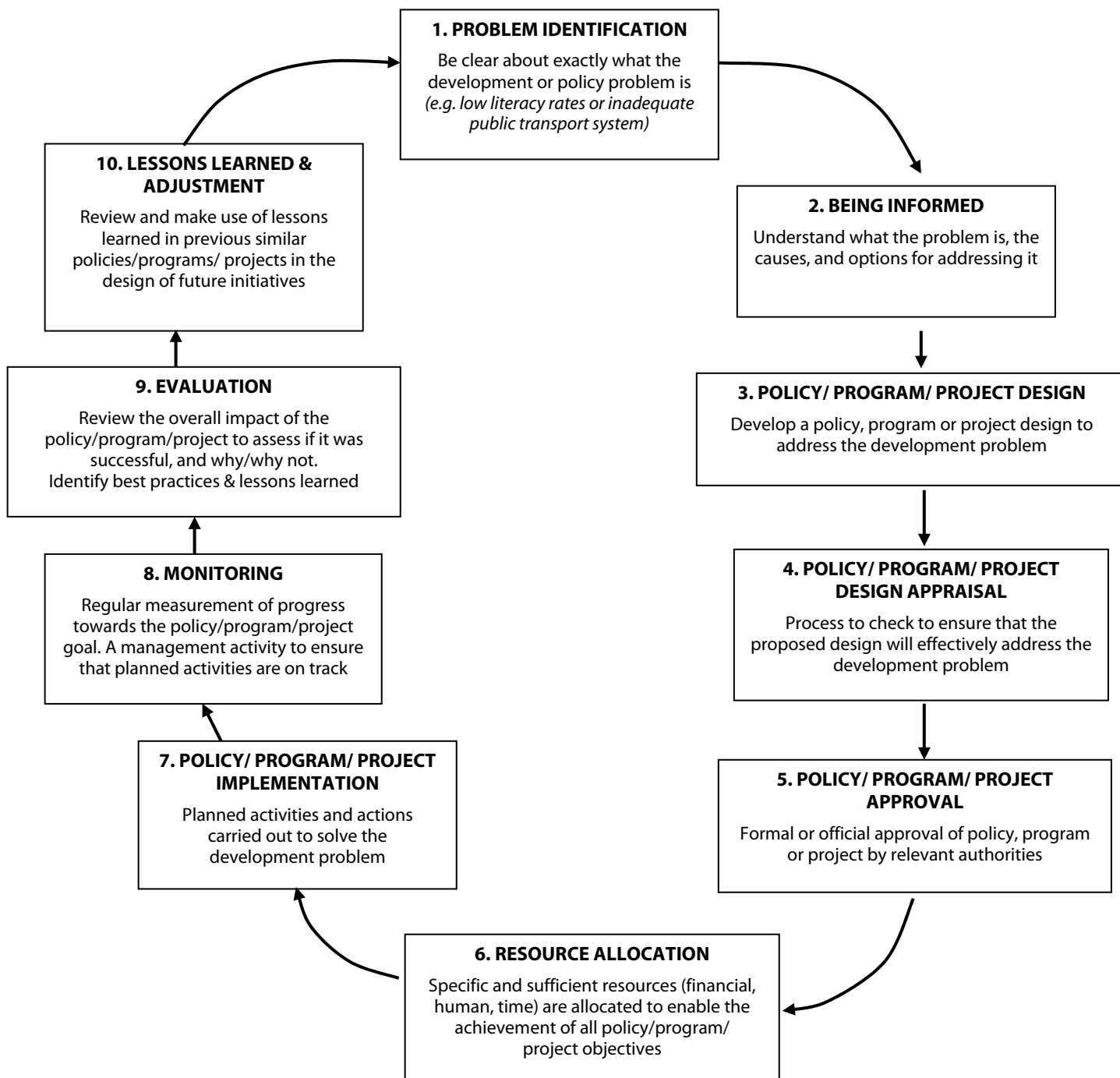
2.2. STEP 2: OVERVIEW OF THE GENDER-RESPONSIVE POLICY PLANNING CYCLE

Planning for policies, programs and projects involves the commitment of human and physical resources to produce specific activities, outputs, and outcomes in a given time and budget framework. Government planning exercises are broadly aimed at improving the quality of life for all citizens through various means.

Planning exercises vary in scale and purpose, for example, from planning for a small adult literacy project in a single commune, through to national provision of universal education for all children of school age.

Policy/ Program/ Project Planning Cycle: Common steps

No matter what the scope and purpose of the planning exercise, there are common aspects of a sound policy planning process that are universal:



Gender issues are a key variable in each stage of the policy planning cycle

Gender identities and gender relations affect the way daily life is lived in the family and in the wider community and the work place. In most countries gender relations result in women having less personal autonomy, fewer resources at their disposal, and limited influence over decision-making processes that shape their societies and their own lives.

Planners cannot assume that women will automatically benefit from a policy, program or project, because women and men experience life differently, have different needs and priorities, and are affected differently by government and development interventions.

Effective policies, programs, and projects that meet the needs of all citizens and benefit them equally can only be achieved if attention to gender issues is taken systematically at all stages in the planning cycle.

If gender issues are not identified and addressed from the beginning of the policy planning cycle and throughout the entire cycle, it can be very difficult, if not impossible, to address them appropriately and effectively during the implementation phase.

Avoid "add-on gender components"

Planners and policy/program/project implementers should be wary of gender components that have been "added on" after the design has been completed.

Experience shows that lack of attention to gender issues throughout the entire planning cycle is likely to result in policy/program/project outcomes that do not benefit girls and boys, men and women equally, and as such will not be effective, and are not acceptable from a human rights perspective.

In addition to "add on components" being ineffective, they also face the risk of resource or budget cuts because they are considered "extra" or "non essential" and not an integral part of the policy, program or project.

Gender-responsive planning equals good governance

Good governance involves considering, planning for, and meeting the needs and priorities of all citizens. Adopting gender-responsive planning processes is an important step towards achieving this outcome and is the only sure way of being certain that government actions are likely to benefit women, men, boys and girls equally.

Example of a gender-responsive policy planning cycle: Extension services

The table on the following page "A Gender-responsive Policy Planning Cycle" is intended to provide an overview of key questions that could be asked during each stage of the planning cycle to ensure that gender issues are well addressed throughout the process. The table includes an example of mainstreaming gender into an extension service program.

A GENDER-RESPONSIVE POLICY PLANNING CYCLE

STAGES	KEY QUESTIONS & ACTIONS	EXAMPLE: GENDER-RESPONSIVE EXTENSION SERVICE PROGRAM
PROBLEM IDENTIFICATION	Be clear about the development problem	"Ineffective Agriculture Extension Services"
BEING INFORMED - GENDER INFORMATION & ANALYSIS	Obtain specific & relevant information on issues and differences for men and women in relation to the specific problem, & conduct gender analysis to understand the cause of the issues or differences	<ul style="list-style-type: none"> • Women do not have equal access to extension services • Extension services do not meet female farmer's needs
POLICY/ PROGRAM/ PROJECT DESIGN	Design should: <ul style="list-style-type: none"> • meet both women's and men's needs in relation to the problem • not make gender issues worse • actively improve gender equality 	<ul style="list-style-type: none"> • Improve extension officer's understanding of the gender issues in relation to the delivery of extension services • Design extension services content to meet male and female farmer's needs • Increase women farmers access to and attendance at extension training
POLICY/ PROGRAM/ PROJECT APPRAISAL	<ul style="list-style-type: none"> • Is the design effective in addressing the problem? • Does it meet men's and women's needs? • Does it worsen gender inequality? • Does it address the specific gender issues & improve gender equality? 	If the design fails to answer any of these key questions, the process of problem identification, gender analysis and design should be re-commenced until the design is positively appraised in terms of likely effectiveness, including gender-responsiveness
POLICY/ PROGRAM/ PROJECT APPROVAL	Formal/official approval and public announcement of policy/program/project design by relevant authorities	New gender-responsive extension service program approved by MARD with the involvement of MARD CFAW
RESOURCE ALLOCATION	Have specific & sufficient resources (financial & human) been allocated to enable the achievement of gender equality objectives?	<ul style="list-style-type: none"> • Gender adviser to coordinate and support interventions • Funding for curriculum development & gender awareness raising • Funding for information campaign to encourage women to attend extension services courses/meetings

POLICY/ PROGRAM/ PROJECT IMPLEMENTATION	<ul style="list-style-type: none"> • Are the implementers gender-responsive & aware of the specific gender issues? • Are implementation mechanisms in place to ensure that specific gender equality objectives are met? • Do male and female beneficiaries participate equally in the implementation process? 	<ul style="list-style-type: none"> • Extension Service Officers provided with briefing on gender issues and objectives • Specific targets and indicators incorporated to enable gender equality progress to be monitored and measured • Gender-sensitive extension services curriculum developed and applied • All policy/program/project activities involve men & women as equally as possible
MONITORING	<ul style="list-style-type: none"> • Monitoring strategies need to involve female and male beneficiaries in the process • Monitoring mechanisms should ensure that all policy/program/project activities are on track and take account of progress for male and female beneficiaries • Monitoring mechanisms should reveal the extent to which the policy, program or project is successfully addressing the different needs of men and women 	<p>Sample Monitoring Indicators:</p> <ul style="list-style-type: none"> • Female/male ratio: attendance at extension services • Gender awareness incorporated into extension service officer's curriculum • Content of extension services curriculum relevant to male & female farmers needs • Extension service officers working in more gender-responsive manner • Perceptions of female farmers regarding relevancy and value of extension services to their needs
EVALUATION	<ul style="list-style-type: none"> • Governments are responsible for, and accountable to, all members of society for their actions • Evaluations, therefore, should measure the impact of policies, programs and projects for men and women 	<ul style="list-style-type: none"> • Inputs – were they allocated equitably? • Process – did it involve men and women in participating in the process, and seek & value their views equally? • Outputs – have objectives been met for women and men? • Outcomes – has the overall policy/program/project objective been met, and what has been the impact on the status and quality of life for women & men?
LESSONS LEARNED & ADJUSTMENT	<p>Ensure that lessons learned are specific to men and women, and strategies to achieve improved gender equality are fed into future similar policies, programs, or projects</p>	<p>Design and implementation of future extension services programs are informed and strengthened by the lessons learned from previous interventions. Gender blindness, gender bias, gender discrimination is reduced in future extension service activities</p>

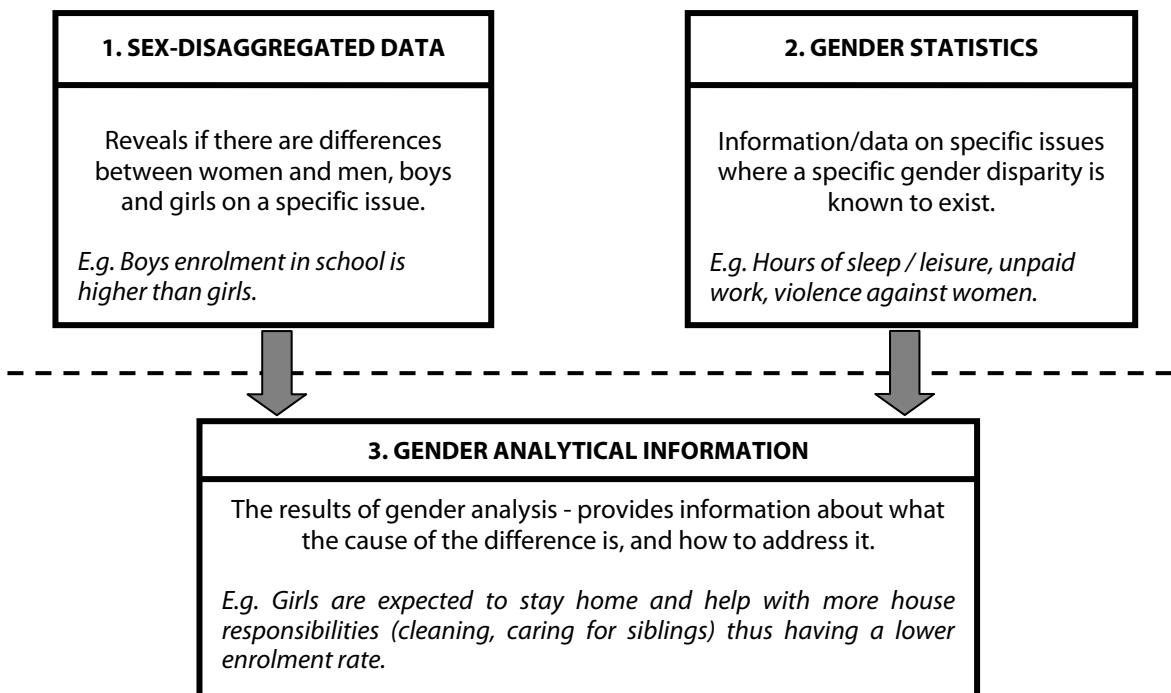
2.3. STEP 3: BEING INFORMED AND GENDER ANALYSIS: UNDERSTANDING THE SITUATION FROM A GENDER PERSPECTIVE

2.3.1. WHY DO YOU NEED TO KNOW?

The value of information that provides a 'gender perspective' is that it:

- Tells you if differences for women and men exist in relation to the issue or problem (or what the risks might be of differences occurring)
- Tells you what the specific gender issues and problems are, and what the causes are
- Tells you if there is a need to be concerned and take action to address the gender disparities
- Points to the type of interventions that might be needed to address the gender disparities (based on addressing the cause of the disparity)
- Provides the basis for monitoring interventions to ensure that they are working
- Statistics help promote change, disprove stereotypes, and promote understanding of the actual situation of women and men in society

2.3.2. THREE USEFUL TYPES OF INFORMATION



SEX-DISAGGREGATED DATA

Sex-disaggregated data is quantitative statistical information divided by male and female, that shows the differences (and inequalities) between men and women, girls and boys.

It simply involves looking at data for individuals – such as literacy rates or life expectancy, and breaking the data down by the sex of the individual.

While sex-disaggregated data is essential, and enables us to discover if differences for women and men exist, it cannot tell us why those differences exist. For example:

Do men and women have different life expectancies because:

- Women are stronger?
- Men die in war or conflict?

- Women get better health care?

Sex-disaggregated data cannot answer these questions.

GENDER STATISTICS

Gender statistics are a special group of data that focus specifically on areas where we know that there is a particular gender-related problem.

Gender-statistics cover areas such as violence against women, trafficking of girl children, unpaid work hours, hours of sleep and leisure, etc. These are important but relatively sensitive issues which are usually not included in standard data collection for individuals in regular national data collection exercises such as a census.

If we are serious about achieving equal human rights for women and men then we must also pay attention to the collection of gender statistics in these areas.

GENDER ANALYSIS

We cannot design good policies (that effectively meet both women and men's needs) and plan effective interventions to address gender disparities unless we understand why the differences exist.

Whereas sex-disaggregated data shows that there is a difference between men and women,

Gender Analysis is the process of examining:

- Why the disparities exist
- Whether the disparities are a matter of concern
- How the gender disparities might be addressed

Gender Analysis enhances standard research and analysis because it is specifically informed by theories about gender roles, relations and equality that provide a deeper understanding of the situation for and between women and men, their interests, needs and priorities. Gender analytical information is qualitative information informed by gender theories such as:

- **Gender relations:** social relations between men and women. Concerned with how power is distributed, and men's and women's position in a given society.
- **Gendered division of labour:** the allocation of activities on the basis of sex is learned and understood by all members of a given society. Activities and work impact on the status of the individual, their opportunities and the quality of their life.
- **Access to and control over resources:** access gives the person the use of the resource, and control allows the person to make decisions about the resource, such as how or when to use it, who can use it, whether to sell it or not.
- **Condition and position:** condition refers to the material state in which people live (and focuses on their practical needs), and position refers to people's social and economic standing in society (and focuses on the strategic issues underlying gender inequality).

In summary, gender analysis is a systematic approach to identifying and examining a situation, development problem, or the impacts of development on different members of the community from a gender perspective. Key questions that will be addressed in gender analysis include:

- **Who does what work?**
- **Who has access to, and who has control over resources?**
- **Who has access to, and who has control over benefits?**
- **Who participates in decision-making?**
- **Who makes final decisions?**

- **Whose needs are being met?**
- **Which needs are being met?**

IT IS CRITICAL THAT THE TYPE OF INFORMATION COLLECTED IS SPECIFIC TO THE DEVELOPMENT PROBLEM OR ISSUE AND THE CONTEXT

When deciding what type of sex-disaggregated data and gender analysis is needed, it is important to start with the question ***“What is the specific development issue or problem?”***.

In the process of engendering policies, programs or projects, it is essential to be clear and focused on the development issue or problem being addressed. Only then can we ensure that the process of “Being Informed” from a gender perspective is relevant to our work.

For example, the issue might be “poor public transport” – that is the focus of our attention. In this case, public transport users include men and women, boys and girls. Therefore, sex-disaggregated data must be collected on users of public transport, time and location of use for both women and men. If there are differences for men and women then gender analysis should be undertaken of the relationships between women and men, their roles, habit patterns and norms of using public transport, what their interests, needs and priorities are and how these impact on and are intrinsic to strategies to improve public transport.

Example of gender issues: In an urban environment, an issue for women might be that they need public transport very early in the morning to get to markets, whereas men who mainly work in office jobs do not require public transport until later in the morning. Personal safety could be an issue for girls or women travelling late at night.

The type of sex-disaggregated data and gender analysis depends on the sector/issue and the context as men and women have different needs in different areas – they are not homogenous. The most useful starting point in determining gender-related information needs is to ask the question:

What do we need to know in order to ensure that the policy/ program/project addresses the needs and priorities of women and men (boys and girls) and benefits all stakeholders equally?

2.3.3. WHERE DO YOU COLLECT INFORMATION AND DATA?

- *Sector specialists*, even those who know little about gender, will be able to brainstorm responses to the key questions and come up with an *initial gender analytical framework* of their own
- Refer also to *existing analytical frameworks* and check if they include categories of inquiry that would be useful in relation to the issue and context that you are addressing (refer to summary sector briefs in Part Four of this Guide)
- Draw on *existing sex disaggregated data and gender analytical information* (e.g. the NCAFW Situational Analysis report, Viet Nam Living Standards Survey)
- *New gender analytical studies* should be conducted or commissioned to address information gaps or update existing information

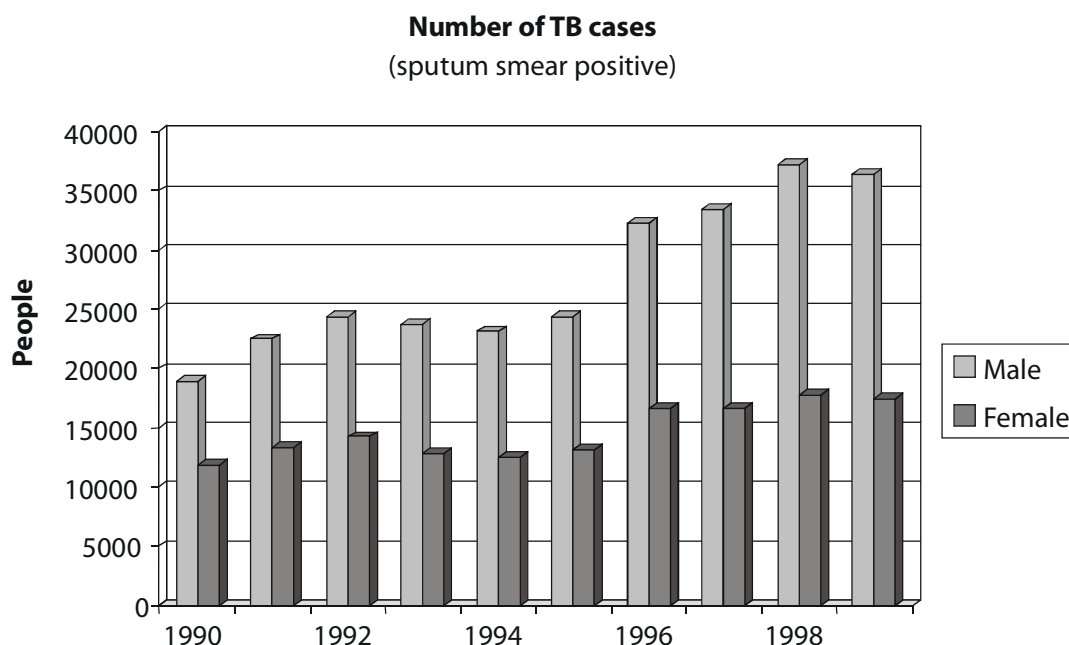
THE COLLECTION OF SEX-DISAGGREGATED DATA AND GENDER ANALYSIS IS NOT AN END IN ITSELF – IT IS ONLY THE BEGINNING. THIS CRITICAL INFORMATION WILL BE USED TO ENSURE THAT GENDER EQUALITY ISSUES ARE COMPREHENSIVELY ADDRESSED IN THE POLICY, PROGRAM OR PROJECT & THAT IT IS DESIGNED IN A WAY THAT MEETS WOMEN’S AND MEN’S NEEDS AND PRIORITIES.

TUBERCULOSIS IN VIET NAM – A CASE STUDY ON *BEING INFORMED*

THE IMPORTANCE OF CAREFUL SEX-DISAGGREGATED DATA COLLECTION AND INTERPRETATION AND SOUND GENDER ANALYSIS

Gender issues surrounding the reporting, diagnosis, supposed incidence (male/female), and treatment of TB patients in Viet Nam highlights the importance of not only obtaining reliable sex-disaggregated data, but of also conducting sound gender analysis. This case study clearly demonstrates the importance of sound gender analysis in ensuring an accurate understanding of the differences and complexities for women and men, which is essential in guiding appropriate health care interventions.

Sex Disaggregated Data on Recorded Cases of Tuberculosis in Viet Nam



Source: Viet Nam National TB Program

QUESTION: What do the sex-disaggregated data tell us?

ANSWER: That significantly more men than women are diagnosed with TB, and that the Male to Female ratio in TB cases has increased substantially between 1990 and 1999

GENDER ANALYSIS

In 1997, globally 3,368,879 TB cases were notified to the WHO. Among these, about two-thirds were men, and only one-third were women. Do these differences in notification rates reflect a true difference in TB incidence for women and men? Or, do they reflect an under-notification, or misdiagnosis of the disease among women? The answer to this question is a matter of controversy and debate.

It is only when we begin to examine the situation for women and men more deeply (through gender analysis) that we begin to understand that the sex-disaggregated data (above) should not be taken at face value, and that there are many other important gender-related issues that may need to be addressed in relation to TB diagnosis and treatment.

"It is interesting to note that during the first part of the 20th century when TB was a high-incidence disease in Northern European countries and North America, the notification rate among women exceeded men's from age 15 to age 30-35. Thereafter the notification rates were similar until age 40, when notified male cases increased more than female ones. So far no evidence has been presented explaining why the male-female ratio would differ significantly between Northern Europe and Northern America during the mid-century and low-income countries today"⁷

GENDER DIFFERENCES IN SYMPTOMS AND DIAGNOSIS OF TUBERCULOSIS

It is useful to try to identify the reasons that may explain observed differences between men and women that are revealed when data are disaggregated by sex. Some key issues that are emerging from gender analysis in relation to tuberculosis in Viet Nam are:

1. DIFFERENCES IN CLINICAL SYMPTOMS IN WOMEN AND MEN

Of men reporting with prolonged cough 35.5% were given sputum test
Of women reporting with prolonged cough 13.6% were given sputum test⁸

Key symptoms suggestive of pulmonary TB are cough, sputum expectoration, and hemoptysis (spitting up blood).

According to the recommendations of the National TB Program, persons with a cough lasting for more than 3 weeks should be tested for Tuberculosis in sputum by direct microscopy examination.

Among the women who visited hospitals for a prolonged cough, a significantly lower proportion than men reported having had a sputum smear test.

WHY ARE FEWER WOMEN THAN MEN BEING GIVEN SPUTUM SMEAR TESTS?

Gender analysis reveals that symptom presentation can differ for men and women. Men tend to present with classic symptoms of TB, and women present with a range of symptoms that can include classic TB symptoms.

