

**TOOLKIT FOR
MAINSTREAMING
GENDER IN
UN-HABITAT
FIELD PROGRAMMES**

DRAFT

**NORTHERN IRAQ SETTLEMENTS
REHABILITATION PROGRAMME (SRP)**



UN-HABITAT

WHY IS GENDER MAINSTREAMING RELEVANT IN THE SETTLEMENTS REHABILITATION PROGRAMME?

Gender mainstreaming in UN-HABITAT programmes in Northern Iraq means that **both men and women will have equal roles, responsibilities, access and opportunities in all aspects of SRP activities**. This will improve the impact of the SRP activities on the communities being served, and will improve the overall equality of men and women in the society.

HOW CAN WOMEN BE EQUALLY INVOLVED IN SRP ACTIVITIES?		
PLANNING AND DESIGN	Needs Assessment	Women are key members of the community and have a great deal to say about their needs in terms of housing, services, health and education, and therefore need to be included in a needs analysis.
	Housing Design and Planning	Women are the primary users of the domestic space. Therefore understanding their needs in design and planning will improve the function of the houses built.
	Education Design and Planning	The needs of girls in terms of the facilities provided in schools will differ from the needs of boys. There are many more barriers to girls participation in school