While men report with the classic symptoms of TB – cough, sputum expectoration, and hemoptysis, these symptoms were significantly less frequently reported by women⁹.

Absence of cough and sputum expectoration was significantly associated with increased delays in detection of TB by providers.¹⁰

⁷ Reference No IV

⁸ Reference No IV

⁹ Reference No V

¹⁰ Reference No V

2. SPUTUM TEST REGIME: WOMEN TEND NOT TO COME BACK TO THE CLINIC TO COMPLETE THEIR SPUTUM TEST

Men complete the sputum test regime (give 3 samples) – more often than women¹¹

Globally, direct sputum smear examination by microscopy is the key diagnostic method for smear-positive pulmonary TB and strongly recommended by the WHO. A series of at least 3 different specimens on different days should be collected from sputum-producing patients.

In Viet Nam patients are required to take three sputum specimens: on the spot, early the next morning, and on the spot when the patient returns to the clinic the following day with their morning sputum sample.

Information suggests that women tend not to come back to the health facility as often as men to bring their second sputum specimen (taken at home) and produce their third and final sputum specimen.

It is suggested that this may be due to several factors, including that women are busy with children, housework, and dependent on the husband and in-laws in terms of their ability to return to the health care facility.

3. QUALITY OF SPUTUM PRODUCED BY MEN AND WOMEN

It is possible that Vietnamese women are less able to produce good quality sputum samples for testing:

According to Vietnamese tradition, hawking and spitting sputum are less acceptable for women than for men. This may be a barrier for women to produce a good quality sputum specimen, leading to lower possibility in finding AFB in sputum specimens.¹²

OTHER IMPORTANT GENDER-RELATED ISSUES IN RELATION TO TB IN VIET NAM

Other gender-related issues in the health seeking behaviour, diagnosis, and treatment of tuberculosis in Viet Nam include:

UNDERSTANDING OF AND BELIEFS ABOUT TB

Passive case-finding is an important part of TB control programs. This approach relies on the patient to make contact with the health provider if they suspect that they might have TB. The success of this approach is strongly affected by people's perceptions and beliefs of TB and society's behaviour towards TB sufferers.

In general, studies found that participant's understanding of TB was in agreement with biomedical knowledge – that TB is a contagious disease that is transmitted through the respiratory tract. Long, Johansson, Diwan, and Winkvist (1999) did not find major differences between men and women in Viet Nam in their level of understanding TB as a disease or in their beliefs in the risks of TB.

However, in general men were perceived to get TB more often than women, as they were considered to be exposed to 'male' risk factors (e.g. eating out, smoking, drinking, wider social contacts, heavy work).

¹¹ Reference No I

¹² Reference No V

Traditional beliefs about men's higher level of vulnerability to TB may result in:

- Longer patient delay for some women as they might not perceive themselves as being at risk and might ignore emerging symptoms
- Health-provider's delay if they share and are influenced by the traditional belief that men are more vulnerable to TB than women
- Increased risk of transmission within the family if some women ignore the symptoms thinking that TB is primarily a male disease

HEALTH-CARE SEEKING BEHAVIOUR AND TB DIAGNOSIS

In a study population of 34,127 individuals (Thornson, Hoa, and Long) aged 15 or more, prevalence of prolonged cough was similar between men and women.

Total delay from the onset of the first disease symptoms to TB diagnosis

The two main factors that impact on delay time between symptom onset and TB diagnosis are: i) patient delay in seeking treatment, and ii) health provider delay in diagnosis.

Patient delay

Population-based data indicated that among persons with a cough for more than 3 weeks, 90.7% of women and 88.3% of men had sought health care.

Among those who took health-care action there were no statistically significant differences found between men and women with respect to the duration from symptom debut to first health-care action.¹³

Health care actions and Quality of health care

The number of health care actions reported was significantly higher among women; 15.8% of women compared to 8.5% of men reported three or more health care actions.¹⁴

There are differences between men and women in the type or quality of health care sought. A larger share of women (25.7%) than of men (17.5%) practiced self-medication as the first health care action¹⁵.

Time and economical constraints seemed to steer the health-seeking behaviour of women to a greater extent than that of men. Convenience and close proximity to home were reported by 60.7% of women for choosing the first health care action.¹⁶

Expenditure on health care

Women spend VND70,465 and men spend VND127,935 per (health-care) action taken.¹⁷ (The average monthly income per capita in the district surveyed was about VND158,000.)

Female patients with prolonged coughing spend about half as much money in total per health care visit when compared with male patients.

Lower expenditure on health-care actions by women may be partly explained by differences in the quality of health care action taken and in lower economic access amongst women than men.

¹³ Reference No IV

¹⁴ Reference No IV

¹⁵ Reference No I

¹⁶ Reference No IV

¹⁷ Reference No IV

Health-provider delay

A hospital-based study revealed that the mean period in a doctor's delay of a correct diagnosis was significantly longer in women (5.4 weeks) than in men (3.8 weeks)¹⁸.

- *To receive a correct diagnosis of TB, women had to visit providers more often than men did.*¹⁹
- *The difference in mean total delay between the sexes was about 2 weeks. This is clinically significant with regard to both morbidity for the infected individual, and risk of further transmission.*

Differences in delay on the part of the provider could indicate a difference in symptom presentation, diagnostic procedures, and/or diagnostic precision for women.

Compliance with treatment and recovery after treatment

After two months of treatment, recovery from cough and sputum expectoration was significantly quicker among women than men. Women were perceived as being more compliant than men in TB treatment²⁰.

Common reasons for non-compliance among men were often related to 'patient' non-compliance, e.g. lack of understanding of the risks of non-compliance and being financially responsible for the family and therefore choosing to work instead of complying with treatment.²¹

By contrast, common reasons for non-compliance among women were described as being related to doctor/health staff compliance and system compliance, e.g. poor interaction with staff and stigma in society. This finding relates to subjective perceptions that women are treated differently from men in hospitals.²²

CONCLUSIONS

While sex-disaggregated data are important for telling us if differences for men and women exist in relation to a particular development issue or problem, the data cannot tell us why the differences exist, and in some cases, such as these data on the incidence of TB in Viet Nam, the conventional analysis might in fact be misleading.

It is most likely that a combination of biological and social factors are responsible for the differences for women and men in reporting, diagnosis, and treatment of TB in Viet Nam.

Sound gender analysis is essential in understanding the reasons behind the differences in incidence, diagnosis, and treatment of TB for women and men in Viet Nam, and makes a critical contribution to decisions regarding appropriate health care policies, strategies, and actions.

Case Study References

Long NH, 2000, *Gender Specific Epidemiology of Tuberculosis in Vietnam*, International Division of Health, Department of Public Health Sciences, Karolinska Institutet, Sweden

- I. Long NH, Johansson E, Diwan VK, Winkvist A. *Different Tuberculosis in men and women: beliefs from focus groups in Vietnam*. Social Science and Medicine 1999; 49(6): 815-22
- II. Long, NH, Johansson E, Lonnroth K, Eriksson B, Winkvist A, Diwan VK. *Longer delays in tuberculosis diagnosis among women in Vietnam*. International Journal of Tuberculosis and Lung Disease. 1999; 3(5):388-93

¹⁸ Reference No III

¹⁹ Reference No III

²⁰ Reference No V

²¹ Reference No VI

²² Reference No VI

- III. Thorson A, Hoa NP, Long NH. *Health seeking behaviour of men and women with a cough for more than three weeks (submitted)*
- IV. Long NH, Diwan VK, Winkvist A. *Differences in symptoms suggesting pulmonary tuberculosis among men and women (submitted)*
- V. Johansson E, Long NH, Diwan VK, Winkvist A. *Attitudes to compliance with tuberculosis treatment among women and men in Vietnam*. International Journal of Tuberculosis and Lung Disease 1999; 3(10):862-8
- VI. Long NH, Johansson E, Diwan VK, Winkvist A. *Fear and social isolation as consequences of tuberculosis in Vietnam: a gender analysis (submitted)*

2.4. STEP 4: USING GENDER ANALYSIS INFORMATION: ACTION TO PROMOTE GENDER EQUALITY IN POLICIES, PROGRAMS AND PROJECTS

The point of collecting sex-disaggregated data and carrying out gender analysis is not simply to understand the situation from a gender perspective, but to change the situation. Change should result in equality of participation, opportunity, and ultimately equality of outcomes for women and men in relation to the specific policy issue or program being addressed.

A common mistake in the past was to think about ‘*issues for women*’ *after* the program or policy was designed and to ‘*add on*’ an activity for women. This approach was found to be ineffective. ***Significant change cannot be achieved by adding marginal programs for women after a policy or program has been designed.***

Regardless of the existence (or not), and extent of gender inequalities in a given society or context, women’s and men’s poverty is often caused by different overall factors: they have different life experiences, different needs, priorities and interests, and development interventions impact on them in different ways.

Therefore to ensure that development goals and interventions are appropriate and effective for all members of society, it is essential that gender analysis of the specific development problem and the planned direction/intervention is carried out from the outset of the planning process – during the situational analysis, and that attention is given to issues throughout the planning process.

2.4.1. CRITICAL ENTRY POINTS FOR MAINSTREAMING GENDER IN THE PLANNING PROCESS

All stages of the planning cycle are critical for gender mainstreaming. Effective policies, programs and projects that benefit women and men equally can only be achieved when **attention to gender issues is given from the outset and throughout the planning cycle.**

Attention to gender issues should:

- Focus on gender equality as an objective, rather than women as a target group
- Ensure that initiatives not only respond to gender differences but seek to reduce gender inequality
- Pay more attention to men and their role in creating a more equal society

It is essential to have information on the gender issues that are specifically related to the development problem (that the policy or project is attempting to address), and the causes of any gender disparities. This information will assist us in engendering the policy and project to ensure that they effectively meet the needs of and benefit all citizens.

Therefore, while all steps in the planning cycle require attention from a gender perspective – “being informed” can be considered the most critical – as without this information our efforts might be inappropriate or ineffective.

Effective gender mainstreaming requires that questions are raised in all steps of the planning cycle to ensure that consideration is given to gender differences and gender equality throughout the planning cycle.

2.4.2. THE PARTICIPATION OF GENDER-SENSITIVE STAKEHOLDERS IN THE PLANNING PROCESS

The ongoing participation and input of representative stakeholders (both men and women) is a key element in the making of gender-responsive policy and programs. It is through

participatory partnerships that ownership can be developed and political commitment maintained and translated into resource allocation. If policy is not formulated through a participatory process involving key-decision makers and social actors within and across sectors, there might be insufficient commitment to its implementation, resource allocation, and goal attainment.

Gender-sensitive stakeholder analysis

In order to ensure that women's as well as men's needs, priorities, and constraints are recognised, addressed, and influence the planning and implementation processes, all phases of policy development and project design should involve:

- Participatory consultation with women as well as men in beneficiary groups;
- Women as well as men in decision-making at all levels;
- Gender equality advocates (men as well as women) working out ways to open up spaces to ensure women's active and effective involvement in consultation and decision making.

The usual process of stakeholder analysis (drawing up a table of stakeholders, assessing the importance of each stakeholder and their relative power and influence, and identifying risks and assumptions that will affect the project design) should include:

- Women and men as separate stakeholder groups
- Where appropriate, different stakeholder groups amongst women (and men)
- Consultancy teams, working groups, management teams and implementation teams include women as well as men
- Gender equality advocates (in government, civil society and donor organisations) work in collaboration, thinking collectively and strategically about advocacy strategies

2.4.3. MAINSTREAMING: ENGENDERING POLICY, PROGRAM OR PROJECT GOALS AND STRATEGIES

The gender equality goals and strategies (based on the gender analysis and identification of context-specific gender issues) will seek to ensure that the policy, project or program;

- Has involved both men and women in the process of planning
- Takes account of women's and men's interests, needs, and priorities
- Does not discriminate against women or men and worsen gender disparities
- Achieves equal benefits and outcomes for men and women in relation to the policy or project or program.

KEY QUESTIONS
<ul style="list-style-type: none"> • What benefit (financial, human) will the option (policy/program/project) bring to both women and men? • What costs (financial, human) will the option inflict on both men and women? • How do both female and male stakeholders perceive the option in terms of its costs, benefits, acceptability and practicability? • What might be the wider consequences of failing to adopt a gender-sensitive option?

In the case of urban public transport example given in the previous step, gender-responsive goals might be to:

- Ensure that transport timetables meet male and female user's needs
- Ensure that security is provided at transport stations and on vehicles after dark to protect girls and women and enable them to enjoy equal access to public transport

2.4.4. FOCUS OF INTERVENTIONS TO PROMOTE GENDER EQUALITY

Interventions to promote gender equality need to be designed specifically to address the development problem and context – so each intervention will be unique – it is impossible and inappropriate to provide a “list of gender equality strategies or actions”. The distinction between ‘*practical needs*’ and ‘*strategic interests*’, ‘*mainstreaming women*’ and ‘*mainstreaming gender*’ are important to understand when designing, implementing, monitoring and evaluating policies, programs and projects. In addition, action for women’s empowerment is central to human development and achieving gender equality and must be considered and integrated throughout a policy, program or project design.

PRACTICAL NEEDS AND STRATEGIC INTERESTS

Practical needs: are concrete, immediate and often essential needs for human survival – such as the need for food, water, shelter, money, security, etc. Attention to practical needs can address immediate disadvantages and inequality, but can also reinforce the gender division of labour by helping women and men perform their traditional roles better. Addressing practical needs usually does not change gender roles and stereotypes that are underlying gender inequality therefore hardly achieve more strategic goals such as women’s liberalization and sustainable gender equality (Molyneux 1985a: 223).

Strategic interests: are those needs, that when met, will actually challenge and change power relations between women and men, the division of labour, and help contribute to improved gender equality. They are more long term and less visible than practical needs; examples of strategic interests are:

- Access to political and decision making positions
- Removal of legal obstacles such as discrimination in access to land and credit
- Training for women and men in non-traditional areas (carpentry for women, education for men)
- Men helping more equally with domestic work such as house cleaning, cooking, child care

MAINSTREAMING WOMEN AND GENDER MAINSTREAMING

These are two different but equally important approaches to mainstreaming gender equality. Mainstreaming women is often mistaken as mainstreaming gender equality - which it is not;

- **Mainstreaming women** emphasizes the need to increase the number of women and their active participation in mainstream activities, particularly in politics, leadership and governance; in fact in all decision-making processes, at all levels, in all sectors.
- **Gender mainstreaming** is a more comprehensive approach to change the way of thinking and action to address the underlying causes of gender inequalities in the society, in all sectors and at all levels.
- *Mainstreaming women* and *gender mainstreaming* are equally important: like men, women decision makers can be blind to gender differences, and gender mainstreaming could occur with little or no participation from women. Gender equality requires both an active role for women in decision-making, and a gender perspective (by male and female decision-makers) that takes into account the potentially different impact of policies and programs on women and men - and on different groups of women and men. It is very important, therefore, to strengthen capacity to integrate both women and a gender perspective into the mainstream when designing and reviewing policy, programs and projects.

WOMEN’S EMPOWERMENT

Targeted actions to empower girls and women are critical to human development and gender equality achievements. Human development and gender equality cannot be achieved when the choices of half of the population are restricted; that is when women and girls are not in a

position to freely and confidently make decisions about their lives – decisions that can be, and are realized.

Empowerment implies a commitment to encouraging a process of more equitable distribution of power in society on personal, economic and political levels. It implies increasing women's control over their lives both individually and collectively and their participation and influence in institutional decision-making.

The idea of power is at the root of the term empowerment. Power can be understood as operating in a number of different ways:

- **Power over:** This power involves an either/or relationship of domination/ subordination. Ultimately, it is based on socially sanctioned threats of violence and intimidation, it requires constant vigilance to maintain, and it invites active and passive resistance;
- **Power to:** This power relates to having decision-making authority, power to solve problems and can be creative and enabling;
- **Power with:** This power involves people organising with a common purpose or common understanding to achieve collective goals;
- **Power within:** This power refers to self confidence, self awareness and assertiveness. It relates to how individuals can recognise through analysing their experience how power operates in their lives, and gain the confidence to act to influence and change this. (Williams *et al*, 1994)

Empowerment is demonstrated by the quality of people's participation in the decisions and processes affecting their lives. Making a commitment to and supporting girls and women's empowerment is an important but sensitive and complex action that requires careful attention to context and the strategies employed. It is critical that empowerment-focused activities are approached as a bottom up process whereby women and girls are supported to empower themselves. Empowerment should be viewed as an ongoing process that is driven by stakeholders, but where external support and intervention can be essential to the success of the process.²³

2.4.5. WHEN TO CALL IN SPECIALIST GENDER ASSISTANCE²⁴

Gender expertise can be of assistance in achieving the following goals:

- **Ensuring women's participation:** Disadvantaged groups of women (and men) should always be in a position to speak for themselves. It is essential to create and support opportunities for gender experts to work with female planners, representative women's organisations to enable poor women to express their views in a non-threatening environment and in a way that will influence planning and decision-making.
- **Gender analytical studies:** Good quality gender analytical information is required for policy-making, planning and monitoring purposes. Conducting gender analytical research requires well-developed social and gender analytical skills and requires appropriately trained and experienced staff and consultants.
- **Experts opinion and recommendations** will make the difference, for some leaders who are new to the goal of gender equality and the strategy of gender mainstreaming. The opinion of a "respected expert" can sometimes influence or persuade Senior Management on an important gender equality strategy or policy.
- **Promoting gender equality at the community level:** Processes of social change designed to promote greater equality of influence, opportunity and benefit are complex and long term. The challenge of promoting greater equality between women and men should not be

²³ BRIDGE Report No 40: Gender and Empowerment: Definitions, approaches, and implications for policy. October 1997

²⁴ DFID April 2002, Gender Manual; Practical Guide for Development Policy Makers and Practitioners

underestimated. Specialist skills in participatory negotiated processes of working with community groups are essential and “front line” staff require personal and professional support.

- **Promoting gender equality within organisations:** Processes of organisational change designed to promote equal opportunities within the workplace, and to develop staff understanding and skills in gender mainstreaming, are also complex and long term. This requires staff with commitment, perseverance and influencing skills, backed up with appropriate resources and support. Gender training requires staff or consultants with skills in adult learning and participatory training, in addition to applied and practical understanding of gender analysis and gender mainstreaming.

Refer to the Gender Mainstreaming Checklist for Project, Program or Policy Documents (see Annex)

2.5. STEP 5: GENDER - RESPONSIVE MONITORING

After we have designed and implemented interventions that address gender inequalities and promote equal outcomes for men and women, it is important that we monitor these policies, programs and projects from a gender perspective.

Monitoring is essentially about making sure that we stay on track – that resources are being used the way they were planned for, and that our interventions are having the impact that they were designed to have. Monitoring provides us with the opportunity to revise our efforts along the way if we find that they are not going in the direction expected or not achieving the intended objectives.

2.5.1. MONITORING is about the collection, recording, analysis, reporting, and use of information about the implementation progress of policies/program/projects. Monitoring is conducted and used at different levels of the system (national, local, sector, program and project) and for different aspects of the process (inputs, process, outputs, outcomes, and impact).

- **Monitoring** is the regular periodic measurement of progress towards policy, program or project objectives.

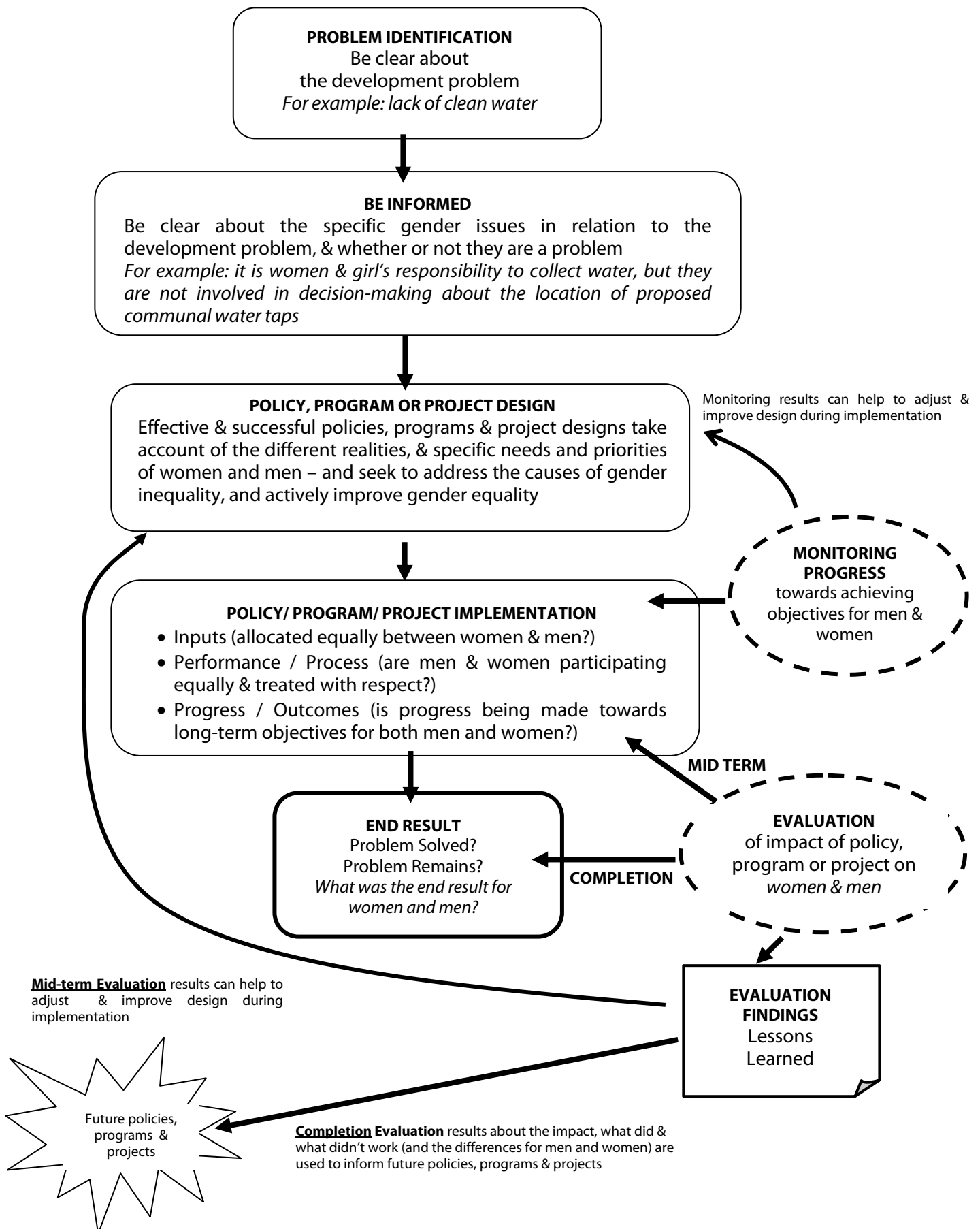
MONITORING IS A KEY MANAGEMENT TOOL

Monitoring systems and procedures are a management responsibility, and should provide the mechanism by which relevant information is provided to the right people at the right time to help them make decisions.

Monitoring is an important management tool that helps managers:

- Measure the progress of policies, programs and projects on the target group.
- Assess whether the targets have actually been met.
- Account for resource use (were resources used efficiently & effectively for the purposes intended?).
- Improve project performance during implementation by allowing for corrective action to be taken so that policy/program/project goals are achieved effectively and efficiently.

GENDER-RESPONSIVE PLANNING CYCLE AND THE ROLE OF MONITORING AND EVALUATION



2.5.2. GENDER-RESPONSIVE MONITORING

Monitoring mechanisms have been traditionally gender-blind – that is – they have failed to measure and highlight the differences for women and men in progress towards a policy/program/project goal.

Progress towards policy, program and project objectives for men and women can only be understood if monitoring mechanisms are gender-sensitive.

Gender-responsive monitoring

- Reveals the extent to which a policy, program or project is
 - o Allocating resources equally for men and women
 - o Addressing the different needs of men & women
 - o On track to reducing gender disparities, and not worsening gender disparities
- Improves project performance during implementation and allows for mid-term corrections in implementation to be made so that policy/program/project objectives are met equally for women and men.

The idea is not to set up new or separate monitoring mechanisms, but to ensure that existing monitoring mechanisms are designed in a way that captures the progress and impact for men and women, and that they monitor aspects that are relevant to gender-related issues.

Gender-responsive monitoring is not simply counting and reporting how many women attended a training course or how many women benefited from the policy or program. While this information is an important start – it is not enough. Gender-responsive monitoring involves adjusting monitoring indicators, and sometimes including specific gender-specific indicators, to ensure that they measure the progress towards program/project objectives for men and women, and check that gender disparities are not being made worse by the intervention – but rather progress is being made towards gender equality.

2.5.3. MONITORING APPROACHES AND CONTENTS

There are many different ways to monitor. The approach taken will depend on the circumstance, the people, the skills and resources available.

Monitoring should take place from two different perspectives:

- Monitoring progress towards achieving policy/program/project goals and objectives (have we achieved our goal?)
- Monitoring the implementation process (how did we go about achieving our goal?)

Both perspectives require us to set targets (goals) and develop indicators to measure progress towards meeting those targets.

When monitoring progress towards goals and objectives, indicators must be developed that track the delivery of specified outputs (activities) and outcomes (impact).

When monitoring the implementation process, targets and indicators must be developed that track the extent to which the process itself is gender-responsive. Monitoring the process will:

- Allow you to identify problems and gaps in the process that can be immediately addressed
- Allow you to improve the design of future initiatives
- Document obstacles to mainstreaming that can be later addressed in a wider institutional context

Questions to consider in monitoring the process might include:

- Are men and women equally participating and treated with equal respect, as decision-makers, implementers and participants?
- Are those involved in policy/program/project implementation continually motivated to maintain a gender perspective (opportunities to update their gender knowledge and skills, and discuss gender issues in a non-judgemental environment)?

2.5.4. IMPORTANT MONITORING INFORMATION

BASELINE INFORMATION

Wherever possible, it is important and helpful to obtain baseline information. Baseline information tells us what the situation is in the current moment before the policy, program or project is implemented. Baseline information is especially helpful in:

- Setting realistic targets and indicators (because we know the starting point and this helps us to decide what is possible during the implementation and monitoring period).
- Assessing the performance and impact of a policy, program or project – by telling us the ‘before’ and ‘after’ story (if we don’t have a specific baseline, it is difficult to measure achievements).

Good quality gender-sensitive targets and indicators are important in helping us monitor progress towards our objectives.

TARGETS (or Objective, or Outcome)

Targets describe what the situation is expected to be like at the end of the program or activity. We set targets so that we can “keep our eye on the prize” – targets make our goals concrete and therefore increase the possibility that they will be attained. Concrete targets also increase the possibility that concrete resources (human, financial) will be allocated or diverted in order to achieve those targets.

Effective targets are:

- Progressive but realistic
- Time-bound
- Measurable

Integrating a gender perspective to make effective targets also gender sensitive: they consider the situation, needs and interests of both women and men to ensure gender is integrated into the policy, program or project.

INDICATORS

Indicators specify how the achievement of objectives will be measured and verified. They provide the basis for monitoring progress and evaluating the achievement of targets/outcomes.

Effective indicators are ‘SMART’:

- **Specific** – choose indicators that are specific and relate to the conditions that the intervention seeks to change, and whereby effects of external and environmental factors to measure, are minimised
- **Measurable** – it is important to be able to quantify or categorise results. Quantifiable indicators are preferred because they are precise, can be aggregated and allow for further statistical analysis of the data. However, development process indicators may be difficult to quantify, and qualitative indicators should also be used

- **Attainable** – the indicator (or information) must be attainable at reasonable cost using an appropriate collection method. Accurate information on things like household income levels for example are difficult and expensive to collect
- **Relevant** – indicators should be relevant to the management information needs of the people who will use the data. Field staff may need particular indicators that are of no relevance to senior management and vice-versa
- **Timely** – An indicator needs to be collected and reported at the right time to influence management decisions. Indicators should be able to be compared over time – indicators that are measured only once cannot show signs of progress or decline

Other ideal features of indicators are that they should be:

- Comparable with other countries, regions or target audiences
- Selective and representative – too many indicators are difficult to track

In policies, programs and projects that have been “gender mainstreamed”, all indicators should be disaggregated by sex wherever possible. This helps identify the gender-differentiated impact of our interventions.

EXAMPLE: GENDER-SENSITIVE TARGET AND INDICATORS FOR AN EDUCATION POLICY

TARGET	Increased access to, and quality of education for all school-aged boys and girls
INDICATORS	<ul style="list-style-type: none"> • Number of children enrolled (by sex) • Number of new schools, classes constructed • Number of text books and equipment distributed • Number of teachers trained (by sex) in new teaching methodologies • Number of existing teachers upgraded to new teaching methodologies (by sex)

TYPES OF INDICATORS

QUANTITATIVE INDICATORS can be defined as measures of quantity (total numbers, percentages, etc). They are useful for showing what the average outcome is, or the degree to which a goal or objective has been attained.

Common sources:

- Censuses
- Labour-force surveys
- Administrative records
- Target population-based sociological surveys

QUALITATIVE INDICATORS can be defined as people’s judgements, perceptions, and opinions about a subject. They are useful for understanding processes, but they tend not to show how typical or widespread the views expressed are.

Common sources:

- Public hearings / consultations
- Focus groups

- Attitude surveys and interviews
- Participatory appraisals
- Participant observation
- Sociological and anthropological fieldwork

There are many different ways to classify indicators. The following are some examples:

CHECKLIST INDICATORS Ask whether something is or is not in place. The measure is a question of “yes” or “no.” For example:

- Is a gender mainstreaming policy in place?
- **Was a gender expert consulted in production of the report?**

STATISTICS-BASED INDICATORS “Traditional” indicators, that measure changes using available statistical data. For example:

- Male : female ratio of incidence of HIV
- Male : female unemployment levels

2.5.5. TOOLS FOR MONITORING

There are a range of tools that can be used for monitoring, such as:

- Interviews
- Observations
- Questionnaires
- Random or purposive surveys
- Reports
- Focus groups
- Stakeholder discussions
- Expert panels
- Critical reference groups
- Secondary sources (e.g. national or local statistical reports)
- Participatory techniques (e.g. mapping, timelines)

When selecting tools for monitoring, it is important to consider what is already available, how appropriate these tools are, and what needs to be included to improve the existing level of information or knowledge to enable sound judgements to be made about progress.

2.5.6. CHARACTERISTICS OF GOOD QUALITY/USEFUL MONITORING INFORMATION

The information collected through monitoring can be of different quality. The aim is to use tools and systems that result in information being collected that is:

- Accurate and reliable
- Relevant to the policy/project being monitored and the manager’s needs
- Brief and concise
- Complete – tells the whole story
- Well analysed and presented – in a format that is relevant and useful for managers
- Timely – is collected, analysed, and delivered on time to influence decision-making processes
- Is an effective use of resources (time and money)

2.5.7. WHO SHOULD CONDUCT MONITORING?

Development of monitoring systems requires analysis of institutional relationships and management structures. It is important to understand the roles and responsibilities within and between organisations. The aim is to develop a communication and reporting system that effectively collects and delivers the relevant information to the relevant management teams, in a timely manner that will enable them to make informed management decisions about the implementation and resources for the policy, program or project.

For example in a government structure, the different players involved in a monitoring system to monitor the implementation of a project might include:

- Individuals, households, beneficiary community members
- Mass organisations
- Field level project staff
- Local authorities/managers at different levels
- Ministry level staff

The role that each group plays in the monitoring mechanism will depend on the scope and nature of the single policy, program and project. These should be clearly spelt out in duty statements, policy/program/project designs – in terms of who collects what information, how they collect it, who it is presented to, how and who analyses it, etc.

Effective monitoring systems are simple, logical, and have adequate resources to ensure that the system works.

2.5.8. THE DIFFERENCE BETWEEN MONITORING THE GENDER MAINSTREAMING PROCESS AND MONITORING OUTCOMES OF THE GENDER MAINSTREAMING PROCESS

Monitoring the gender mainstreaming process (how we carry out our work) is quite different from monitoring the outcomes of the gender mainstreaming process (policies, programs and projects).

Monitoring the outcomes of gender mainstreaming: The monitoring information above focuses on ensuring that our gender mainstreaming efforts are actually resulting in gender-responsive work practices that lead to attention to gender issues at all stages of policy design, implementation, and monitoring and evaluation; focusing on the outcomes of the gender mainstreaming efforts.

The process of gender mainstreaming: As gender mainstreaming is an organisational change and development process, it is also important to monitor the implementation of gender mainstreaming (as a strategy) within the organisation.

EXAMPLE: TARGET AND INDICATORS FOR MONITORING THE GENDER-MAINSTREAMING PROCESS

TARGET	All personnel employ gender-responsive work practices in policy and program development
INDICATORS	<ul style="list-style-type: none">• Percentage of leaders/staff provided with knowledge, skills on gender mainstreaming• Does the organization have any regulation on gender mainstreaming?• Number of gender experts• Percentage of personnel who achieve their performance goals in relation to specific gender equality actions• Percentage of policies and programs promulgated with gender analysis carried out during policy/program formulation• Number of policy and program documents that clearly state the relevant gender issues• Number of policies and programs that include deliberate and measurable actions to reduce existing gender inequalities and ensure that women and men benefit equally from the intervention• Number of policies and programs that incorporate gender-responsive monitoring and evaluation mechanisms• Number of project evaluation and completion reports that incorporate information on the relevant gender equality issues• Number of gender-neutral policies and programs promulgated by the organization

2.6. STEP 6: GENDER - RESPONSIVE EVALUATION AND FOLLOW-UP

2.6.1. GENDER - RESPONSIVE EVALUATION

Evaluation is a systematic approach for assessing whether a policy intervention, program or project has achieved its objectives, measuring the impact of initiatives, and importantly, establishing good practices and lessons learned for the ultimate purpose of improving future initiatives.

Evaluation is also important in relation to accountability for resources used. Policy and program designers and implementers should fulfil their accountability responsibilities to official funding bodies, public supporters, and especially to the people (both men and women) affected by the policy, program or project.

WHAT IS THE DIFFERENCE BETWEEN MONITORING AND EVALUATION?

- The scope of evaluation is broader than monitoring: Monitoring is at the micro-implementation level to ensure that activities are on track, whereas evaluation looks broadly at whether or not the correct objectives and strategies were selected and used, what external influencing factors were, whether objectives were met, and the overall outcomes and impact.
- Timing: Evaluations are usually carried out less frequently than monitoring, e.g. mid-term and completion evaluations, whereas monitoring is an ongoing management activity

- Actors involved: Evaluation often involves external or independent evaluators to ensure the objectivity of the results.
- The users and use of evaluation results are often at a higher level. Whereas monitoring is a useful management tool to ensure that implementation is on track, evaluation concerns planners and policy-makers looking more at more long-term and strategic issues.

2.6.2. EVALUATION CONTENTS

Four main types of evaluation include:

1. Evaluation of **inputs** (How *equitably* were inputs allocated, in terms of resources for men and women?)
2. Evaluation of **outputs** (Have objectives been met?)
3. Evaluation of **outcomes** (To what extent has the development goal been achieved?)
4. Evaluation of **process** (How were outputs and outcomes delivered?)

Each of these levels of evaluation is likely to result in different findings for men and women, girls and boys. To ensure that the evaluation accurately captures the impact on the entire group of stakeholders/beneficiaries, it is essential that it be designed in a gender-responsive manner.

Refer to the *Gender-sensitive Evaluation Checklist* (see Annex)

2.6.3. FOLLOW UP

After important actions have been undertaken from a gender perspective and lessons are drawn from gender-responsive evaluations, there should be a plan to make use of these lessons for future policy and planning processes.

To ensure the sustainability of mainstreaming efforts, consider the following:

- How does your initiative or findings fit into the “**big picture**”, i.e. more comprehensive government, local and sectoral programs and policy frameworks? What entry points for follow-up and complementary activities does this framework offer?
- Does your evaluation include concrete **recommendations** for follow-up initiatives? What other entry points can be accessed to ensure this follow-up?
- Does your evaluation point to **implications** for other ministries or stakeholders more broadly? How will you communicate these implications? Can you propose any concrete entry points?
- Are you documenting the process and results of your initiatives in a way that will guarantee **institutional memory**?
- In general, how and to whom are you **communicating** the results of your initiatives?

Evaluations are wasted if they don't result in improved performance. The value of an evaluation is in its impact on future initiatives.

PART THREE: STRATEGIC CONSIDERATIONS FOR GENDER MAINSTREAMING

1. MANAGING CHANGE FOR GENDER-RESPONSIVE GOVERNANCE

1.1. THE GENDER MAINSTREAMING APPROACH IS ESSENTIALLY ABOUT CHANGE

- Changing attitudes regarding the roles, value and status of women and men
- Changing relationships, attitudes and behaviour towards a more equal sharing of roles and responsibilities, access and control of resources and benefits, and decision-making
- Changing who is responsible for achieving gender equality. Currently VWU, NCFW and CFAWs are considered to be fully responsible for gender equality, but gender mainstreaming requires that all government officers assume responsibility for achieving gender equality through their work
- Changing how individuals, organisations, and government work to become more consistently and automatically gender-responsive in all actions
- Changing the balance of power in decision-making and relationships at all levels of society
- Changing who benefits from government programs and development initiatives

1.2. CHANGE NEEDS TO BE PLANNED AND MANAGED TO BE SUCCESSFUL

Change of most type tends to be challenging and confronting for most people to some extent. We are usually more comfortable with what we are familiar, are a little resistant or afraid of the unknown and tend to resist to changes.

In general, most social change requiring attitude and behaviour change – such as using condoms, wearing a protective motorbike helmet, and working in a gender-responsive way – is only successful and sustainable when it is planned for and carefully managed. Social change of the type required by gender mainstreaming is a long and complicated process – but it can be successfully achieved if we apply the common lessons for managing change.

1.3. KEY LESSON: SUCCESSFUL CHANGE IS USUALLY LED AND DRIVEN BY TOP MANAGEMENT

Experience shows us that when top leaders support and encourage change – it is much more likely to happen and take place in a sustainable way, for instance, the great model of President Ho Chi Minh. Top leaders and managers have directing and influential roles to the change process once they are committed to change and inspire others to follow. Vice versa, this usually happens more slowly and less effectively when leaders are not engaged.

The acknowledgement and advocacy for senior management's responsibilities and support towards a gender-responsive work practices is an important strategy in the process of implementing a gender mainstreaming approach and successfully achieving gender equality goals.

1.4. THREE MAIN STAGES OF CHANGE

ENDINGS: When Change Occurs, Some Things End

It is important for those of us responsible for implementing change, such as gender mainstreaming, to remember that we are asking others to stop doing something that they are familiar with and do something new or change how they are doing something. Large or small, change can and does have different effects on people.

Ending old habits or routines can be frightening or confusing for some people. Usually before people can move on to new ways, they must come to terms with the change: they need to adjust, accept the change and let go of old ways.

TRANSITIONS: In between leaving old ways and accepting and beginning new ways

This stage of change can be difficult for people. They have stopped thinking, behaving, or working in the old way, but they haven't really committed to the new approach. People can feel lost, confused and insecure at this stage of the change process.

BEGINNINGS: Accepting and beginning new ways

This is the stage of the change process when change begins to happen. People have been able to let go of the past approach, behaviours, beliefs and are open to start working in a new way. However, it is important to remember that how well people accept and adapt to change depends on their relations, perception and experience of it; for example, it can depend on if a person is:

- A **victim or an owner** of the event (was changed forced on them or did they choose it and are actively participating in effecting the change?)
- A **loser or a gainer** of the change (was someone's old role abolished or promoted due to the change?)
- **Resistant or open** to change

All of these three stages should be given full attention and appropriately addressed during efforts to implement a gender mainstreaming approach.

1.5. TIPS FOR MANAGING CHANGE TOWARDS GENDER-RESPONSIVE ATTITUDES, BEHAVIOURS AND WORK PRACTICES

Allocating a small amount of time to planning and managing change can make the difference between a failed or successful approach. There are many simple actions that can be taken to improve the likelihood of the gender mainstreaming approach being implemented successfully and accepted.

Planning: it is helpful to take some time to consider what factors are likely to promote and support successful change and what might work against it

Preparation: people accept and adapt to change better when they have enough warning that change is going to happen and the nature of the change

Communication: people cope better with change when they are kept well informed of the change process; why, when, who, what and how?

Participation: involving those people affected by the change in planning how it will be implemented is critical to success and in building commitment to and ownership of change

Anticipation: anticipate and plan for the types of skills and knowledge that people will need to be able to function effectively when the change takes place

Timetable: setting a timetable and objectives is useful so that those affected by the change can imagine and prepare for what will happen, and also enables the change process to be monitored

Monitoring and feedback: conduct frequent brief meetings to keep track/monitor progress and address any concerns and issues raised

Encouragement: create meaningful incentives for special efforts to implement change successfully and acknowledge success

2. COMMUNICATION FOR GENDER EQUALITY

2.1. "GENDER ISSUES ARE IMPORTANT"²⁵ – SOME NECESSARY SKILLS

Gender mainstreaming is often thought of as a technical matter, regarding the integration of gender issues within the policy and planning cycle. But in reality, gender mainstreaming often presents a significant challenge to both individual and institutional values and practices. Therefore, in addition to solving the technical problem of gender mainstreaming, it is also essential to communicate and advocate the gender mainstreaming efforts to all organizations and individuals in the society.

If those driving the gender mainstreaming agenda do not have the necessary interpersonal, advocacy and communication skills, and if key decision-makers are not convinced about the approach and are not committed to the process, all of the gender analysis and planning efforts will not achieve much.

In addition to technical knowledge and skills, those staff supporting and promoting gender mainstreaming need to develop and possess a set of inter-personal, communication and advocacy skills for gender equality.

- **Basic communication:** Well developed listening and questioning skills play an important role in improving inter-personal communication.
- **Making a Presentation:** The concepts of "gender" and "mainstreaming" provoke much confusion and controversy. The ability to present these concepts, describe their operational implications and persuade people of their value, will critically determine the credibility and effectiveness of gender mainstreaming work. Effective and persuasive presentation skills are important to the work of gender equality advocates.
- **Being assertive:** Assertiveness skills are needed to help overcome individual and institutional resistance that gender mainstreaming efforts often arouse. These skills will be especially useful to those who are working in environments where gender stereotypes are popular, women's movements are weak and few women are taking leadership positions.
- **Dealing with resistance:** In addition to a set of assertiveness skills, it is helpful to also anticipate specific forms of resistance that may be encountered and develop strategies to overcome such resistance.
- **Working together:** When working towards gender equality, isolation can be a problem. It is important to identify allies and mobilise colleagues to work on gender mainstreaming. Equally, it is important to build bridges for those who do not understand or have doubts about gender mainstreaming and gender equality issues through encouragement and support.
- **Working in meetings:** Much of the work of gender mainstreaming takes place in meetings. A set of skills related to working effectively in meetings, including skills in making presentations, facilitating group discussions, brainstorming with a group and summarizing meetings.

2.2. HELPFUL PRINCIPLES TO SUPPORT COMMUNICATION FOR GENDER EQUALITY

Communicating successfully for gender equality requires relevant and effective arguments. Below are examples of different types of arguments that may be presented to support your proposal of gender mainstreaming²⁶:

²⁵ Gender and Development Program, United Nations Development Program (GIDP/UNDP): UNDP Learning and Information Pack -- Gender Mainstreaming, June 2000.

²⁶ UNDP RBEC, 2001, Gender Mainstreaming in Practice; A Handbook

- **Credibility and Accountability Arguments:** Credibility arguments ask decision makers to “do the math”: because women and men each make up half of the population, any data, policy or recommendation that does not recognise and address both men and women equally will be ultimately flawed, and will thus have no credibility. These arguments are useful for justifying gender impact assessments (studies that examine how men and women are, will be, or have been differently affected by actions or situational factors), or calling for more gender balance in decision-making processes. Governments must be accountable to the population and must further the interests of all its members – both men and women. A failure to address gender equality issues is a failure of governments to be accountable to all of its citizens. Gender mainstreaming can offer more efficient mechanisms for introducing a greater degree of accountability into governance.
- **Efficiency and Sustainability Arguments (the macro dimension):** These arguments make clear an undeniable fact: equal inclusion of men and women in all aspects of development and society pays off for the country as a whole. We cannot afford to ignore the contributions and economic and social capacities of both men and women in all spheres. These arguments are particularly effective because they address the bottom line: economic and social efficiency. They prove that investment in gender equality is essential and will pay off for the country as a whole in the future. Closely linked to efficiency arguments are sustainability arguments, because gender mainstreaming adopts a “human development” perspective, and equality in development between women and men is the basis for sustainable development of the whole society.
- **Justice and Equality Arguments** stress the value of democratic principles and basic human rights, which demand gender equality. Justice arguments can be used to argue for equal representation and participation of women and men in various contexts, based on the notion of their shared human rights. Most states are party to a variety of international agreements (for example, the Convention on the Elimination of All Forms of Discrimination Against Women - CEDAW, and documents from the World Conference on Women in Beijing), all of which establish gender equality as a fundamental principle. States are obliged to fulfil these commitments, especially as many basic democratic principles articulated here reflect most states’ own constitutions. In addition, Viet Nam also has many national goals such as “Wealthy People; Strong Nation; Civilized, Democratic and Just Society”, and towards the family pattern which is “prosperous, equal, progressive and happy”.
- **Quality of Life Arguments (the micro dimension):** Increased attention to gender equality issues will improve the lives of individual men and women. If individuals are happier and healthier, they will also be more productive, thus contributing to a more efficient and prosperous society. While it is commonly recognised that women stand to benefit from increased attention to gender equality, quality of life arguments also point out the benefits to be gained by men and families as well. They stress the importance of social relationships of social actors, claiming, for example, that if women are empowered, those closest to them stand to gain as well. The reverse situation is that inequality or hardship for either men or women will negatively affect other social actors as well. For example, the negative effects of depression in men, or poor employment opportunities for women, affect families, children and spouses as well. Issues such as suicide, alcoholism, addictions and chronic stress are strongly linked to changing gender roles and relations in society and the inability of individuals to cope and adapt. The argument here, therefore, underlines how a gender perspective can limit these social problems and improve the quality of life of members of society.

- **Alliance Arguments - Gender equality as a pre-requisite for building partnerships:** Alliance arguments highlight gender equality as a prerequisite for forging formal alliances or partnerships with other nations - especially those nations who strongly support and are active and successful in achieving gender equality. However, while this argument is currently very effective for calling governments to task, it is ultimately unsustainable unless coupled with concrete substantive reasons (such as efficiency and quality of life). This is not only a rational argument for cooperation and investment projects but also for the coordinated efforts amongst organizations working for gender equality (such as NCAFW members, CFAWs and VWUs at different levels, etc.)
- **Chain Reaction Arguments:** Lastly, all of the above arguments are strengthened when the links between them are highlighted. Gender equality can in fact produce a “chain reaction” of benefits, just as the effects of gender inequality can be passed on from individuals to families and communities. The “chain reaction” argument highlights how sound the investment in gender equality actually is: it will bring not only short-term, localised benefits, but medium and long-term benefits that will ripple through society strengthening the nation as a whole. Mainstreaming should also remain aware of “chain reactions” that might produce negative gender equality effects if not anticipated and dealt with in an integrated manner. For example, advancement of women may lead to greater depression and pathological behaviour among men. Thus, it is crucial to create complex strategies for gender mainstreaming, whereby a number of initiatives are mutually reinforcing. A negative chain reaction argument can be used to convince decision-makers that mainstreaming must proceed in a **strategic and holistic** manner.

2.3. PREPARING FOR RESISTANCE TO GENDER EQUALITY EFFORTS

It is common to face some degree of resistance to proposed change, including gender-mainstreaming initiatives. Reasons for resistance vary, from misinformation or lack of information about gender issues, to restricted resources, to cultural or traditional perceptions about gender roles, to simple fear of change. The following are some ideas to help you constructively manage this resistance²⁷:

- Approach decision-makers with concrete proposals, preferably in writing. Use concrete data and research (at national, local or sectoral levels) to back up your arguments.
- Responding to questions such as “Why should gender equality be a priority in a time of economic hardship?” is particularly difficult. The focus of your response here should remind decision-makers that gender mainstreaming and gender equality enhance efficiency (see above).
- Stress that gender mainstreaming is not only about women; it is about men, children, and society in general. This is also a way of allowing men to feel more comfortable as part of the gender mainstreaming process, and reminds them that they too have a responsibility and a role to play in ensuring gender equality.
- When presenting your case, you should tap into political momentum. Timing is key and opportunities should be sought where public opinion has already been built up as a justification for your request or proposal.
- Remind decision-makers of how your request/proposal will benefit them directly, in terms of improving their image and credibility. Similarly, it is important to be positive rather than confrontational, understanding and taking into account restrictions and obstacles that decision-makers face. You should try always to offer “win-win” situations.
- Try to offer a number of options, allowing decision-makers to choose for themselves the most appropriate one. Being flexible and open to compromise will work in your favour. “Pilot programs” are good, cost-effective ways of demonstrating added value which can be replicated in the future.

²⁷ UNDP RBEC, 2001, Gender Mainstreaming in Practice; A Handbook

- Unfortunately, unprofessional attitudes towards people involved in gender work are serious barriers that may not be easily surmountable through good arguments alone. Therefore, it is helpful to refer to the Party and State's directives and resolutions, and other regulations on gender mainstreaming as well as coordinate closely with relevant organizations and individuals working in gender-related areas.

Summary of Common Forms of Resistance to Gender Equality Efforts and Strategies to Overcome them

Building more equal gender relations is a slow and long-term process. It is important to be aware of and understand the many forms of resistance that are mobilised against change. Resistance can be conscious or unconscious; it can take place at various levels (personal and bureaucratic) and can come from women as well as men. (Longwe, 1990, 1994, 1995)

COMMON FORMS OF RESISTANCE TO GENDER EQUALITY EFFORTS	STRATEGIES TO OVERCOME RESISTANCE
Denial: Denial is used at different levels (e.g. at a broad level people argue that gender equality is not a concern for their country, region, or community). Or the denial might be more limited (e.g. saying that a particular program doesn't discriminate against women).	Present sound empirical evidence (statistics, oral histories, solid research) that documents gender disparities and discriminatory practices.
Selection of a Token Action: The users of this strategy acknowledge that something should be done about equality issues but they are unwilling to think about significant change. So they select a specific project (or component within a project). This project is often based on a limited assessment of gender disparities and may view women as a 'vulnerable group'. So, when asked about what they are doing on gender equality issues, people point to this specific project to demonstrate that they are doing "something". In reality however, gender equality has not been taken up in a serious fashion or properly addressed.	Ensure that equality issues are given a high profile at all stages of the planning process (not just problem identification). Consider, predict and ask questions about the eventual impact and results of the initiative and who will benefit (which women and which men).
Lip Service: This familiar strategy involves acknowledging the issue at the level of rhetoric, but failing to take meaningful action.	Push for systems that monitor & evaluate impacts on equality between women & men in all policies, programs and projects.
Commissioning a Study: Instead of action, the users of this strategy hope to delay decisions by setting up a study to provide more information. They often hope that the issue will have gone away by the time the study is completed.	The need for further research can be acknowledged without postponing all action until the research has been completed. A pilot project could be developed to explore the issue & there are significant databases & sources of information that are currently not being used.
Speaking on behalf of "Women": With this strategy the user assumes that women are a homogenous group that has one position and one set of interests. One or two	Look for research that analyses both women's common interests & diversity. Make the case that an understanding of

experiences are generalised into a broad statement intended to cover all women: <i>"I met with a women's group yesterday and they told me that their primary concern was building a school for their children. Therefore this should be the major focus of our cooperation program"</i>	each situation is required & urge the use of gender-sensitive participatory methods.
Shelving: With this strategy, action on equality issues is postponed or delayed pending a broader process or planning decisions: <i>"Thank you for your comments. We are currently in the process of developing a master plan for development in this region. We will take this report into consideration, along with all the other reports on other important themes"</i>	If this project is a priority, take it to another institution or another level in the system. Seek out allies who will argue on behalf of the project.
Compartmentalisation: Users of this strategy do not recognise gender equality issues as cross-cutting and delegate all actions to the person officially responsible for 'women's development'. This, in effect, takes gender equality out of the mainstream, turns a concern with equality into a sector, and marginalizes it.	Push for overall attention to gender as a cross-cutting issue in the policy and planning process. Make a concrete case of how & why gender equality issues are relevant to the work of a specific ministry, province or organization.
Misconstrued Mainstreaming: Mainstreaming Gender Equality as a strategy is often misunderstood. Instead of a focus on equality between women and men as the goal of a mainstreaming strategy, the main emphasis is on the process of involving women, often in activities or programs in which they have had little input. Officials argue that there are no specific programs for women as women participate (or are welcome to participate) in all the activities of the program.	Try to shift the attention to the impact of the initiative & ask questions about who will benefit. Does the project widen gender disparities? Does it have the potential to contribute to more equal gender relations?
Tokenism: One or two women are appointed to committees or invited to participate in a decision-making process. Women with little interest in gender equality issues may be selected for precisely that reason or even if a woman with a commitment to equality is invited to participate, she may carry little weight in the overall process.	Push for greater transparency of the decision-making process, and in general, more input into decisions by those affected by them. If you are the token women, look for allies (both inside and outside of the formal structure).

PART FOUR: SECTOR-SPECIFIC GENDER ISSUES

INTRODUCTION

Key Reference: This section of the gender mainstreaming guidelines is drawn directly from the *UNDP Gender Mainstreaming in Practice Handbook*, 2002, by Astrida Neimanis. However, this is a selection and summary of issues from the UNDP handbook, and readers should refer to the original publication for more detailed information.

Viet Nam-Specific Reference: For a detailed analysis of critical gender issues in Viet Nam (by sector), the reader is encouraged to review the *'Situational Analysis and Policy Recommendations to Promote the Advancement of Women and Gender Equality in Viet Nam'*, 2001, NCFAW, and for details on Agriculture and Rural Development refer to the MARD Gender Strategy in Agriculture and Rural Development.

The Sector Gender Issues are intended to highlight:

- The main 'gender issues' in each area
- The main 'arguments or rationale' for addressing gender disparities in the area
- Broad 'goals' for each sector
- Possible 'entry points' for action
- Possible 'indicators' of progress

Limitations of Sector Briefs: The information contained in the sector gender briefs is very general in nature and is not exhaustive to meet the demands of readers. It is critical to consider specific situations when applying the contents of this section.

IT IS INTENDED THAT THESE BRIEFS WILL PROVIDE A STARTING POINT TO STIMULATE THINKING REGARDING POSSIBLE GENDER ISSUES SPECIFIC TO EACH SECTOR.

Specific National Targets, Indicators and Actions: Viet Nam's National Strategy for the Advancement of Women to 2010, and National Plan of Action for the Advancement of Women to 2005 should be used as the key reference in setting priorities, targets, indicators and identifying actions to address gender disparities in specific sectors.

AGRICULTURE AND RURAL DEVELOPMENT

This sector brief focuses exclusively on extension services that have a significant impact on farmers - which is a key area for gender mainstreaming efforts. There are many complex and sensitive gender issues in relation to access to, and relevancy of content of extension services for women farmers. Extension services enable farmers to make informed decisions regarding their production activities, to introduce new technologies and to diversify into new areas of production. Extension services have the potential to play a key role in the productivity not only of individual farms, but also of the country as a whole. Since the mid-1990s, women have taken over a larger share of agricultural productive work than men and are more involved in making decisions regarding farm activities. However, this is not reflected in national policy for extension and technical services. National data reports that women are less likely than men to participate in extension training, and existing extension services tend not to respond to the specific needs of female farmers.

WHAT ARE THE ISSUES?

Despite the important role that women play in the agriculture sector, they are not able to achieve maximum productivity because of the existence of a range of gender disparities:

- **Women dominate most agricultural activities but do not have equal access to extension training:** Women represent only 25% of the participants in training programs for animal husbandry and 10% of the participants in programs on cultivation.
- In keeping with Vietnamese tradition, most **extension programs are oriented towards men.** Extension staff are most likely to communicate with men rather than women, as they believe that men are responsible for making decisions on production and family matters.
- **Women do not have equal access to land use and property rights.** Despite being granted equal rights under law, gender stereotypes and patriarchal views concerning who is the head of the household and who should have rights to family land continue to restrict women's right to land.
- **Women face more difficulties than men do in accessing formal sources of credit** resulting in them becoming borrowers in the informal sector where they face higher interest rates and limited funds.
- **Women are not equally represented in positions of power, and few influence decisions concerning key issues.** Traditional gender biased attitudes regarding the role and capabilities of women continue to influence both men and women, often resulting in gender-blind policies, programs and projects and limiting the effectiveness of these intervention.
- **Women have heavier workloads and significantly less time for sleep, rest and leisure than men do:** Women tend to spend a huge proportion of their time for domestic work, caring for children and family members, and often lack men's understanding and sharing of responsibilities.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Efficiency

- The National Socio-Economic Development Strategy 2001-2010 emphasised the need for scientific advances in the agricultural sector in order to meet ambitious targets for growth (MARD 2000, cited in World Bank, 2000:47). Through extension and training, scientific knowledge can facilitate increased productivity for farmers to the benefit of their families and the country as a whole.
- While gender disparities continue to exist (that is rural men and women do not have equal access to resources and services), MARD will remain significantly constrained in its ability to

achieve its vision of a *"sustainable, highly efficient, diversified and internationally competitive agriculture sector"*.

Extension training is especially important for female-headed households who have few other sources of information and generally have fewer natural, human and financial resources than male-headed households. Although extension training varies considerably in different regions of the country, research indicates that socio-cultural barriers restrict the participation of female heads of household in existing programs. Some of these barriers affect all women, but the social status of female heads of household and their resource limitations compound the effect of these obstacles.

WHAT ARE THE GOALS?

- Increase women farmer's access to, and attendance at, extension services to a rate that is more compatible with the proportion of women farmers
- Gender awareness training for extension services officers – to improve understanding of women's role in agriculture and their specific needs
- Targeted extension services – that meet women farmer's needs as well as men farmer's needs
- Increase the ratio of women extension officers
- Increase women farmer's equal access to the factors of production – land, credit, and farming resources – pesticides, breeds, seedling trees, etc.

POSSIBLE INTERVENTION AND ENTRY POINTS

- Extension services will need to target women directly by providing more extension training exclusively for women and increasing the number and capacity of female staff.
- Input from female farmers into plans for extension services should be increased and new avenues for reaching girls and women should be explored.
- Increased emphasis on participatory and practical training will help women learn and apply new knowledge.
- Training should also focus on ways to improve women's productivity by taking into account the existing resources available to women, and by reflecting women's methods and specific areas of work.

MEASURING PROGRESS - KEY INDICATORS

- Female/male ratio of attendance at extension services
- Gender awareness topics incorporated into curriculum for extension services staff
- Content of extension services compared to farming activities of male and female farmers
- Male/female ratio of extension service staff
- Women's access to factors of production compared to men's access
- Productivity levels of women farmers after participating in extension services
- Women's power in decision-making in the household after participating in extension services

ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

This Brief looks at the relationship between sustainable development, the environment and gender. In general, gender mainstreaming needs to approach this issue from two reciprocal standpoints: On the one hand, gender relations and the extent of gender equality can affect the environment. Conversely, the state of the environment can have different effects on men and women.

Sub-Issue 1: Sustainable Global Environment And Approaches To Development

WHAT ARE THE ISSUES?

- Two of the main global environmental threats that face us today are the depletion of the ozone layer and climate change. Both of these threats stem largely from consumption and production patterns related to industrialization and the dominant processes of economic globalization.
- Change requires re-examining the ways in which trade, industry, development and other economic policies are pursued. In this sense, global environmental threats are a question of macroeconomic policies and governance. Enhancing attention to gender equality in these areas will bring greater accountability and focus on social justice.
- While more research is required to determine the precise nature of this link, it can be argued that greater gender equality in decision-making positions and the adoption of social justice criteria for macroeconomic policy will also enhance attention to sustainable development, including a sustainable global environment.
- Other major environmental threats, such as loss of biodiversity, can be addressed at the local level. Because men and women often engage in different types of farming and land use, men and women hold different knowledge that can contribute to biodiversity. Research has also shown that different roles for men and women (e.g. cash crop farming vs. food preparation) means that they may have different preferences on plant and crop qualities, for instance.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Justice: Equal participation of men and women in environmental decision-making is a question of equal rights and responsibilities. Given the major impact that global environmental degradation will have on all people's lives and future generations, both women and men must share the right and responsibility of defining environmental priorities and developing environmentally sustainable development solutions.

Credibility and Accountability: While it would be questionable to assert that women are naturally more inclined than men to make decisions in favour of protecting the environment, a stronger presence of women in political decision-making is likely to bring more accountability and a broader perspective into decision-making processes. This can at least open up space within these processes so that a more transparent and critical debate on sustainable environments can emerge.

WHAT ARE THE GOALS?

- closer **investigation** of the **links** between policy that promotes sustainable environmental development and policy that promotes gender equality; and
- using these links as the basis for **promoting** a more **sustainable development agenda**, in both human and environmental terms.

Progress towards the above goals can also be aided by:

- **promoting equal participation** of men and women in the highest environmental, macroeconomic and development policy-making positions.

POSSIBLE INTERVENTIONS AND ENTRY POINTS

- **Researching the links:** There is a lack of research that investigates the links between gender equality (particularly in governance and decision-making) and environmentally sustainable macroeconomic and development policies. Such research needs to be undertaken at both the global (comparative) and national levels.
- **Institutional analysis (“Who are the decision makers? What is their perspective?”):** A survey of decision-makers in environment area and their opinions can help trace links between gender and sustainable development.
- **Establishment of “Gender and Environment” working group:** An inter-ministerial working group or commission could be established to “proof” all policy documents from a gender and environmental impact perspective.

MEASURING PROGRESS - KEY INDICATORS

- Male:female ratio of top political positions for environmental decision-making (e.g. in Ministry of Environment, Environmental Councils or similar)
- Male:female ratio of activists in environmental NGOs
- Number of environmental and natural resource protection proposals informed by gender analysis

RELATED ISSUES INCLUDE

- Gendered Roles In Environmental Protection
- Gendered Impact of Environmental Degradation and Environmental Clean-Up

Sub-Issue 2: Women's Access to Land Use Right Certificates

For farmers, land is the most important production resource and access to land largely determines the productivity of the farming enterprise. Land use rights are an important source of collateral when applying for loans.

WHAT ARE THE ISSUES?

- Viet Nam’s Marriage and Family Law (1986) grants husband and wife equal rights regarding commonly held property, but with Land Use Right Certificates (LURC) often bearing only the man's name, the woman does not in fact have the same legal rights to land tenure as the man.
- The revised Law on Marriage and Family (2000) and revised Land Law stipulate that land use right certificates for common land must list the names of both spouses, but as yet a program to reissue LURCs to all households has not been developed.
- Land that is inherited, rather than allocated, follows customary, rather than national law, and this generally favours men.
- Traditionally, when a woman marries, she moves from her parents' house to her husband's house. Upon marrying, the woman gives up rights to any inherited land. On the event of her return after a marriage ends, she may borrow land set aside for her brothers when they marry, but will not be granted title to any land she may inherit, until the death of her parents.
- In the event of a divorce, common land is divided equally between ex-husband and ex-wife, and LURCs for the two parties are reissued. There is, however, no time limit on the reissue of LURCs, and this can prove to be a lengthy process. Until such time as the LURC has been reissued, the woman is unable to utilise her portion of the land. Unused land runs the risk of encroachment, especially by other members of the ex-husband's family who work adjoining land.

- Women are often not provided with information regarding their land use rights, and even when they are aware of their rights, they often feel unable or unwilling to claim them, especially where this involves the woman having to confront her husband's family.
- Of all the categories of female heads of household, single mothers and single women have the most difficulty accessing land. With no current alliance with a man, and no official previous alliance with a man, their options for accessing land are seriously limited.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Efficiency and Justice: Land is a critical resource for rural women. Access to land is becoming a more pressing issue as the population grows and agriculture becomes industrialised. Therefore, in order to safeguard women's rights now and in the future, it is critical that systems are rapidly developed to ensure that women are able to gain access to land, and compensation for withdrawal from land use rights.

WHAT ARE THE GOALS?

- Women's rights to land upheld under the revised Marriage and Family Law and revised Land Law
- Effective and efficient re-issuing of LURCs to ensure the proper implementation of the revised Marriage and Family Law with both male and female names listed
- Increase women's understanding of their legal rights and how to secure them

POSSIBLE INTERVENTIONS AND ENTRY POINTS

Traditional attitudes play a strong role in maintaining this situation where women are denied access to land. Change may be influenced through the introduction of new systems and through training.

- Institutions involved with justice and land administration should receive training on women's rights, and proper procedures for the enforcement of women's rights should be developed.
- Policy to manage and monitor the re-issue of LURCs is required in order to ensure the proper implementation of the revised Marriage and Family Law. Time restrictions on the re-issue of LURCs and an annual review of land administration would help expedite the transfer of land and land use rights to women.
- Revised policy on the allocation of forestry land to target women would provide an additional source of land for women's use.
- New means of ensuring fair compensation for women in situations of separation and divorce is needed as well as training on women's legal land rights. A new emphasis on women's rights should be displayed during the settlement of marriage difficulties.
- Women themselves should also be supported to advocate for land rights on their own behalf. Women should receive information on their rights, through legal counseling, training and written material. Safe and effective channels for the expression of grievance should also be established with the assistance of the Women's Union, Local Governments, the Lawyer's Association and the Courts.

MEASURING PROGRESS - KEY INDICATORS

- Proportion of LURCs containing both husband's and wife's names
- Proportion of women aware of their legal rights in relation to land
- Proportion of women successfully negotiating the legal system to secure property rights in the case of separation, divorce or death of a spouse

MACRO ECONOMICS AND TRADE

This Gender Brief examines ways to mainstream a gender perspective into macroeconomic and trade policies. Because macroeconomic policies to a large extent set the “tone”, priorities and overall direction of public policy, progress at this level will greatly assist the task of gender mainstreaming in line ministries and specific sectors, and contribute to comprehensive gender-equitable outcomes of government policies and programs.

Sub-Issue: Objectives & Justification of Macroeconomic Policy

WHAT ARE THE ISSUES?

- Until recently, social justice was not considered relevant to macroeconomic policy analysis or policy development.
- Since “human development” has become increasingly recognized as an overarching policy goal of nations, attempts have been made to introduce a social justice dimension, including the reduction of poverty and gender inequality, into macroeconomics.
- It has also been recognized that macroeconomic policy is not “gender-neutral”. Even if they do not address gender issues, macroeconomic policies still result in gender-differentiated outcomes at the meso- and micro-levels.
- Integrating gender and other social justice issues require long-term investments and commitments by policymakers, and more often than not, a shift in the way macroeconomics is approached.
- The goal of macroeconomic policies needs to be transformed, whereby their soundness will be judged in terms of whether they ultimately succeed in promoting social justice, including gender equality. In some cases, these criteria may conflict with economic or market-based criteria.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Justice: Economic and social rights are an important part of many major human rights treaties. States can only be considered to have fulfilled their internationally mandated obligations if their macroeconomic policies recognize economic and social equality, including a gender dimension, as an explicit goal.

Efficiency: Research reveals that greater gender equality is most often correlated with greater economic growth. Conversely, unequal social relations are an obstacle to sustainable and high rates of growth. It, thus, follows that investment in gender equality and social justice issues at the macro-level will facilitate stable growth, benefiting the nation as a whole.

Sustainability and Quality of Life: Research shows that significant gender gaps and inequalities can persist in a country despite economic progress. This is because growth does not automatically “trickle down” equally to all segments of the population. If macroeconomic policy includes issues of social justice and equality as an integral dimension of its content (rather than as an “added bonus”), these inequalities could be addressed from the outset. This would result in a better quality of life for all inhabitants, rather than for a privileged few.

WHAT ARE THE GOALS?

- social justice and gender equality issues should be integrated into macroeconomic policy **content**; and
- new macroeconomic policy **targets** should be set, whereby success will be determined by social justice criteria, including gender equality.

POSSIBLE INTERVENTIONS AND ENTRY POINTS:

Commission and Collect Research: Develop a database of research, both from other countries and your own, that highlights social justice and gender impacts of macroeconomic policies from a qualitative and quantitative perspective.

Track and Develop Indicators: If macroeconomic policy reports do not include social justice and macroeconomic indicators (e.g. measurements of poverty, disaggregated according to sex), develop such indicators and propose their inclusion in macroeconomic reports and briefs on macroeconomic trends and developments. Track the changes in economic developments according to these indicators.

Highlight Social and Gender Justice Concerns: Seek out opportunities to highlight any differential impact of macroeconomic policies on women or the poor in national development plans or strategies.

Gender Impact Assessment of all Economic Policies – Before the implementation of economic reform programs, experts in the field of economics and gender should perform a gender impact assessment of the likely outcomes of the proposed intervention.

Dialogue with Development Partners: Development partners such as the United Nations organizations or the European Union should be placing human development and social justice concerns at the top of the agenda with any meetings with high-level policymakers.

MEASURING PROGRESS - KEY INDICATORS

- Existence of social justice and gender equality *content* in macroeconomic policies and policy frameworks (e.g. integration of Comprehensive Poverty Reduction and Growth Strategy, Sectoral and Regional Development Plans).
- Existence of social justice and gender equality *indicators* (e.g. poverty level, GDI, GEM²⁸) in macroeconomic progress reports.

RELATED ISSUES INCLUDE:

- Reproductive Work
- Budgets
- Trade Liberalization

²⁸ GDI – Gender-based Development Index; GEM – Gender Empowerment Measure. See UNDP Human Development Report 1995.

GOVERNANCE AND PARTICIPATION

Gender balanced participation in governance processes refers to the physical presence of men and women “around the decision-making table”, and also to the quality of participation (i.e. meaningful engagement which stems from a mutual respect for diverse opinions and standpoints). It includes decision-making within the family, community and private sector as well. This brief examines the role of gender analysis in governance.

Sub-Issue: Participation at National Level

WHAT ARE THE ISSUES?

- A presumed “commonality of interests” between men and women, as well as their needs and perspectives, has often been used to legitimize an overwhelming presence of men in formal governance structures. However, gender analysis of political processes and policies reveals that men and women do not always share the same needs and perspectives, and that it is crucial that women be represented as well, so that their interests – as half of the population – are adequately considered and addressed.
- Systemic barriers that often keep women out of major public governance structures are profound, and must also be addressed before any serious progress can be made. These barriers include:
 - General attitudes and culture in society which present men as the only real political actors
 - Women can be discouraged and intimidated by the use of masculine terminology in politics and governance
 - The masculine culture of politics, including the “old boys network” of patronage and connections and the pervasiveness of after-hours get-togethers
 - The unequal division of family responsibilities, including household management and childcare, places women at a disadvantage in terms of time needed to be active in socio-politics
 - All forms of violence (physical, sexual, verbal and psychological) exercised by men against women restrains and controls women’s self-determination and risk-taking behaviour (e.g. women’s choice to attend further education or work, pursue leisure time activities, preference to use condoms during sex, etc.)

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Justice: All citizens of a society have a right to political participation and state management. It is a state’s duty to ensure that both women and men are fully able to enjoy and exercise this right.

Efficiency: Research carried out by the UN on governance issues revealed that men elected to executive and legislative branches of government are largely unaware of household needs and the ways in which these relate to socio-economic development at the community, local, provincial and national levels. The absence of this perspective means that policies are not as efficient and effective as they could be.

WHAT ARE THE GOALS?

- To ensure balanced participation between men and women in national governance, which includes removal of structural and systemic barriers to women’s participation;
- To increase women’s participation across all areas/sectors/levels in government and improve the quality and effectiveness of their participation

- To ensure that gender issues are integrated into decision-making, implementation, monitoring and evaluation of national governance initiatives resulting in government mechanisms that respond to the needs and interests of all members of society, and ensures that benefits are distributed equitably between women and men.

POSSIBLE INTERVENTIONS AND ENTRY POINTS

Using research to define and refine the problem: It is important to carefully identify the barriers in the national context.

Civil service reform: Civil service codes can include explicit non-discrimination and/or affirmative action principles, while civil service training can incorporate gender issues and concerns.

Setting Concrete Targets for the participation of women and men, short-term statutory provisions for affirmative action, or quotas: Governments should include a time-bound target (e.g. X% of government positions and parliament seats to be held by either men or women by 2010).

Encouraging a governance environment that supports and meets men's and women's needs: This may include expanding child-care facilities and parental support to allow women (and men) to balance their roles as parents and politicians.

Establishment of a Development and Mentoring Program for female National Assembly Deputies and female Provincial and District leaders: The provision of a specific program to assist women political leaders in developing and improving the skills and assets required to be an influential and effective leader, along with the mentoring support of excellent female role models can greatly contribute to enhancing women's confidence, capacity, role and impact in government.

MEASURING PROGRESS - KEY INDICATORS

- Male : female ratio of members of the National Assembly and People's Councils at all levels
- Male : female ratio within the Communist Party including party leaders and members
- Male : female ratio of members of the Central government and local authorities at different levels
- Male : female ratio in the civil service, including top managerial positions
- Existence of an official policy mandate for gender equality, including a mandate for equal representation and participation
- % of national government expenditure targeted at gender mainstreaming and gender equality initiatives

RELATED ISSUES

- Local Governance: Decentralization, Community Planning and Service Provision
- Governance and the Household/Family
- Participation and Governance in the Private Sector

LABOUR - EMPLOYMENT

Labour or work is gendered at every level. This sector brief highlights some of the many ways to integrate a gender perspective into labour policies and the workplace itself.

Sub-Issue: Economic Activity and Time Use: Productive and Reproductive Labour

WHAT ARE THE ISSUES?

- Differences in economic activity rates between women and men are often used as an indicator of gender equality in society
- Globally, male labour force participation rates are uniformly high, whereas there are marked variations in women's economic activity rates
- In most cases, low female labour rates indicate strong cultural stereotypes about gender roles, which keep women out of the paid labour force
- Indicators of gender equality that use women's economic activity rates tend to overlook the significant contribution that women are making through reproductive and domestic, unpaid work
- Efforts to increase women's economic activity rates must, therefore, take into account gender gaps in time use and seek more balance in hours spent on reproductive and domestic labour by men and women
- It is important to note that those who are responsible for unpaid reproductive and domestic labour face several barriers:
 - Their **time** to participate in the paid labour market is restricted
 - Their **personal income** is restricted
 - Their **choices** (such as participating in politics, pursuing self-improvement or recreational activities) are restricted as a result of less time and money
- Policies that address the contribution and necessity of unpaid work to support and sustain the productive labour market must be part of a labour - employment strategy;
- Equality in participation in economic activities by men and women does not necessarily mean that women and men are treated equally within the labour market. In fact, men and women may get different rates of pay for similar work.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Justice: Work is a value. Many people value the right to be productive in the career of their choice. While some people do and will continue to choose homemaking, child-rearing, or other unpaid work as their career, cultural stereotypes or other barriers restrict some members of society - mostly women - to choose the paid labour force as a career option. This lack of choice is a violation of the right to self-determination and gainful employment.

Efficiency: Efficiency arguments can be used to highlight the link between gender equality and economic growth. World Bank research shows that higher levels of economic development follow from increases in gender equality. Therefore, removing the barriers to women entering the labour market also removes a barrier to increased economic growth.

WHAT ARE THE GOALS?

- Equal **participation** rates of men and women within the paid productive labour force;
- Equal and relevant **employment conditions** for women and men;
- **Increase women's participation in non-traditional** and technical areas of study;

- **Equal division of reproductive and unpaid domestic labour**

The medium-term goal to achieving the four longer-term goals is:

- **Increasing choices** for both men and women through policies that encourage more equitable division of both productive and reproductive work

POSSIBLE INTERVENTIONS AND ENTRY POINTS

- **Removal of legal barriers to female productive employment or male reproductive labour** – a review of legislation from a gender perspective to highlight any legislative barriers to women's full employment in the productive labour market. Similarly, restrictions on men from full participation in reproductive labour will be revealed (e.g. denial of paternity leave to fathers).
- **Publicly-supported childcare options:** state support for reproductive labour such as the provision of childcare, can greatly increase women's participation in the productive market.
- **More specific research of gender and employment issues:** the links between gendered aspects of labour markets trends and reproductive labour are often not evident to policy makers, and are rarely made explicit in policy papers. More specific research on the national features and effects of this "double burden" should be commissioned, and results should be widely communicated.

MEASURING PROGRESS – KEY INDICATORS

- Female share of total economically active population
- Economically active females possessing relevant skills to access labour market
- Male: female differences in conditions of employment
- Male : female ratio of hours spent on both productive and reproductive work
- Male : female ratio of economic output, according to market-value estimates for both productive and reproductive work

RELATED ISSUES INCLUDE:

- Unemployment, Job-Seeking and Retraining
- Occupational Segregation
- Equal Opportunities and Discrimination
- Working Conditions and Family-Friendly Policies

EDUCATION - TRAINING

The education sector comprises many sub-issues that involve significant gender equality issues such as access to education, education professionals (areas of training and participation as managers), curriculum content and teaching methodologies. Equally important, however, is approaching the education sector as a potential entry point for challenging the gender stereotypes that largely contribute to sustained gender inequalities in society more broadly. This brief focuses mainly on enrolment and completion issues at different levels of education.

Sub-Issue: Equality in Enrolment and Completion Statistics

WHAT ARE THE GENERAL ISSUES?

What to measure?

- The standard measure of gender equality in education is the number of girls enrolled in school and/or who have completed school (at all levels) in comparison to the number of boys. Enrolment rates and completion rates (of boys and girls) alone is inadequate.
- In many countries in the Southern hemisphere, girls' enrolment lags behind boys'.
- In European and other countries, on the other hand, the gap in overall enrolment statistics is narrow, and in some cases, boy's enrolment is even starting to fall behind that of girls at some levels.
- Equal overall enrolment rates often hide pervasive inequalities in specific types of education and fields of study. For example, girls typically still lag far behind boys in information technology programs, while there are fewer boys than girls enrolled in humanities, education, cultural programs and in some countries, medicine and social work.
- Therefore, detailed analysis is needed to identify specific gender-based problems: For example - do more boys than girls drop out to enter the labour force? Are girls leaving school due to teenage pregnancy? Are more boys than girls from poor homes becoming truant?

WHAT ARE THE VIET NAM-SPECIFIC ISSUES?

- Rate of girls attending primary school and lower secondary education is low in poor and ethnic minority areas
- School text books reflect and reinforce negative gender stereotypes
- Women are segregated in certain fields of study and inadequately prepared to participate in the changing labour market

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Justice: Many international and regional human rights instruments oblige member states to ensure gender balance in enrolment. For example, Article 10 (a) of CEDAW specifically calls on states to ensure equal participation between boys and girls, men and women in all levels and areas of education.

Efficiency: Research shows that "gender inequality in education is bad for economic growth," as states cannot capitalize on the full productive and creative potential of its population if men or women are not receiving a good education. Furthermore, sex segregation in certain subject areas leads to sex segregation in the labour force.

Chain Reaction: There is a proven link between sex segregation in school programs and sex segregation in certain sectors of the labour market, which can lead to higher unemployment and underemployment rates for women.

Social Justice and Poverty Alleviation: Societies with large, persistent gender inequalities pay the price of more poverty, malnutrition, illness and other deprivations. For instance, young children are directly disadvantaged by their mother's illiteracy and lack of schooling which translates into poor quality of care for children, which results in higher infant and child mortality and malnutrition. Better educated women bear fewer children than less-educated women; they marry later and have fewer years of childbearing, but also they have better knowledge of ways to control fertility and have more confidence and power to make decisions about reproduction. They also tend to have higher aspirations for their children and recognise the trade-offs between realising such aspirations and having many children.

WHAT ARE THE GOALS?

- Equal **enrolment** (45%-55%) between boys and girls in all social groups, regions, faculties, programs of study and levels of education.
- Equal **completion rates** between boys and girls in all faculties, programs of study and levels of education.
- **Text-books and curriculum revised** to reflect positive images of gender equality in both the text and the illustrations.

POSSIBLE INTERVENTIONS AND ENTRY POINTS

- **Curriculum Changes** - Firstly, measures need to be taken to eliminate sex segregation, if it exists, in subjects such as homemaking, home economics, carpentry, machine shop, or other subjects that are traditionally considered to be only for boys or girls.
- **Additional Research** - Gender-based research and analysis must form the basis of policy making. For example, sociological surveys that investigate reasons for non-completion, and which highlight differences in causality between boys and girls, are instrumental for designing programs to help address truancy and non-completion at different levels of education.
- **Targeted Recruitment and Encouragement** - If high levels of sex segregation in certain subjects are identified, special efforts must be made to encourage more balanced enrolment.
- **Campaigns and Awareness Raising** - Because sex segregation in various subject areas is theoretically a "choice" that students make, it is important to ensure that both boys and girls are aware of all their options. Information and awareness campaigns about options open to both young men and women may help broaden their choices.

MEASURING PROGRESS - KEY INDICATORS

- Male : female ratio of enrolment at all levels of schooling (primary, secondary, high school, vocational, college and university, etc.)
- Male : female ratio of enrolment in all subjects in high school, vocational and higher education
- Male : female ratio of completion rates at all levels
- Gender-sensitive curriculum and text books

RELATED ISSUES INCLUDE:

- Structural Equality within the Teaching Profession
- Gender Roles and Stereotypes: School Curricula and Text Books
- Teacher Training
- Parent Involvement in Education

HEALTH and HIV/AIDS

An analysis of health must go beyond the physical (male and female bodies) to the institutions, traditions and attitudes that play a crucial role in determining quality of care and the root causes of poor health. As many of these institutions and factors are based upon the different roles of men and women in society, a gender perspective is critical. While in general women and girls suffer more health-related problems than boys and men, life expectancy as a sub-issue is raised here to highlight the fact that gender roles and stereotypes can also have a negative impact on boys and men.

Sub-Issue 1: Life Expectancy

Life expectancy at birth is one of the few health-related statistics that is widely available and sex-disaggregated. Gender roles and issues play an important role in life-expectancy.

WHAT ARE THE GENERAL ISSUES?

- Worldwide and as a group, women tend to live longer than men
- Some important causes and factors of low male life expectancy include:
 - High mortality rates from accidents, including traffic accidents in particular
 - Occupational hazards and accidents
 - HIV/AIDS-related illness and death
 - Deaths in armed conflicts and violence
 - Alcoholism-related death
 - Drug abuse
 - Tobacco-related illness and death
- So while biology may play a role, it is evident that male life expectancy can be dramatically affected by different environments in which men and women operate, by their different choices of coping methods – all related to the social and economic gender roles assumed by men and women throughout their lifetimes.

WHAT ARE THE VIET NAM-SPECIFIC HEALTH ISSUES?

- The impact of the health reform program on the poor and poor women
- Women's health status, nutrition, maternal health, maternal mortality
- Women and men's access to reproductive health and family planning services
- HIV/AIDS infection rates in men and women
- Women work long hours and have less time for rest, relaxation, learning and participation
- Violence against women

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Justice: The ultimate human right is the right to life. It is, therefore, a human right's imperative to address factors that systematically deny one sex or the other the right to enjoy a full and healthy life.

Efficiency: Healthy national demographics require a roughly balanced male : female ratio. In some countries, low average life span in men is largely affected by death from unnatural causes in working-age males. This has an obvious impact on the productivity of the labour force, and can thus affect the economic growth of the nation as a whole.

Quality of Life: High death and disability rates among young and working age males affects not only men, but women and families as well. For example, poverty rates among pension-aged widows tend to be very high, as they are unable to cover basic costs of living from a single pension. Living conditions of families with children are also likely to deteriorate, particularly if the man was the main breadwinner. (Women's disadvantage in the labour market is also a factor here.)

WHAT ARE THE GOALS?

- Close the gap between male and female life expectancy at birth, aiming for maximum life expectancy whereby both men and women can enjoy healthy and productive lives.
- Improved quality of, and equal access by men and women to, reproductive health care and family planning services, and general health care services.
- Reduce the incidence of HIV infection.
- Reduce the incidence of violence against women.

POSSIBLE INTERVENTIONS AND ENTRY POINTS

Life expectancy: Changing mortality rates is a long-term process and effects of any policies or measures to reduce male mortality will not be evident for some time to come. Ensuring high quality mental and physical health care for men, targeting preventive care at men and reducing external risks (i.e. removing occupational hazards, reducing traffic fatalities) are directions in which policies should move to tackle this issue.

Targeted public health messages and campaigns: Where disease is preventable, public health messages should be appropriately targeted at both women and men, keeping in mind that they might trust different media authorities, receive their information from different media outlets and personal sources.

Development and promotion of a culture of non-acceptance of violence: Provision of adequate protection for women at risk, and enforcement of laws to protect women against violence.

MEASURING PROGRESS – KEY INDICATORS

- Access by men and women to health services
- Percentage of women who are malnourished and anaemic
- Percentage of women who have access to adequate pre-natal and post-natal health care
- Maternal mortality rate
- HIV/AIDS – new case incidence – disaggregated by sex
- Violence against women – incidence
- Incidence of disability and deaths caused by traffic accidents – disaggregated by sex
- Incidence of tobacco-related illness and deaths – disaggregated by sex

RELATED ISSUES INCLUDE:

- Incidence of disease and other health problems
- Reproductive and Sexual Health
- Health Sector Reform
- Access to Health Care

Sub-Issue 2: HIV/AIDS²⁹

AIDS is a significant development problem – in terms of both human and economic development. It is also an issue of gender equality. The epidemic is spread furthest and fastest in countries where women have low social status and are unable to assert their right to protected sex, where extramarital sex is common amongst men, or where women are forced to exchange sex for money. Gender-related factors shape the extent to which men, women, boys and girls are vulnerable to HIV infection, the ways in which AIDS affects them, and the kinds of responses that are feasible in different communities and societies. The control of the spread of HIV/AIDS is dependent on the recognition of women's rights in all spheres of life and, therefore, women's empowerment is an important tool in the fight against HIV/AIDS. Because the HIV/AIDS pandemic is fuelled by gender inequalities, a proactive engendered response is required to minimise its impact.

WHAT ARE THE GENERAL ISSUES?

Gender roles and responsibilities

- Gender roles tend to confine girls and women to domestic and subsistence activities and men to commercial activities creating socio-economic disparities and vulnerability to HIV infection.
- Men and boys have the first priority to move to urban settlements in search of employment and better education. This leads to family separation and vulnerability to HIV/AIDS.
- Because of the male movement to urban areas, some women also move to the cities to provide domestic labour and sexual services.
- Males are perceived to be and often are preferentially assigned the more economically productive roles leading to male control of family resources.
- The gender division of labour keeps men away from their wives for long periods and can lead to promiscuity and the spread of HIV.

Access and control of resources

- Loss of gainful employment by men because of illness from HIV/AIDS reduces their capacity to provide for their families and thus impoverishes the whole family and imperils their opportunities.
- Loss of family property in the event of illness and death of the husband/father increases the vulnerability of widows and orphans to HIV infection.
- The low economic status of women drives them into sex work.
- Women tolerate unprotected sex because of poverty and lack of power over decisions, while men engage in unprotected sex because of power and affluence – men are willing to pay more to have sex without condoms.
- Women are unable to protect themselves because of issues related to accessibility, affordability and convenience of female condoms. On the other hand, some men are reluctant to use condoms or do not know how to use male condoms correctly.

Cultural practices, attitudes and stereotypes

- Traditional cultural practices and the patriarchal behaviour of men and boys make women and girls subservient and more vulnerable to HIV infection.

²⁹ Statement of Community of Concerned Partners: Key Issues in Vietnam's Fight against HIV/AIDS, 2002
The United Nations in Vietnam, Gender Briefing Kit, 2003
Mainstreaming gender into the Kenyan National HIV/AIDS Strategic Plan 2000-2005

- Gender-based cultural expectations assign sexual prowess to males and sexual subservience to females. It is prestigious for males to have multiple sexual partners. This exposes both males and females to HIV infection.
- Male youth have been cultured to believe it is a sign of manhood to be able to control relationships. Females are brought up to believe that males are superior in all spheres of life and should be the masters in sexual relationships.

Stigma

- HIV/AIDS stigma and discrimination is widespread and varies in and between societies.
- Sex workers are stigmatised (often incorrectly) as the main spreaders of HIV/AIDS.

Care and support

- Elderly grandparents, often women, are burdened with caring for family members who are unwell due to HIV infection and orphans.
- Women have a higher biological risk for HIV and STIs. STIs are often asymptomatic in women. Women have a high rate of obstetric complications due to limited access to often poor quality health services.
- Although pregnant women are tested routinely for HIV as part of antenatal surveillance, their male partners and spouses do not receive any attention.

Behaviour and attitude change

- Early childhood disempowerment of girls renders them sexual subordinates. When grown up, they have difficulty negotiating for safer sex.
- People are unaware that anal and oral sex can transmit HIV infection.
- HIV-infected women are more stigmatised than infected men are. Many infected men are in denial of their status.
- Poverty has become a major concern and is cited as one of the major factors driving women to sex work. Survival is particularly difficult in the urban areas where social support is very limited. It is common to hear sex workers say, "You die faster from hunger than from AIDS."

Legal concerns

- The law is lenient on rapists who are likely to infect young girls and sex workers.
- Sex workers have difficulties obtaining justice when their clients assault them.

Access to information

- The lower level of literacy among women means that they have less access to HIV information.
- Awareness of HIV/AIDS is lower among girls than among boys due to high levels of illiteracy, domestic responsibilities and parents' concern for the security of their daughters outside the homes.
- Some men who have tested positive continue to be in denial and therefore continue to spread the virus.
- Men are more vulnerable to infection due to cultural attitudes that make it difficult for them to admit gaps in their knowledge about sex.

Participation in decision-making

- Women's representation and meaningful participation in governance structures is often very low.

- HIV/AIDS committees often do not understand the gender dimensions of the HIV/AIDS epidemic.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Justice: The ultimate human right is the right to a healthy life. It is therefore an imperative to pro-actively organize the fight against and protection from HIV/AIDS for both men and women.

Efficiency: HIV/AIDS has an obvious impact on the productivity of the labour force, and can thus affect the economic growth of the nation as a whole.

Quality of Life: Ill health and death of men and women due to HIV/AIDS cause quality of life consequences for the entire family. Living conditions of families with children are also likely to deteriorate where infected and unwell parents (male or female) are the main breadwinners.

WHAT ARE THE GOALS?

- Improved understanding of, acceptance of, and comprehensive attention to the gender issues (outlined above) associated with HIV transmission and AIDS, and the need for both men and women to take responsibility for protection from HIV/AIDS, and to have their rights respected.
- The issue of social evils and HIV transmission should be de-linked. HIV is a virus, not an evil.
- Empowerment of girls and women to be able to assert their rights, and education of boys and men to respect women's rights to no sex or safe sex.
- Improved understanding of women and men, and boys and girls, of the root causes of HIV and AIDS, preventative options, and rights-related issues.
- Labour policies and programs that negate the need for women to turn to sex-work to earn a living.
- Policies and services to relieve women on the primary burden of care for HIV and AIDS sufferers.

MEASURING PROGRESS – KEY INDICATORS

- HIV/AIDS – new case incidence – disaggregated by sex
- Supply, access to, and use of condoms – male and female
- Behavioural changes in men and women; men's respect for women's right to refuse to have sex or to insist on condom use, and women's ability to negotiate safe sex
- Elimination of the 'social evil' attitude and label, which is replaced by an attitude of acceptance and care for individuals with equal human rights and needs

POVERTY REDUCTION

Poverty is gendered. In other words, men and women experience poverty differently, have different needs, priorities, and are affected differently by poverty programs and interventions.

Sub-Issue: Defining and Understanding Poverty and Gender

WHAT ARE THE ISSUES?

- In recent years the definition of poverty has been expanded and reshaped as “human poverty” – which refers to the denial of opportunities and choices, or “capabilities” for living a most basic or “tolerable” life. This approach can clarify not only the symptoms of poverty, but also its causes. It also facilitates a better appreciation of the way in which gender issues affect poverty, as it includes issues such as poverty of decision-making power, poverty of time, poverty of means of self-determination – all capabilities which are greatly influenced by a person’s gender identity.
- Understanding poverty as a static “outcome” limits the development of appropriate interventions. Poverty must instead be understood as a “process”, and the complex interactions of a wide range of factors that lead to poverty need to be examined. While the first approach simply asks “who is poor?”, the second more vitally asks “why are they poor?”.
- Incorporated in this approach is an understanding that:
- Men’s and women’s poverty is often caused by different overall factors;
- The results of poverty often differ for men and women;
- Men and women often adopt different strategies to cope with poverty.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Efficiency: Gender equality is intimately connected to poverty, and not only to female poverty. Enhancing gender equality reduces poverty for men and women and their dependants, thus improving the efficiency and productive capacity of the nation as a whole. In addition, although economic growth is a universal key to poverty reduction, growth works more effectively in some situations than in others. A number of empirical studies have found that *'more equal societies will be more efficient transformers of growth into poverty reduction'*.

Quality of Life and Social Interdependence: Addressing human poverty is about improving the quality of life, and not just the level of income, of the poor. For this reason, it is crucial that gender analysis is used when defining poverty: gender analyses shed light on issues such as power and redistribution of resources within households, on cultural and societal barriers to autonomy, and on access to resources and power in decision-making. In this way, looking through a gender lens can make the human dimension of poverty more concrete.

Chain Reaction: Globally we can see systematic relationships between gender inequality and the general level of human poverty. Understanding poverty and gender as complexly interconnected issues will not only help alleviate poverty, but will also help achieve gender equality.

WHAT ARE THE GOALS?

- To ensure that a **gender perspective** is integrated into the way in which poverty is understood in a policy context.
- To ensure that poverty is defined and understood as **human** rather than merely income poverty, and as a **complex process** instead of an outcome - both of which will better clarify the complex gender dimensions of poverty.

POSSIBLE INTERVENTIONS AND ENTRY POINTS

Literature Review: Neither gender equality nor poverty are simple policy issues. Fortunately, many detailed studies have been carried out which analyze their interface. An important first step for policy makers involved with poverty might be to conduct an extensive literature review. This will help establish political will and commitment to addressing gender in the context of poverty.

Information and Training: A further step would be to conduct training or briefing seminars on the gender/poverty interface. This would not only provide additional information, but would also provide a forum for discussion and debate.

MEASURING PROGRESS - KEY INDICATOR

- Existence of gender analysis (i.e. specific mention of how poverty may affect men and women differently) in the way that government defines poverty
- Gender-responsive Poverty Reduction Strategies
- Equality in outcomes (of Poverty Reduction Strategies) for women and men

RELATED ISSUES INCLUDE:

- Measuring Poverty
- Poverty Eradication Initiatives

JUSTICE AND WOMEN'S RIGHTS

This Gender Brief examines how a gender perspective can be integrated into justice systems and women's rights monitoring and protection mechanisms. Attention to gender issues and gender equality not only strengthens the legitimacy of the state, but also enhances efficiency of governments and quality of life of the population.

WHAT ARE THE ISSUES?

- “Gender-neutral” (gender-blind) legislation does not result in the specific promotion of gender equality and the elimination of discrimination. For this reason, many countries have adopted legislation aimed at guaranteeing gender equality. Often this is a constitutional provision prohibiting discrimination on the basis of sex.
- While Constitutional provisions play an important role, they can not replace more specific legislation. Practice has often showed that explicit and concrete attention to gender equality and gender-based discrimination is necessary for the true protection of legal rights to gender equality.
- There are often contradictions between general constitutional provisions that “guarantee” gender equality, and other laws where specific instances of gender discrimination might emerge (for example, in regards to inheritance or property rights). Even more common are cases where certain laws indirectly impede *de facto* equality (for example, laws on maternity leave or laws that restrict employment for women). This is why it is essential to apply gender analysis when drafting, passing and reviewing all legislation.
- Special laws on specific gender issues may be necessary to attain full gender equality. For example, the lack of provisions on marital rape and domestic violence cannot truly protect all citizens which is also a barrier to gender equality.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Justice: International human rights standards of gender equality (e.g. CEDAW) need to be enshrined in national legislation in order to provide better guarantees of implementation.

Efficiency: Indirect discrimination, which can be the result of inadequate legal provisions, perpetuates *de facto* gender inequality – particularly in the labour market and family life. As mentioned in other sector briefs (e.g. Macro Economics and Trade), *de facto* gender inequality is a significant barrier to the full economic and social growth of a nation.

Quality of Life: Legal protection directly influences men and women’s ability to fully participate in economic, social, political and cultural spheres of life.

WHAT ARE THE GOALS?

Even when the goal of gender equality is enshrined in a country’s Constitution and National policies, as it is in Viet Nam, there remains a need to:

- Ensure that any instances of gender discrimination are identified and removed from existing legislation;
- Ensure that legislation on gender equality offers adequate legal protection from gender discrimination and demonstrates strong political will to promote equality.

POSSIBLE INTERVENTIONS AND ENTRY POINTS

- **Review of all legislation from a gender perspective:** This review (most likely to be carried out by a gender expert) should include the following questions:
 1. What specific provisions do or do not exist to explicitly protect individuals from discrimination on the basis of sex?
 2. Do laws exhibit direct discrimination on the basis of sex in the legislation?

3. Do any laws exhibit potential for indirect discrimination on the basis of sex?

- **Capacity building of legislation stakeholders:** Strengthening capacity of key partners who draft, review and pass legislation is critical to ensure that gender equality is adequately addressed.
- **Introduction of “gender proofing” procedures:** such as the inclusion of a gender expert in the parliament’s legislative department, whose job it is to review of all legislation and prepare a statement on the law’s gender implications.
- **Reference to CEDAW General Recommendations:** The General Recommendations issued by the Committee of CEDAW are a useful source for amending and updating legislation.

MEASURING PROGRESS - KEY INDICATORS

- Existence of constitutional provisions on gender equality
- Existence of specific anti-discrimination and/or equal opportunities legislation
- If above-mentioned legislation exists, % of population or women that is aware of its existence
- Compliance with and enforcement of constitutional provisions and legislation

RELATED ISSUES INCLUDE:

- The Judiciary
- International Human Rights Commitments/Obligations – Monitoring and Reporting
- Protection and Complaints Mechanisms

SCIENCE RESEARCH

Science, research and ICTs are often considered highly “technical” subjects (better left to the “experts”), but in fact they affect public policy and the lives of individual men and women in many ways. This Brief highlights the gender issues, goals and rationale in these sectors that are often considered men’s business.

Sub-Issue: Gender as a Scientific Variable

WHAT ARE THE ISSUES?

- Powerful critiques have recently emerged that expose a variety of gender biases in research, in both the social and natural sciences. These biases often stem from the failure to address gender issues as important scientific variables. The result of such bias is not only flawed research, but ineffective interventions designed on the basis of this research. These biases can take a number of forms:
 1. In the **natural sciences**, failure to include a gender perspective in research design may mean that differences between male and female research subjects are overlooked. For instance, pharmaceutical research that once proclaimed certain drugs to be safe for women is now being reconsidered, as clinical trials were only performed on men.
 2. In the **social sciences**, a biased understanding of gender roles and responsibilities will also lead to bias in the design of research projects and their results.
- This is important for policy makers, as it is upon this research that they base their policies and programmes. Policy makers need to be capable of evaluating the credibility and accuracy of research presented to them. Furthermore, governments, via various science and research councils, sponsor a significant amount of the research produced. Steps should be taken to ensure that gender is a scientific variable that is taken into account when evaluating research proposals.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Credibility: Science that examines both the male and female perspectives is better science. Any scientific examinations or investigations that exhibit a gender bias in setting the research question, in collecting and interpreting data is ultimately flawed, and thus lacks credibility.

Accountability: Both those conducting and commissioning government-funded research must be accountable for any public funds disbursed. Taking measures to eliminate gender bias helps ensure that the research is credible, effective, and ultimately beneficial to the *entire* population – i.e. both men and women.

Efficiency and Quality of Life: Science that takes into account a gender perspective helps avoid costly policy interventions based on incomplete (gender-biased) research. In addition, science which recognizes and analyses the different needs and situations of men and women will undoubtedly lead to better lives for all, as these interventions will be better targeted and thus more effective.

WHAT ARE THE GOALS?

- The ultimate goal is ensuring the inclusion of gender as a scientific variable in research design, and as a **criterion** for evaluating the soundness of research proposals and research projects.

POSSIBLE INTERVENTIONS AND ENTRY POINTS

- **Using gender expertise:** A gender expert should be included on any boards or panels that evaluate research proposals and make decisions on grants. This expert can alert the board to any potential gender biases evident in the research proposal or which may be present in research findings.
- **Promotion of multiple research methodologies:** When a variety of methods are used to collect and analyze data, there is a better chance of exposing bias – including gender bias - inherent in any one method or research technique. Thus both designers and commissioners of research should consider a variety of research methodologies as a means for instituting “checks and balances” in the research process.
- **Involvement of multiple stakeholders:** Ensuring equal participation by men and women and a variety of stakeholders when designing research can help expose bias at the conceptual level of the research proposed. Similarly, multiple stakeholder analysis of data will provide a variety of perspectives, which will help guard against bias in the interpretation of research findings.

MEASURING PROGRESS - KEY INDICATORS

- % of state-funded research projects that present data disaggregated by sex
- Ratio of men : women in National Research Council (or equivalent)
- % of budget expenditure on state funded projects that:
 - Were explicitly focused on gender analysis
 - Included appropriate consideration of gender dimension

RELATED ISSUES INCLUDE:

- Statistics
- Information and Communication Technologies
- Careers in Science and Technology

MASS MEDIA

This gender brief examines how gender issues are relevant to production, dissemination and use of print, radio and television mass media. Media is very powerful in shaping public opinion, bringing new issues or perspectives to light, and defining the terms of public debate. Therefore, gender equality can be promoted through journalism and other media outlets.

Sub-Issue: Reflection of Gender Roles and Stereotypes

WHAT ARE THE ISSUES?

- Media play a crucial role in **reflecting gender roles and stereotypes**: this is perhaps the most important reason for comprehensive attention to gender equality issues in this sector. Views about the roles, tasks, rights, and responsibilities of men and women, girls and boys are conveyed by the media to the public through
 - Advertisements on television
 - Films
 - Drama
 - Discussion sessions
- Gender stereotypes can restrict social, political and economic opportunities for both men and women. Producers of the media can control how men and women are portrayed in the media – these portrayals can either reinforce negative gender stereotypes or challenge them.
- Leaders and editors have a great amount of power and influence in determining what “slant” or perspective will be adopted when covering stories. They also determine the prominence of issues within their media outlet. Use of **non-sexist language** is another issue that can be regulated by editorial policy.
- **Regulation of advertising** raises similar issues.
- Governments should become aware of the way they themselves promote or enforce gender stereotypes through the **information that they channel through or feed to the media**. For example, highlighting the important role of women politicians in areas of finance, economics and multilateral diplomatic negotiations can help challenge existing stereotypes.

WHY MAKE AN EFFORT TO ADDRESS THESE ISSUES?

Justice: The elimination of negative gender stereotypes is in and of itself a human rights obligation: Article 5 of CEDAW calls on states to take appropriate measures to eliminate prejudices and practices based on stereotyped roles of men and women.

Efficiency: Gender equality is a cornerstone for the full social and economic development of a nation, and media can be a very efficient tool in strengthening gender equality, and thus for promoting social and economic development.

Chain Reaction: Because media brings issues to the attention of the public and often sets perimeters of public debate, media can be a useful tool in actually solving various gender-related problems in a wide number of sectors and policy areas.

WHAT ARE THE GOALS?

- To promote the **integration of a gender perspective** into the **production** and **use** of media, for the ultimate goals of:
 - **Eliminating gender stereotypes** as a **barrier** to the **full participation** of men and women in all aspects of economic, political, social and cultural life

- Promoting the concept of **equal rights, benefits, value and status** for women and men, girls and boys

POSSIBLE INTERVENTIONS AND ENTRY POINTS

- **Integration of gender issues into media policy:** Policy makers should encourage media outlets to include statements on gender equality into editorial policy, ethics codes and advertising policies.
- **Inclusion of gender specialist in media regulatory bodies or “watchdog” panels:** A gender specialist on such a panel could make an important contribution to monitoring gender stereotypes in the media.
- **Content Analysis:** Content analysis can systematically analyze how gender is portrayed within media. Separate analyses can be done for print news media, radio, television, magazines, etc. Government authorities can cooperate with journalism faculties at colleges or universities, or with NGOs, who can then actually perform this analysis. Alternatively, media experts can be hired.
- **Review and Analysis of Government Use of Media:** A study can be commissioned to analyze attention to gender equality issues and the promotion/challenge of gender stereotypes in government public service announcements etc. Results of such a study should form the basis for training government media relations staff.
- **Gender Issues Training and Awareness Raising:** Training can be conducted at various levels and with various audiences with the goal of improving the reflection of gender issues and stereotypes within the media.

MEASURING PROGRESS - KEY INDICATORS

- Number of articles in major newspapers explicitly addressing gender equality issues
- Number of articles in major newspapers (or magazines, or television news programmes) that promote blatant gender stereotypes
- Number of articles in major newspapers (or magazines, or television news programmes) that challenge existing gender stereotypes
- Ratio of positive reporting on achievements of men and women
- Number of editorial boards of media outlets that include issues of gender equality in editorial policy
- Number of editorial boards of media outlets that include statement on gender equality in regards to advertising standards

RELATED ISSUES INCLUDE

Media Control, Participation and Access

PART FIVE: ANNEXES

1. GENDER ANALYSIS TOOLS

GENDER ANALYSIS – WHAT TO DO³⁰

All planning – project, program, or policy – requires relevant information, and analysis of the information, as the basis for the planning process.

To ensure that planning is gender-responsive, gender analysis is needed. Without gender analysis, it is unlikely that interventions properly will meet the needs and priorities of women and men or contribute to the promotion of gender equality.

There is no set recipe or formula for achieving gender equality. It is essential to have a full understanding of the specific gender issues in each situation and context, as each of them will be different.

All staff should include at least some of the following information - gathering activities in their regular work and/or be aware of where to obtain the relevant information.

- Gain an understanding of gender relations, the division of labour between men and women (who does what work), and who has access and control over resources.
- Include both productive and reproductive activities in the work profile. Recognise the ways women and men work and contribute to the economy and their family's survival, and that by doing both types of work are contributing to society.
- Consult with women as well as men, individuals, women's organisations, and gender experts.
- Identify barriers to women's participation and productivity (social, economic, legal, political).
- Gain an understanding of women and men's practical and strategic interests and identify opportunities to support both.
- Consider the different impact of a given development initiative on both men and women and identify constraints to be addressed.
- Establish baseline data, disaggregated by sex, as the foundation for measurable gender equality targets, gender sensitive indicators of achievement, and expected results expressed in terms of their impact on women as well as men.
- Outline the expected risks related to gender equality issues (including resistance to change from various quarters, and possible backlash) and develop strategies to minimise these risks.

³⁰ Entire section on Gender Analysis Tools is based on a selection of summarized tools from: UNDP Gender in Development Program: Learning and Information Pack: Gender Analysis January 2001, and information from the UNDP Handbook: Gender Mainstreaming in Practice (UNDP RBEC)

GENDER ANALYSIS – WHAT TO ASK

All staff should ask (at least) the following questions when involved in policy, program or project design, reviewing project documents, participating in project review, monitoring and evaluation activities.

- Who is the target (both direct and indirect) of the proposed policy, program or project, women, men, or both? Who will benefit, who will lose? Which women? Which men?
- Have women and men been consulted on “the problem” that the intervention is designed to solve? How have they been involved in the development of “the solution?”
- Does the intervention challenge the existing division of tasks, responsibilities and resources among men and women?
- Which needs of women and men will the intervention address: practical, strategic, or both?
- What is the relationship between the proposed intervention and other activities, and with national, regional and international organisations?
- Where do opportunities, or entry points, for change (in terms of gender relations) exist? And how can they best be used?
- What specific mechanisms can be proposed to encourage and enable women to participate in the policy initiative or program, despite their traditionally more domestic location and subordinate position?
- What is the long-term impact in terms of women’s increased ability to take charge of their own lives, and to take collective action to solve problems?
- What is the best way to build on and strengthen the government’s commitment to the advancement of women?

KEY SELECTED GENDER ANALYSIS TOOLS: AN OVERVIEW

Gender analysis is necessary at many stages in the planning cycle. It is different from other types of research because it is informed by theories about gender roles, relations, and equality. There are many different theories that inform gender analysis, and many different tools to support the systematic collection of information needed to carry out the analysis.

Gender analysis can be performed at different levels for different purposes – ranging from short and cheap, to long, resource intensive and expensive. Policy and program planners need to decide what level of analysis they need for the planning exercise that they are undertaking. This section seeks to provide you with a summary of five common gender analysis frameworks, their use and limitations to assist in identifying the most suitable gender analysis framework for the specific situation. In deciding on the scope of the gender analysis, you should consider the following key questions:

- **Research question:** What do we need to know (or prove)?
- **Theoretical Framework:** What are the analyst's baseline theoretical assumptions about gender relations and equality?
- **Methodology:** How will the research questions be answered?

It is also important to decide on the output of the research:

- **A Situational Analysis** is useful when you have no data on a subject, but will not provide concrete policy options
- **Provision of Policy Options** should involve a policy brief with several policy options and an analysis of the advantages and disadvantages of each; looking at issues such as efficiency, efficacy, and the extent to which gender issues are addressed

1.1. THE HARVARD ANALYTICAL FRAMEWORK

The Harvard Analytical Framework was one of the first Gender Analysis Frameworks, developed by researchers at the Harvard Institute for International Development in the USA in collaboration with the Women in Development Office of USAID in 1985. The Harvard Analytical Framework was designed to demonstrate that there is an economic case for allocating resources to women as well as men. It assists planners to design more efficient projects and improve overall productivity by mapping the work and resources of men and women in a community and highlighting the main differences.

This framework is most useful for projects that are agriculturally or rurally based, and/or that are adopting a sustainable livelihoods approach to poverty reduction. It is also useful to explore the twin facts of productive and socially reproductive work, especially with groups that have limited experience of analysing differences between men and women.

The Harvard Analytical Framework is a grid (matrix) for collecting data at the micro level (community and household) and provides a useful way of organizing information, which can be adapted to many different situations. It has four interrelated components:

Harvard Tool 1: The Activity Profile This tool assists in identifying the productive and socially reproductive activities of women and men, girls and boys. Other data disaggregated by sex, age or other factors can also be included. It can record details of time spent on tasks and their location.

Tool 2: Access and Control Profile – Resources and Benefits With this tool the resources women and men use to carry out the tasks identified in the activity profile can be listed. It identifies whether women or men have access to resources, who controls their use, and who in

the household or community controls the benefits from them (benefits can include outside income, basic needs, training).

Tool 3: Influencing Factors These are a list of factors which determine the gender differences identified in the Activities and Access and Control profiles. Identifying changes over time, can give an indication for future shifts.

Tool 4: The Project Cycle Analysis This is a list of questions that the user can apply to a project proposal or area of intervention to examine it from a gender perspective using sex-disaggregated data, and charting the differential effects of social change on women and men.

Uses of the Harvard Analytical Framework

This framework is useful for collecting and organizing information that can then be used at any stage of the project cycle. It provides clear information on the gender division of labour and makes women's work visible. It makes a distinction between access and control over resources.

The framework is more useful for projects than for programs as it depends on micro-level analysis. It can be adapted and used, for example, with the Moser Framework. It can be useful as a gender neutral "entry point" for introducing discussions on gender issues with counterparts, especially where there may be resistance.

By reviewing the question of control over resources, this framework is useful as the basis for a preliminary discussion of power relationships, although this was not its original intention.

Potential limitations: The Harvard Analytical Framework has a perspective that is oriented around efficiency rather than equity, focusing on allocating new resources in order to make a program more efficient rather than addressing unequal gender relations. It tends to focus on material resources rather than on social relationships. The analysis can be carried out in a non-participative way without the involvement of women and men from a community.

1.2. THE MOSER FRAMEWORK (gender planning)

The Moser Framework, as a method of gender analysis, was developed by Caroline Moser at the Development Planning Unit (DPU) of the University of London, UK in the early 1980s. It was developed in response to the Women in Development approach and aimed to move away from treating women's issues as separate issues. Caroline Moser worked with Caren Levy of the DPU to develop it further into a gender policy and planning method and it was ultimately presented as a mainstream planning methodology.

The Moser Framework challenges the assumption that planning is a purely technical task. Moser characterizes gender planning as distinct from traditional planning methods in several critical ways. First, gender planning is both political and technical in nature³¹; second, it assumes conflict in the planning process; third, it involves transformational processes; and finally it characterizes planning as a 'debate'.

The Moser Framework is based on three major concepts: women's triple roles, practical and strategic gender needs, and categories of WID and GAD policy approaches.

There are six tools in the framework that can be used for planning at all levels from project to regional planning. It can also be used for gender training.

Tool 1: Gender roles identification/triple role This tool includes making visible the gender division of labour. It can be carried out by mapping all the activities of men and women (can

³¹ Moser, C. Gender Planning and Development, Routledge, London, 1993. P.87

include girls and boys) in the household over a twenty-four hour period. The triple role for low-income women is identified by Moser as:

- Productive work
- Reproductive work
- Community roles

Tool 2: Gender Needs Assessment Moser developed this tool from the concept of women's gender interests which was first developed by Maxine Molyneux in 1984. Women have particular needs because of their triple role as well as their subordinate position to men in society. Women's needs differ from men's needs. A distinction is made between practical gender needs and strategic gender interests/needs.

Practical and strategic gender interests/needs should not be seen as entirely distinct and separate, but rather as a continuum. By consulting women on their practical gender needs entry points to address gender inequalities in the longer term (strategic gender interests/needs) can be created.

Tool 3: Disaggregating control of resources and decision-making within a household (intra- household resource allocation and power of decision making within the household). This tool is used to find out who has control over resources within the household, who makes decisions about the use of these resources, and how they are made.

Tool 4: Balancing of roles. This relates to how women manage the balance between their productive, reproductive and community tasks. It asks whether a planned intervention will increase a women's workload in one role with consequences for her other roles.

Tool 5: WID/GAD policy matrix. The WID/GAD policy matrix provides a framework for identifying/evaluating the approaches that have been (or can) be used to address the triple role, and the practical and strategic gender needs of women in programs and projects. Five different approaches can be identified.

- Welfare
- Equity
- Anti- Poverty
- Efficiency
- Empowerment

Tool 6: Involving women, gender-aware organisations and planners in planning. The aim of this tool is to ensure that practical and strategic gender needs are identified by women ensuring that "real needs" as opposed to "perceived needs" are incorporated into the planning process.

Uses of the Moser Framework

The Moser framework has a wide appeal and can be used for planning in a variety of settings from NGOs to government ministries. It recognises that there may be institutional/organizational resistance to addressing and transforming gender relations. Its approach to planning challenges unequal gender relations and supports the empowerment of women. The concept of practical and strategic gender needs is a very useful tool for evaluating the impact of a development intervention on gender relations. The triple role concept is useful in revealing the wide range of work that women engage in. Furthermore it alerts planners to the interrelationship between productive, reproductive and community roles.

Potential limitations: The framework looks at the separate activities of women and men rather than how these activities interrelate. Not everyone accepts the concept of the triple role, particularly in relation to community roles. Other forms of inequality such as race and class are not addressed. It is argued by some that a strict division between practical and strategic gender needs is unhelpful as there is often a continuum from practical to strategic.

Moser does not consider the strategic gender needs of men. There are arguments for and against their inclusion. In adapting Moser's work, the DPU (Development Planning Unit, London University) has included men's practical and strategic needs in its framework.

1.3. THE GENDER ANALYSIS MATRIX (GAM) FRAMEWORK

The GAM was developed by Rani Parker in collaboration with development practitioners working for a Middle Eastern NGO. The GAM is influenced by the reality and ideology of participatory planning. The GAM can accommodate constraints imposed by shortages of funding and time, illiteracy, and insufficient or non-existent quantitative data on gender roles.

The overall aim of the GAM is to help determine the different impact development interventions have on men and women, by providing a community-based technique for identifying and analyzing gender differences. The GAM is also a transformational tool that is intended to initiate a process of analysis by community members themselves, and encourages the community to identify and constructively challenge their assumptions about gender roles.

It may be used for different purposes, for example, transformational gender training, or as a participatory planning tool.

The analysis is conducted at four levels of society-women, men, household and community. The GAM examines impact on four areas:

- Labour
- Time
- Resources
- Socio-cultural factors

Uses of GAM

It is simple, systematic and uses familiar concepts. It encourages "bottom-up analysis" through community participation. It is transformational and technical in its approach, combining awareness-raising about gender inequalities with development of practical skills. It includes men as a category and therefore can be used in interventions that target men.

Potential limitations: A good facilitator is necessary. The analysis must be repeated in order to capture changes over time. The GAM does not make explicit which women and which men are most likely to experience positive or negative impacts. It does not include either macro or institutional analysis.

1.4. THE WOMEN'S EMPOWERMENT (LONGWE) FRAMEWORK

Sara Longwe, a consultant on gender and development based in Lusaka, Zambia, developed the Women's Empowerment Framework to help planners question what women's equality and empowerment means in practice, and to critically assess the extent to which development interventions are supporting this empowerment.

Longwe defines women's empowerment as enabling women to take an equal place with men, and to participate equally in the development process, in order to achieve control over factors of production on an equal basis with men.

Longwe's framework is based on the idea of five different levels of equality (welfare, access, conscientisation, participation, and control) and the extent to which these are present in any area of social or economic life determines the level of women's empowerment. The framework also enables gender and development practitioners to analyse development organization's degree of commitment to women's equality and empowerment.

Women's Empowerment Tool 1: Levels of Equality

- Control
- Participation
- Conscientisation
- Access
- Welfare

These levels of equality are hierarchical, suggesting that a development intervention that focuses on the higher levels are more likely to increase women's empowerment, than one focusing on the lower levels. Equal control over resources such as land is on a higher level (control), than access to the land, a lower level (welfare). This approach takes the view that if equality is intrinsic to the definition of women's development, this brings with it the necessary corollary of women's empowerment as the means to overcoming obstacles to the achievement of equality between men and women.

The Framework suggests that women's advancement can be understood in terms of a concern with the five levels of equality shown below. Empowerment is a necessary part of the development process at each level for women to advance to the next level, and for them to advance progressively through all the levels towards equal status with men.

Women's Empowerment Tool 2: Level of recognition of "women's issues"

As well as assessing the level of women's empowerment that a development project wishes to address, it is also necessary to establish to what extent women's issues are being recognised or ignored in the project objectives. A "women's issue" is defined by Longwe as all issues which relate to equality with men, and includes any social or economic roles, and all levels of equality (welfare, access, conscientisation, participation and control).

Three levels of recognition of women's issues in project design are identified:

Negative level: There is no reference to women's issues in the project objectives. It is likely that the project will have a negative impact on women.

Neutral Level: Women's issues are included but there is doubt as to whether the outcomes will be positive for women.

Positive Level: Project objects are positively concerned with women's issues and with improving women's position relative to men.

Uses of the Women's Empowerment Framework (Longwe)

The framework can be used for planning, monitoring, and evaluation. It can be useful in questioning whether or not development interventions have transformational potential or not, and to translate a commitment to women's empowerment into policy and plans. It can also be used for training. It encourages users of the framework to examine what is meant by empowerment. The Longwe Framework shares some common ground with the Moser Framework's concept of practical and strategic gender needs. However, Longwe moves beyond

the notion of separate needs showing in the framework that development interventions can contain both.

Potential limitations: The framework is not complete, as it does not take into account a number of aspects. It does not track how situations change over time. The relationship between men and women is examined only from an equality perspective, failing to take account of the complex system of rights, claims, and responsibilities that exist between them. By not taking into account other forms of inequality, women may be seen as a homogenous group. Using a hierarchy of levels may give the impression that empowerment is a linear process.

1.5. THE SOCIAL RELATIONS APPROACH (SRA) FRAMEWORK

The Social Relations Approach to gender and development planning is based on a socialist feminist background and was developed by Naila Kabeer at the Institute of Development Studies, Sussex University, UK, in collaboration with policy-makers, academics, and activists. The SRA has been used by government departments and NGOs for planning programs in a number of countries.

The SRA is intended to be a method of analyzing existing gender inequalities in the distribution of resources, responsibilities, and power, and for designing policies and programs which enable women to be agents of their own development. The framework uses concepts rather than tools to concentrate on the relationships between people and their relationships to resources and activities – and how these are re-worked through institutions such as the state or the market.

The three essential components of the Social Relation Approach are:

- The goal of development as human well-being
- The concept of social relations
- Institutional analysis

The aims of the Social Relations Approach are to analyse existing gender inequalities in the distribution of resources, responsibilities and power, and to design policies that enable women to be agents in their own development. Concepts rather than tools are used in this framework in order to focus on the relationships between people, and their relationship to resources and activities, and how they are re-worked through institutions.

The main concepts of the Social Relations Approach are:

Concept 1: Development as increasing human well-being. The definition of development in the Social Relations Approach is about increasing human well-being and not just about economic growth or increased productivity. The core elements of human well-being are survival, security and autonomy. Development interventions must be assessed on the extent to which they contribute to human well-being as well as what they contribute in terms of technical efficiency. Production therefore includes not only market production, but encompasses a wide range of tasks that people perform, in order to reproduce human labour, to survive and to safeguard the environment.

Concept 2: Social Relations in this framework “social relations are understood as the way in which different groups of people are positioned in relation to resources”. Social relations determine people’s roles, responsibilities and claims, as well as the rights and control they have over their own lives and those of others. Social relations include gender relations, class, ethnicity, and race. Social relations are not static; they can change over time and are influenced by changes at the macro level. The access people and groups have to material and intangible resources are also determined by social relations.

Concept 3: Institutional Analysis The factors which produce gender inequalities are not found solely in the family but exist across a wide range of institutions, including the international community, the state, and the market place. An institution is defined as a framework of rules for achieving particular economic or social goals. Social difference and inequalities are created and perpetuated by institutions. Organisations are defined as the specific structural forms that institutions take. Gender-awareness necessitates an analysis of the way these institutions create and reproduce inequalities.

The Social Relations Approach identifies four key institutions:

- The state
- The market
- The community
- The family/kinship

Although institutions differ and vary across cultures they do have some features in common. All institutions have five distinct but inter-related elements of social relationships: rules, resources, people, activities, and power. These elements are critical to the analysis of social relations, and gender inequality.

1. Rules: How things get done
2. Activities: What is done?
3. Resources: What is used? What is produced?
4. People: Who is in? Who is out? Who does what?
5. Power: Who decides, and whose interests are served?

Concept 4: Institutional gender policies Gender policies are divided into three categories depending on the extent to which they recognise and address gender issues.

- Gender-blind policies
- Gender-aware policies
- Gender-neutral policies
- Gender-specific policies
- Gender-redistributive policies

Concept 5: Underlying and structural causes. When undertaking an analysis for the purpose of planning an intervention this framework examines the immediate, underlying, and structural factors which are responsible for the problems, and their effects on those involved.

Uses of the Social Relations Framework

The Social Relations Approach can be used for project planning and policy development. It can be used for planning at different levels including the international level. The Social Relations Approach aims to present a broader picture of poverty by revealing the interacting and cross cutting inequalities of, for example, gender, class, race. The framework focuses on structural analysis, material poverty, and the process of powerlessness and marginalisation. It enables links to be made between macro and micro- analysis.

The Social Relations Approach undertakes to develop a new framework for development thinking, one which puts gender at the core of the analysis. Its intention is not to develop a methodology to add on gender, or to plan for women separately. The Social Relations Approach emphasises gender relations and recognises the different needs and interests of women and men.

By focusing specifically on institutions, the Social Relations approach offers a way for understanding how they interrelate and how they can bring about change. The Social Relations Framework is not static but dynamic, which allows it to show the processes of impoverishment and empowerment.

Potential limitations: The analysis produced by using the Social Relations Approach can convey an impression of large institutions where change will be difficult. However, although this may be true, it can result in overlooking the potential for people to effect change. This framework can be used to look at all cross cutting issues that cause institutional marginalisation. By doing this it is possible that women get subsumed into individual categories such as class or sector. If this occurs, women may not appear as a category. The Social Relations Approach can appear to be complicated, but it can be adapted to use in a more simplified form.

2. GENDER CHECKLIST SERIES

LEVEL OF MANAGEMENT COMMITMENT TO GENDER MAINSTREAMING CHECKLIST³²

A constant theme in effective gender mainstreaming is the importance of both the commitment and leadership of senior management. Only senior management can properly oversee a crosscutting theme that overlaps the various management structures and areas of an organisation.

Senior management determines an organisation's priorities and focus by providing signals about the relative priority assigned to various issues (such as gender equality) by making demands on staff for analysis, information, and updates on progress with certain issues. When such demands are not made, and when staff members are not held accountable for their action on issues such as gender equality, there is little incentive for action.

Gender equality issues and the gender mainstreaming process can be seen to be highly sensitive and confrontational by some, and as such often meets with opposition. The authority and support of senior management is essential in communicating the message that attention to gender equality is important and is expected.

SENIOR MANAGEMENT CAN DEMONSTRATE THEIR COMMITMENT TO GENDER EQUALITY AS A GOAL, AND GENDER MAINSTREAMING AS AN APPROACH OR STRATEGY TO ACHIEVING THE GOAL, BY:

- Making demands on staff for information, ideas, and progress reports on the gender mainstreaming process, and gender equality progress in policies and programs
- Providing recognition to staff for innovation and achievements related to gender equality
- Integrating gender equality issues and perspectives into speeches and statements on a range of subjects and not reserving comments on this theme purely for gender and/or women-specific occasions
- Speaking out assertively about what needs to change and how to do it to achieve gender equality, especially in the face of resistance towards gender equality
- Allocating sufficient resources, financial and human, for the promotion and support of gender mainstreaming efforts
- Participating in discussions on gender issues i.e. opening workshops, chairing panels, sponsoring discussions
- Providing moral support
- Supporting policy advocacy and dialogue on gender issues, e.g. raising it regularly in discussions with politicians and representatives of development organisations
- Promoting measures to develop gender equity within their own organisational structures, procedures and culture

³² Adapted from: DFID April 2002, Gender Manual: A Practical Guide for Development Policy Makers and Practitioners

GENDER-SENSITIVE STAKEHOLDER CHECKLIST³³

The various actors involved in the planning process (along with their values and understanding of gender issues) will have a significant impact on the outcome of the policy, program, or project. The following questions can assist in ensuring that the process is as gender-sensitive as possible:

- Who are the stakeholders? Do they include individuals or groups with a “gender perspective”?
- Is there a reasonable balance of women and men in all institutions and agencies involved in the planning process? (equal representation of men and women is an issue of credibility and accountability)
- Where is the gender expertise available? And has it been mobilized for this planning process?

HAVE THE FOLLOWING INDIVIDUALS AND GROUPS BEEN BROUGHT INTO THE POLICY OR PROJECT CYCLE?

- Gender focal points in other ministries or departments?
- Development partners with a gender equality mandate?
- A government or independent economist with gender expertise?
- Male and female representatives of private sector interests?
- An umbrella organization of women or gender NGOs?
- Any NGOs or community groups that represent men’s gender interests?
- Relevant sectoral or special interest NGOs that have an interest or experience in gender issues?
- Human rights groups or advocates?
- Think tanks or policy analysts with experience or expertise in gender issues?
- Academics or researchers from university Gender Studies Departments?

³³ Adapted from: UNDP RBEC 2002 Gender Mainstreaming in Practice: A Handbook

GENDER MAINSTREAMING CHECKLIST FOR POLICY, PROGRAM OR PROJECT DOCUMENTS³⁴

- **Background and Justification:** Is the gender dimension highlighted in the problem statement and background information to the intervention (e.g. is it clear what the gender differences and inequalities are in relation to the policy or program)? Does the justification include convincing arguments for gender mainstreaming and gender equality?
- **Goals:** Does the goal of the proposed intervention reflect the needs of both men and women? Does the goal seek to correct gender imbalances through addressing practical needs of men and women? Does the goal seek to transform the institutions (social and other) that perpetuate gender inequality?
- **Target Beneficiaries:** Except where interventions specifically target men or women as a corrective measure to enhance gender equality, is there gender balance within the target beneficiary group?
- **Objectives:** Do the intervention objectives explicitly address the needs of both women and men?
- **Activities:** Do planned activities involve both men and women as equally as possible? Are any additional activities needed to ensure that a gender perspective is made explicit (e.g. training in gender issues, additional research, etc)?
- **Indicators:** Have indicators been developed to measure progress towards the fulfilment of each objective? Do these indicators measure the gender aspects of each objective? Are indicators sex disaggregated? Are targets set to guarantee a sufficient balance in activities (e.g. quotas for male and female participation)?
- **Implementation:** Who will implement the planned intervention? Have these partners received gender mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will both women and men participate in implementation?
- **Monitoring and Evaluation:** Does the monitoring and evaluation strategy include a gender perspective? Will it examine both substantive (content) and administrative (process) aspects of the intervention?
- **Risks:** Has the greater context of gender roles and relations within society been considered as a potential risk (i.e. stereotypes or structural barriers that may prevent full participation of one or the other gender)? Has the potential negative impact of the intervention been considered (e.g. potential increased burden on women or social isolation of men)?
- **Budget:** Have financial inputs been “gender-proofed” to ensure that both men and women will benefit from the planned intervention? Has the need to provide gender sensitivity training or to engage short-term gender experts been factored into the budget?
- **Annexes:** Are any relevant research papers (or excerpts) included as annexes (particularly those that provide sound justification of attention to gender)?
- **Communication Strategy:** Has a communication strategy been developed for informing the public and key stakeholders about the existence, progress and results of the project from a gender perspective?

³⁴ UNDP RBEC 2002 Gender Mainstreaming in Practice: A Handbook

GENDER-IMPACT ASSESSMENT CHECKLIST³⁵

Selecting the 'correct' or best direction for a policy or project is rarely straightforward. It involves balancing a number of important considerations, such as:

- | | |
|---------------------------|---|
| 1. EFFICIENCY: | Cost-benefit analysis |
| 2. EFFECTIVENESS: | Degree to which the policy goal will be met |
| 3. SOCIAL JUSTICE: | Including gender equality – the extent to which social and historical disadvantages between different groups in society are addressed and compensated |

In addition – the social, equity, community, environmental and other types of impact of each option needs to be assessed. To ensure that a gender perspective is taken, a 'Gender Impact Assessment' should also be conducted for each option. The following questions are useful in checking the likely gender impact of a policy or project option:

- ***What benefit (financial and human) will the option bring to both men and women?***
- ***What cost (financial and human) will the option inflict on both women and men?***
- ***How do both male and female stakeholders perceive the option in terms of its costs, benefits, acceptability, and practicality?***
- ***What might the wider consequences be of failing to adopt a gender-sensitive option?***

³⁵ Adapted from: UNDP RBEC 2002 Gender Mainstreaming in Practice: A Handbook

CHECKLIST FOR EVALUATING GENDER ANALYSIS PROPOSALS³⁶

It is most likely that you will not do the research and analysis for gender analysis yourself – but instead will hire/commission someone else to do it. For this you need to do the following:

- Prepare a Terms of Reference for the Research
- Evaluate the Research Proposals
- Monitor the progress of the research and evaluate the research results

TERMS OF REFERENCE (Minimum Content):

- Background to the assignment
- Objective of the Research
- Specific research question/s to be answered
- Necessary qualifications of the researcher

The following points must also either be included in the Terms of Reference or agreed up with the selected research team:

- Time frame
- Remuneration and reimbursement of expenses
- Methodology
- Presentation of results
- Copyright/access to databases and analysis

EVALUATING GENDER ANALYSIS PROPOSALS

Qualifications and background of the researcher/analyst

- How rigorous is their understanding of gender analysis frameworks and baseline gender theories?
- What is the educational background of the researcher?
- Have they done similar research before?
- Can you be provided with copies of previous similar research carried out by the research team or consultants under consideration to carry out the gender analysis?

Research Questions (Hypothesis)

- What should the basic data collection uncover?
- What should an analysis of the data highlight?
- Will the data be extrapolated to provide concrete options for action and analysis of these options?

Theoretical Framework and Axes of Analysis

- What baseline assumptions does the researcher espouse about gender relations and gender equality? For example, will the following theoretical premises inform the analysis?
- Access to resources is different to control over resources
- Resources include material resources, but also time, knowledge, and information
- Culture, attitudes and stereotypes profoundly influence access to and control over

³⁶ Adapted from: UNDP RBEC 2002 Gender Mainstreaming in Practice: A Handbook

resources

- The gendered division of labour is a starting point for many gender imbalances and inequalities in society

Methodology

How will the data be collected and analysed?

- Will data be qualitative, quantitative or both?
- How will the research sample be selected?
- What programs will be used to analyse the data?
- If there are to be interviews, who will conduct them? How will they be structured?
- If there is a survey, will it be piloted first? Can you see it first?

Data to be gathered

- What type of data will be generated by the research?
- Will you have access (copyright over) the databases themselves?

Proposed presentation of results

What sort of report can you expect?

- What sort of narrative will accompany data tables?
- How will data tables be disaggregated? By gender, age, rural/urban, ethnicity, etc?
- If policy options are sought, how will relative costs/benefits of different options be presented?
- If the research report is very long, will there be an executive summary (policy brief) that highlights the main findings and recommendations?

CHECKLIST FOR EVALUATING GENERAL RESEARCH PROPOSALS FROM A GENDER PERSPECTIVE³⁷

In addition to preparing, monitoring, and evaluating the results of gender analysis research you should also develop the habit of examining standard research proposals from a gender perspective. Research that does not specifically consider the different situation, needs, priorities, and interests of women and men is significantly flawed because men and women have different life experiences, and are affected differently by development interventions.

IT IS NAÏVE AND IRRESPONSIBLE TO ASSUME THAT MEN AND WOMEN ARE A HOMOGENOUS GROUP WHO WILL AUTOMATICALLY EXPERIENCE THE SAME OUTCOMES AND BENEFITS FROM A PROPOSED POLICY, PROGRAM OR PROJECT.

Actors

- Who will be involved in collecting and analysing data?
- Is there a balance of men and women, and is gender expertise guaranteed?

Subjects

- Will the situation of both women and men be researched?
- Will data be disaggregated by sex?

Methodology

- Is the methodology sensitive to both men and women's particular needs (e.g. confidentiality, sensitivity to a certain issue)?

Analytical Axes and Theoretical Framework

- Does the research include gender as an important variable in determining social processes?
- Are other important axes for analysis considered (ethnicity, socio-economic status, geographical location, disability, age, etc.)?
- What are the baseline assumptions about gender roles and relations (sexual division of labour, reproductive work etc.) that will inform the research?

Research Questions and Analysis Spectrum

- Is a gender perspective deliberately highlighted in the research questions?
- Is the scope of analysis specified so that it is clear what to expect from results?

Credibility

- Have steps been taken to ensure that the research will be valid and credible in the eyes of all stakeholders – both women and men (e.g. consultation and opportunities for providing inputs and comments)?

³⁷ Adapted from: UNDP RBEC 2002 Gender Mainstreaming in Practice: A Handbook

GENDER-SENSITIVE EVALUATION CHECKLIST³⁸

Evaluation is important for measuring the impact of policies, programs and projects, for identifying and recording good practices and lessons learned for improving future initiatives, and for accountability of resources used. Policy and program designers and implementers must fulfill their accountability responsibilities to government, official funding bodies, public supporters, and especially to the people affected by the policy or project (men and women). To ensure that evaluations accurately capture the impact on the entire group of stakeholders/beneficiaries, it is essential that they be designed in a gender-sensitive manner. The following questions provide useful prompts for the design of gender-sensitive evaluations:

Evaluation Criteria

- Who determines the evaluation criteria (women, men, beneficiaries, implementers, managers, administrators, independent associates, advocates of beneficiaries)?
- What level of importance or priority is given to gender equality considerations in determining these criteria?

Evaluation Actors

- Do evaluators' Terms of Reference specify the need for gender expertise?
- Are all stakeholders involved in the evaluation process?
- Who will provide inputs for evaluation data?
- Will the opinions of both men and women be sought and considered?
- Who will be responsible for consolidating inputs and determining the validity and priority of differing opinions or observations?

Evaluation Process

- What will the make up of the evaluation team be?
- Will participatory methods be used?
- How and to whom will results of the evaluation be disseminated?
- Will both men and women stakeholders be given the opportunity to formally comment on or state their reservations about the evaluation results?

Evaluation Report

- Does the report structure and content ensure that gender issues are integrated and highlighted?
- Does the summary of findings, conclusions and recommendations include specific points regarding gender issues?

³⁸ Adapted from: UNDP RBEC 2002 Gender Mainstreaming in Practice: A Handbook

CHECKLIST TO EVALUATE THE IMPLEMENTATION OF THE GENDER MAINSTREAMING STRATEGY

1. FOUNDATION FOR GENDER MAINSTREAMING

There are a number of factors that are known to be important for the successful implementation of gender mainstreaming. Checking whether they are present or not in an organisation, and the extent to which they exist is an important part of evaluating the implementation of gender mainstreaming.

	1. ABSENT	2. WEAK	3. AVERAGE	4. STRONG	5. EXCEPTIONAL
1. Broad responsibility for gender equality (Organisation actively addresses gender equality issues in all areas at all levels in their policy development and program implementation work)					
2. Basic understanding of gender concepts and the gender mainstreaming approach					
3. Strong committed leadership for gender equality from senior management (Staff is aware that gender equality is an important priority for senior management)					
4. National Policy Framework for Gender Equality (Strong policy that clearly states Government commitment to gender equality and the broad mechanism for achieving the goals)					
5. Organisational Change Plan (A strategy setting out what the organisation will do to adopt a gender mainstreaming approach – how they will manage the change)					
6. Clear Roles and Responsibilities (All staff are clear about their specific roles and responsibilities in relation to gender equality objectives in the daily work)					
7. Well-resource & strategically positioned gender equality units - CFAWs (CFAWs have sufficient resources, are strategically located in the organization and successfully drive, support and monitor the implementation of a gender mainstreaming approach and gender equality efforts)					
8. Organisational culture that values change and learning (Gender mainstreaming and attention to gender equality involves changing the way things are. The organisation welcomes and supports change and encourages new learning so that gender mainstreaming takes hold)					
9. Tools and knowledge for working in a gender-responsive manner (Policy and program analysts and designers are familiar with the range of tools and techniques to assist them in working in a gender-responsive manner)					
10. Accountability – Administrative Procedures (Staff at all levels are held accountable for working in a gender-responsive manner through administrative mechanisms and reporting requirements that direct their work in a way that successfully requires attention to gender issues)					
11. Motivation (Effective encouragement, support, and incentives, along with consequences for lack of attention to gender equality)					

2. OUTCOME INDICATORS FOR SUCCESSFUL GENDER MAINSTREAMING

How gender mainstreaming is implemented will be different in each organisation. However, the results of implementing a gender mainstreaming approach should be similar. We can measure success by evaluating organisations against the following types of Targets and Indicators:

Example Targets:

1. All personnel employ gender-responsive work practices in policy and program development, implementation, monitoring and evaluation
2. Specific and measurable achievements of priority gender equality goals in key policy and program areas

Indicators

- Level of management commitment and leadership in relation to gender equality as a goal and gender mainstreaming as a strategy for achieving the goal
- Extent of management engagement in gender equality issues as a priority concern
- Extent to which management makes demands on staff for information, ideas, and progress reports on the gender mainstreaming process and gender equality progress in policies and programs
- Extent to which management integrates gender equality issues and perspectives into speeches and statements on a range of subjects and not reserving comments on this theme purely for gender and/or women-specific occasions
- Extent to which management speaks out assertively about what needs to change and how to do it to achieve gender equality, especially in the face of resistance towards gender equality
- Level of resources, financial and human, allocated for the promotion and support of gender mainstreaming efforts
- Extent to which management participate in discussions on gender issues (i.e. opening workshops, chairing panels, sponsoring discussions)
- Extent to which management supports policy advocacy and dialogue on gender issues, (e.g. raising it regularly in discussions with politicians and representatives of development organisations)
- Extent to which management effectively promotes measures to develop gender equity within their own organisational structures, procedures and culture
- Rate and depth of gender analysis conducted during policy and program formulation
- Number of policy and program proposals that are rejected or returned for further work due to a lack of gender analysis in the design stage and actions to address inequalities and achieve gender equality
- Number of policy and program documents that clearly state the specific gender issues relating to the policy and program
- Number of policies and programs that include specific and measurable actions to reduce existing gender inequalities and ensure that women and men benefit equally from the intervention
- Number of policy and program designs that include specific budget allocations to support gender equality interventions
- Number of policies and programs that incorporate gender-sensitive monitoring and evaluation mechanisms
- Number of policy and program monitoring, evaluation, and completion reports that incorporate information on relevant gender equality outcomes and lessons learned

VIET NAM CASE STUDY

GENDER MAINSTREAMING IN PRACTICE

GENDER STRATEGY & PLAN OF ACTION FOR AGRICULTURE & RURAL DEVELOPMENT³⁹

During 2003 the Ministry of Agriculture and Rural Development (MARD) drafted the Gender Strategy and Plan of Action for Agriculture and Rural Development that was approved by the Minister of MARD on 28 October 2003 in Decision No 4776 QD-BNN/TCCB.

The Strategy is aimed at coordinating and accelerating efforts of levels, sectors, social organizations and people in achieving gender equality in agriculture and rural areas where mainly the poor and vulnerable groups live, and especially where women constitute a majority of the agricultural workforce to which the National Strategy for the Advancement of Women gives top priority.

Consistent with Vietnam's Socio-economic Development Plan for the 2001-2010 period and Comprehensive Poverty Reduction and Growth Strategy approved by the Prime Minister, the Gender Strategy for Agriculture and Rural Development was developed to mainstream different measures for increasing gender equality in the policies, programmes, projects, public services as well as agriculture and rural development services in general; to combine gender equity objectives in harmony with socio-economic development objectives of the Sector.

The overall ideology of the Strategy is to achieve gender equality and raise the status of rural women, thus achieving a higher level of agricultural and rural development in the period of industrialization and modernization of agriculture.

Increasing gender equality and the status of rural women will lead to improved quality and efficiency of human resources and advancements of the Sector in order to successfully reach the development objectives set forth in the Socio-economic Development Strategy in Agriculture and Rural Development for the period 2001-2010.

WHY DID MARD DEVELOP A GENDER STRATEGY AND PLAN OF ACTION FOR THE AGRICULTURE AND RURAL DEVELOPMENT SECTOR?

Although women make up more than half of the agriculture labour force:

- Reform policies which aim to strengthen the household economy (including allocation of agricultural and forestry land use rights, definition of the legal status and regulation of civil transactions related to common property of households, provision of credit to households, and delivering agricultural and forestry extension services and information) often target men as heads of households in most cases.
- The number of women with good knowledge and production skills is much lower than men.
- Men in rural areas, in reality, have enjoyed many more fruits of empowerment in the economic reform process than women.
- As a result, most agricultural and forestry large scale farms have a male owner- manager.

³⁹ Excerpts from Final Strategy and POA approved by MARD according to Decision No.4776 QD-BNN/TCCB dated 28 October 2003

- Very few women have become owners of commercialised farms or enterprises in rural areas although women started shifting to a market economy at a similar position as men.

Consequences

- The fact that women are lagging behind men in the renovation process not only influences the household economy directly but also creates an overall development constraint in the agricultural sector compared to other sectors as women constitute more than half of the agricultural labour force.
- Strengthening and building the capacity of rural women and empowering them equally to men means overcoming the development constraints and developing the sector further.
- As the process of international economic integration continues, Viet Nam will need a more efficient agricultural sector in order to remain competitive. This will require faster progress through better use of abundant human resources.
- Greater efforts are required to develop the potential of rural women, assist them in quickly gaining capacity and confidence to play a key role in the sector and empower them to be effective and equal partners of men.

KEY CHALLENGES TO ACHIEVING IMPROVED STATUS OF WOMEN AND GENDER EQUALITY IN THE AGRICULTURE AND RURAL DEVELOPMENT SECTOR

Social perceptions and behaviours towards women in Viet Nam remain patriarchal

Vietnamese women maintain a deferential position to men throughout their lives. Social attitudes regarding the “adequate” role of women in the family make it difficult to address complex issues including violence against women, divorce and the needs of single mothers.

Lower skill levels and confidence resulting from fewer opportunities in education, training and promotion to leadership positions often reinforce these stereotypes of women.

Gender norms and stereotypes affect both sexes, though Vietnamese women generally have fewer opportunities than men.

Lack of awareness of gender issues in the sector

Gender awareness and sensitivity is still generally low in the agriculture sector. This has been constraining MARD's current gender equality activities and will continue to have a negative impact as the Sector moves towards improving competition required to meet the increased demands of domestic consumption and export markets.

The agriculture sector still represents 16-22.2% of GDP and further improvement of the economic structure of agricultural and rural areas is the central task in next period. Therefore women will play a greater role in agricultural production.

Low representation of women in decision making throughout the sector

Throughout the country, women occupy only 4.5% of the leadership positions of Commune Peoples' Committees, 4.9% of District People's Committees and 6.4% of Provincial People's Committees⁴⁰.

The labour force of MARD and the units under its supervision comprises 236,831 people, of which 89,278 (38%) are women⁴¹. Results from a study of MARD staff⁴² have shown that there are only five management departments with female leaders (all are Deputy Directors of departments) and women account for about 22-46% of the total staff.

⁴⁰ NCFW 2002

⁴¹ Agricultural Statistics 1996-2000. MARD, Agricultural Publishing House, 2002

⁴² Mid-term Review, TA 3831-VIE, 11-2002

On average only 5.7% of leaders (Deputy Director level and equivalent) are women in all functional and management departments, institutes, corporations and schools in the agriculture sector. In some technical areas, considered more suitable for men than women, there is almost a complete absence of women in leadership positions, although they represent 25% of the total staff.⁴³

Overall, women's voices are rarely heard in decision-making processes at all levels, which is inconsistent with their contributions to work inside and outside the household. Among the rural poor, in particular, traditional practices and gender roles tend to result in male dominated households with very few exceptions. Women's positions are weak and their role in agriculture and rural development is less visible than men's.

Inequality in access to & control of key resources in agriculture & rural development

Although the lives of the majority of people living in rural areas in Viet Nam have improved, there still remain differences between women and men in terms of accessibility to and control of key resources critical to the livelihoods of farmers.

In particular, women have limited access to and control of land, water resources, credit, means of production, skills training and information.

Improvement in women's accessibility to land, credit, infrastructure and information would lead to higher potential production, improve management efficiency, provide more equal distribution of income and improve human resources development ultimately leading to increased growth.

Lack of institutional planning capacity and systems to mainstream gender

MARD's institutional capacity to mainstream gender within its functional responsibilities and internal operations is currently limited by a combination of factors. These include a lack of human and financial resources, institutional procedures and norms and organisational culture.

Although there have been a number of gender projects and training courses in MARD in recent years, there remains a lack of knowledge and skills on how to mainstream gender in policies and programmes of action throughout the Ministry and its related institutions.

Planning processes and administrative reform do not systematically take gender issues into account, nor is gender considered in systems of accountability or organisational performance indicators.

Few, if any, sex-disaggregated statistics are routinely collected, analysed or used for performance improvement.

Capacity for gender responsive operations within MARD's functional and management departments is extremely limited to the few MARD CFAW members who have received training in gender analysis and gender mainstreaming.

Opportunities to mainstream gender into annual, five-year and ten-year plans as well as into the reform process itself are therefore missed.

Public services are not gender sensitive and do not reach men & women equally

The main objective of the agriculture sector is to increase effectiveness of food production and animal husbandry by: improving technologies for production of inputs including seeds, breeds, fertilizer, animal food, and integrated pest management; increasing production, processing, post-harvest preservation and marketing; investment in irrigation structures; increasing

⁴³ Water Resource Research Institute, 2002

diversification of agricultural products including cash crops to meet the demands of domestic and export markets and creating jobs.

Women currently have more limited access than men to agricultural and forestry extension services and inputs. They have therefore not developed capacity to use more advanced technologies and are less able to contribute to development objectives. In most rural areas, small and medium-scale production technologies are often oriented to men as heads of households and do not adequately meet the needs of users.

While women represent above half to three quarters of the workforce in animal husbandry, depending on the region, only 20% of extension training courses on animal husbandry have women's participation. Similarly, although 80% of rural women work in cultivation, they only represent 10% of participants in horticulture training courses⁴⁴. Gender roles are not taken into consideration in the process of design and implementation of public services in agriculture and rural development.

Most public servants in the Sector at the grassroots level are men and they usually consider male farmers (household heads) targeted beneficiaries of agricultural extension activities.

Gender Strategy for Agriculture and Rural Development by 2010
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The following logical framework summarises the Gender Strategy which seeks to address the challenges outlined above, improve gender equality and women's status in the agriculture and rural development sector, and institutionalise gender-responsive planning and programme design and implementation in the sector. The Strategy includes specific objectives, targets, monitoring indicators, solutions, and nominates responsible organisations.

⁴⁴ Situation Analysis, NCFAW, 2000

LOGICAL FRAMEWORK OF THE GENDER STRATEGY FOR AGRICULTURE AND RURAL DEVELOPMENT

Objectives	Targets	Monitoring Indicators	Responsible Organisations	Assumptions & Risks
OVERALL OBJECTIVES				
Sectoral Development Goal by 2020 National agricultural and rural development policies and programmes contribute to increased incomes and reduction of rural poverty for both women and men	Main targets: <ul style="list-style-type: none"> • Labour income in agriculture and rural areas is increased • Income gap between men and women in rural areas is reduced • Incidence of poverty for rural women is reduced 			
Overall objectives of Gender Strategy by 2010 1. Improve gender equality and women's status in agriculture and rural development sector 2. Gender responsive planning, programme design and implementation are institutionalised in the sector	Main targets: <ul style="list-style-type: none"> • Significant increase in GDI and GEM for rural areas • ARD plans, programs and activities and M&E Systems address key gender inequalities in sector and include gender-sensitive measurable performance indicators • Sex disaggregated data are collected on a regular basis 			

Objectives	Targets	Monitoring Indicators	Responsible Organisations	Assumptions & Risks
CONCRETE OBJECTIVES TO BE ACHIEVED BY 2010				
Objective 1: To increase social awareness of gender issues in the industrialisation and modernisation of agriculture and rural areas following the socialist orientation	1. 80% officers and public servants will receive gender awareness information by 2005 and 100% by 2010 2. 30% working people in rural areas will receive gender awareness information by 2005 and 50% by 2010	<ul style="list-style-type: none"> • Number of IEC programmes that are gender inclusive/responsive • Number of training materials on gender and gender analysis in ARD • Number of written legal documents, texts stating legal norms to address gender issues in ARD sector • Number of ARD leadership receiving training in gender awareness and gender analysis • Number of ARD leadership at all levels having gender knowledge and committing to achievement of gender equality • Market based research/studies in agriculture and rural areas with sex disaggregated data and analysis of gender roles 	<ul style="list-style-type: none"> • MARD and its affiliated units • MARD CFAW • Mass media and press • MPI • MOET • MNRE • NCAW • VWU 	Adequate financial resources for implementation of research and information/results dissemination activities are made available
Objective 2: To increase rural women's access to and control of key resources including land, credit, water resources, infrastructure and public services in ARD	1. By 2005, names of both husband and wife will appear on 100% newly issued LUC 2. By 2010 at least 85% of rural women will have access to safe water 3. Increase women's representation on	<ul style="list-style-type: none"> • Number of LUCs listing names of both spouses • Share of VBARD and VBSP loans made to women • Percentage of households with access to safe water supply and sanitation facilities • Percentage of women and men with 	<ul style="list-style-type: none"> • MNRE • MARD • VBARD and VBSP • MPI • VWU 	Data collection systems of GSO are strengthened to collect sex-disaggregated data

Objectives	Targets	Monitoring Indicators	Responsible Organisations	Assumptions & Risks
	Management Boards of ARD projects, programs and public services to 30% by 2010	<p>access to agricultural and forestry extensions and other public services in ARD sector</p> <ul style="list-style-type: none"> Percentage of women represented in Management Board of ARD projects and programs 		
<p>Objective 3:</p> <p>To integrate gender targets and sex-disaggregated M&E tools in policies, plans, programmes and development projects of the Ministry and the Sector</p>	<ol style="list-style-type: none"> Documents guiding integration of gender targets in policies, programmes, plans and projects will be issued by 2005 By 2010, 100% reports of MARD include gender-disaggregated targets 	<ul style="list-style-type: none"> Number of programmes, plans and development projects with gender targets and sex-disaggregated M&E systems Budget allocation for gender analysis in plans and M&E systems 	<ul style="list-style-type: none"> MARD and its departments, institutes, schools and corporations MPI NCAFAW VWU 	<p>Gender Strategy for ARD and MARD POA are approved by MARD</p> <p>The Government, relevant Ministries and donors agree on necessary technical assistance and financial support for implementation</p> <p>M&E systems exist for sectoral development plans and programs</p>
<p>Objective 4:</p> <p>To achieve gender sensitive practices and gender equality in agricultural research, public services and training</p>	<ol style="list-style-type: none"> 80% ARD staff will be able to apply gender knowledge and skills in their work by 2010 By 2010, women will account for 50% of all participants of technical training and beneficiaries of public services 	<ul style="list-style-type: none"> Number of staff at all levels in the Sector who receive training in gender awareness each year Percentage of women in the total participants who receive technical training and/or public services Number of trained and strengthened "trainers of gender trainers" in ARD (who have knowledge and are 	<ul style="list-style-type: none"> MARD DARDs People's Committees at all levels NCAFAW MARD CFAW Technical departments and 	<p>Leadership of relevant ministries, sectors, organisations, institutions, and PCs at all levels are interested and committed to implement gender mainstreaming in the</p>

Objectives	Targets	Monitoring Indicators	Responsible Organisations	Assumptions & Risks
		<p>competent enough to train gender trainers)</p> <ul style="list-style-type: none"> Number of IEC materials on public services and market information in the Sector that are gender inclusive/responsive and target women and men equally 	schools affiliated to MARD	sector
<p>Objective 5:</p> <p>To increase women's empowerment and access to decision-making in key institutions in the sector including MARD, DARDs, People's Committees at all levels, agricultural universities, institutes, colleges, vocational schools, and enterprises</p>	<p>3. Since 2005, at least 20-30% promoted staff at all levels in ARD sector will be women</p> <p>4. By 2010, all units of MARD will have 30% female representation in Management Board of the unit</p> <p>5. All units having above 30% female in total staff must have female representation in Management Board of the unit</p>	<ul style="list-style-type: none"> Percentage of women in leadership positions in ARD sector and people's committees at all levels Percentage of women among newly recruited staff Percentage of female owners of enterprises in agriculture and rural development sector Rate of female representation in Management Boards of ARD programmes and projects 	<ul style="list-style-type: none"> Party Executives and leadership of MARD and relevant units in ARD Party Executives and leadership of PCs of all levels Party leadership and personnel departments of universities, institutes and enterprises in the Sector 	<p>Leadership of the Party and Government's organisations of all levels consider achieving gender equality in decision making an important component for successful implementation of CPRGS and overall socio-economic development course of the country</p>

GENDER PLAN OF ACTION IN AGRICULTURE AND RURAL DEVELOPMENT TO THE YEAR 2005

(Approved by Decision No. 4776 QD-BNN/TCCB dated 28 October 2003 of the Minister of Agriculture and Rural Development)

The Gender Plan of Action in Agriculture and Rural Development to the year 2005 provides much more detail and steps to integrate gender in MARD's policies, programmes, and plans, in order to achieve equality in socio-economic benefits for men and women. The Plan of Action has three main objectives, a number of related outputs, and specific activities. The three key objectives are:

- *To increase MARD's commitment to implementing gender equality in developing and improving its institutions on agricultural and rural development.*
- *To strengthen the capacity of gender mainstreaming for planners, decision makers, managers and public service providers at all levels of MARD related departments and agencies.*
- *To increase empowerment of women and to achieve gender equality in decision-making processes at all levels in MARD.*

OVERALL OBJECTIVE: To integrate gender in MARD's policies, programmes and plans in order to achieve equality in socio-economic benefits for men and women	Activity number	Overall responsibility: Leadership of MARD, leadership of state management, Party and mass organisations of all agencies affiliated with MARD	
Objective 1: <i>To increase MARD's commitment to implementing gender equality in developing and improving its institutions on agricultural and rural development</i>		Overall responsibility: Leadership of MARD, leadership of state management, Party and mass organisations affiliated with MARD	
Output 1.1 MARD CFAW and its network have been consolidated and improved in terms of organisation and have capacity to provide consultancy in integrating gender into MARD's programs, projects and Public Administration Reform activities		Specific responsibility: MARD leadership, MARD DOP and CFAW at all levels	Indicators: 1. MARD CFAW and 100% of its sub-CFAW network are consolidated and improved 2. 100% of MARD sub-CFAW network have operational regulation 3. Sex-disaggregated data are included in MARD PAR activities

Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Departments/units report on current status of their organisation, operational regulations and achievements to date	1.1.1	12/03		12/03		10	No
Select some units to check, conduct evaluation and monitoring of the implementation	1.1.2	01/04		01/04		20	No
Conduct training on content and approaches to actions for CFAW chairs, vice-chairs and standing members	1.1.3	01/04		01/04		20	Yes
Develop a plan to coordinate with activities of MARD Public Administration Reform from now to 2005	1.1.4	01/04		01/04		40	Yes
Output 1.2 MARD's Decision on integrating sex-disaggregated targets into annual planning		Specific responsibility: MARD CFAW Planning Department Office of MARD		Indicators: MARD's decision will be issued by second quarter 2004			
Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Draft a letter to MARD leadership with regard to making a decision on integrating sex-disaggregated targets into annual plans of departments and agencies	1.2.1	01/04		03/04		20	No

Draft and present for MARD's approval a Decision on integrating sex-disaggregated targets into annual plans	1.2.2	03/04		04/04		20	No
Output 1.3 A written Guideline on integrating sex-disaggregated targets in planning has been prepared and followed by all levels of MARD's system		Specific responsibility: - Planning Department		Indicators: 70% of departments and agencies integrate sex-disaggregated targets into their plans			
Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Develop a Guideline on planning with sex-disaggregated targets	1.3.1	5/04		6/04		150	Yes
Conduct a workshop to get comments.	1.3.2	6/04		6/04		50	Yes
Finalise the guideline and present to MARD leadership for approval and then distribute to departments/agencies.	1.3.3	7/04		7/04		20	No
Training on planning with sex-disaggregated targets	1.3.4	9/04		12/04		30	Yes
Outputs 1.4 A Handbook on mainstreaming gender in MARD's public services provision		Specific responsibility: - DOP - Technical Cuc-departments		Indicators: Publish 3,000 copies of the Handbook.			

Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Form a Working Group to draft the Handbook	1.4.1	01/04		02/04		3	No
Develop an outline and write a draft Handbook	1.4.2	02/04		03/04		80	Yes
Conduct workshops	1.4.3	05/04		09/04		10	Yes
Finalize the draft Handbook	1.4.4	10/04		11/04		20	Yes
Present the handbook to MARD leadership for approval and publish	1.4.5	11/04		4/05		10	Yes
Publicise and provide instruction on how to use the Handbook	1.4.6	04/05		12/05		100	Yes
Objective 2: To strengthen the capacity of gender mainstreaming for planners, decision makers, managers and public service providers at all levels of MARD related departments and agencies		Overall responsibility: Leadership of MARD, leadership of state management, Party and mass organisations of all agencies affiliated with MARD and CFAWs					
Output 2.1 A set of training materials on Mainstreaming Gender in Agricultural and Rural Development have been developed and completed		Specific responsibility: Schools of Rural Management Personnel No.1&2		Indicators: The materials are appraised and approved by December 2004			

Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Develop a programme and content and assign staff to write the training materials	2.1.1	01/04		01/04		10	Yes
Conduct the 1 st Workshop and make necessary improvements	2.1.2	02/04		02/04		10	Yes
Draft the materials	2.1.3	03/04		05/04		80	Yes
Conduct expanded workshops, revise and finalize the materials	2.1.4	06/04		06/04		10	Yes
Output 2.2 Personnel, civil servants and employees of MARD-related departments and agencies have received gender training		Specific responsibility: DOP and MARD's Management Schools		Indicators: 80% of leadership of Cuc and Vu departments and 50% of leadership of institutes and schools are trained 80% of public employees, 50% of civil servants and working people receive basic gender information			
Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Collect training needs	2.2.1	1/04		2/04		10	No
Develop a training plan	2.2.2	3/04		6/04		10	No
Conduct 10 pilot training courses	2.2.3	8/04		06/05		100	Yes
Evaluate training every year and of the period of 2003-2005	2.2.4	Dec.				20	Yes

Output 2.3 Teachers of MARD-related schools have received training in gender mainstreaming as well as methods of teaching gender subject/topics		Specific responsibility: - DOP and schools		Indicators: 100% of schools have 1-2 teachers receiving training			
Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Survey and assess knowledge of and capacity to teach gender subject/topic of teacher	2.3.1	04/04		04/04		10	Yes
Develop a training plan	2.3.2	05/04		05/04		20	Yes
Implement the training plan	2.3.3	10/04		10/05		50	Yes
Evaluate training and draw lessons	2.3.4	12/05		12/05		10	Yes
Output 2.4 Planners, decision makers and managers at all levels know how to apply their knowledge and skills to integrate gender in their work		Specific responsibility: DOP Planning Department 2 Management Schools		Indicators: 40% of planners, decision makers and managers at all levels receive training in gender integrating skills before 12/2004 70% of units affiliated with MARD have gender integrated plans			
Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Assess gender-training needs of planners	2.4.1	5/04		5/04		10	Yes
Prepare and conduct training. Conduct 6 courses for 4	2.4.2	08/04		11/04		100	Yes

sectors (i.e. corporations, institutes and schools, Cuc and Vu departments, and DARDs) in both regions: - Cuc and Vu departments: 1 course - Institutes and schools: 2 courses - Corporations: 1 course - DARDs: 2 courses Write up reports of training courses							
Monitor and evaluate integration of sex-disaggregated targets in departmental and agency plans.	2.4.3	11/04		01/05		10	Yes
Output 2.5 Public service providers have skills to integrate gender in activities		Specific responsibility: DOP and relevant Cuc and Vu departments		Indicators: 20% of public services providers are trained in gender integrating skills			
Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Survey and collect information of MARD public service providers	2.5.1	01/04		06/04		10	Yes
Develop a training plan on gender integrating skills	2.5.2	07/04		08/04		10	Yes
Develop training materials and programme	2.5.3	08/04		09/04		10	Yes
Conduct training	2.5.4	10/04		10/05		200	Yes
Evaluate training	2.5.5	10/04		11/05		10	Yes

Output 2.6 A network of trainers of trainers of gender integration amongst MARD public service providers is available		Specific responsibility: DOP MARD related agencies		Indicators: 30% agencies that have the mandate of providing MARD public services have at least 1 trainer of trainer of gender mainstreaming Two training courses in training of trainers in gender integration are conducted			
Key Activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Analyze information of the cohort of public service providers in order to select participants for the training of trainers courses	2.6.1	06/04		07/04		10	Yes
Develop a training plan for training of trainers	2.6.2	07/04		08/04		5	Yes
Develop training materials and programme	2.6.3	08/04		10/04		10	Yes
Deliver training	2.6.4	11/04		03/05		80	Yes
Evaluate training	2.6.5	04/05		04/05		10	Yes
Output 2.7 Communication materials on public services have been renovated and diversified appropriate with gender needs		Specific Responsibility: - Concerned Cuc departments - Financial Department - Planning Department		Indicators: 100% of the communication materials on MARD public services distributed from 2004 onward are renovated and gender integrated			

Key Activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Review and compile a list of available materials	2.7.1	01/04		03/04		20	Yes
Develop new materials, revise and improve existing materials	2.7.2	03/04		12/04		100	Yes
Print and distribute the materials	2.7.3	01/05		03/05		10	Yes
Objective 3: To increase empowerment of women and to achieve gender equality in decision-making processes at all levels in MARD		Overall responsibility: MARD, MARD CFAW					
Output 3.1 Administrative and non-business agencies and enterprises affiliated to MARD, especially those that have 30% or more staff being female, have had at least 1 female official participating in state management leadership, at the same time, the rate of women holding leadership positions at all levels, especially the chief of unit/agencies, has increased		Specific responsibility: - DOP - Agencies affiliated with MARD		Indicators: 20-30% of the officials newly appointed at all levels from 2004 onwards are women			
Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
Report on current status of female cadres in MARD	3.1.1	01/04		02/04		50	Yes
Identify training needs and develop a plan for training	3.1.2	04/04		04/04		50	Yes
DOP coordinates with training institutions to conduct training	3.1.3	01/04		12/05			Yes
Provide guidelines on planning for promotion of	3.1.4	05/04		06/04		20	Yes

female personnel							
MARD CFAW coordinates with DOP to follow up and monitor appointment of female cadres	3.1.5	01/04		12/05		40	Yes
Output 3.2 The rate of women participating in Party Executive and Trade Union Executive Committees at all levels in MARD related agencies has increased		Specific responsibility: Party Executive Committee, Trade Union and Youth Union in MARD related agencies		Indicators: Achieve 20% of women participating in Party Executive Committee and 30% in Trade Union Executive Committee All cadres and civil servants learn and agree with the above advocacy			
Key activities		Initiation		Completion		Inputs (person days)	External financial resources required? YES/NO
		Plan	Actual	Plan	Actual		
In coordination with MARD Party Executive Committee, Trade Union and Youth Union, review and evaluate the current status of men's and women's participation in Party Executive, Trade Union Executive and Youth Union Executive Committees in agencies related to MARD	3.2.1	01/04		04/04		30	No
In coordination with MARD Trade Union, Youth Union and related agencies, brief on and implement Party's resolutions on female cadre affairs	3.2.2	03/04		03/04		10	Yes
In coordination with Trade Union and Youth Union of MARD's units, integrate gender into working plans	3.2.3	07/04		10/04		10	Yes
Integrate gender into Party's, Trade Union's and Youth Union's operational training of MARD's related agencies	3.2.4	Dec. annually		Dec. annually		20	Yes

Output 3.3 The rate of women enrolled in postgraduate education, professional training, training on political philosophy and foreign languages has increased		Specific responsibility: - Personnel departments of MARD related agencies. - MARD's schools		Indicators: 30% out of the total cadres nominated/sent to post graduate education courses, professional training courses, and training on political philosophy, foreign languages and IT are women			
Key activities		Initiation		Completion		Inputs (person days)	Financial resources from outside needed? YES/NO
		Plan	Actual	Plan	Actual		
The DOP makes a policy that regulates the proportion of men and women nominated to training selection processes	3.3.1	1/04		3/04		10	No
Issue a written document guiding MARD affiliated agencies on developing and implementing annual training plans	3.3.2	04/04		10/05		40	Yes
Monitor and evaluate progress every year	3.3.3	Dec. annually		Dec. annually		20	No

MONITORING AND EVALUATION OF GENDER PLAN OF ACTION IMPLEMENTATION

MARD CFAW will be responsible for overall monitoring implementation of MARD's Gender Plan of Action (GPOA). MARD CFAW will hold semi-annual review and annual evaluation during whole period of GPOA implementation. The units and agencies accountable for each activity will report to MARD's CFAW on semi-annual and annual basis. MARD CFAW will report to the Vice-Minister — Chairperson of CFAW and send reports to all related units and agencies.

Units accountable for each output are those defined in the column 'specific responsibility' of the GPOA. Units having 'overall responsibility' as defined in the GPOA are direct monitoring agencies in relation to the units having respective 'specific responsibility'.

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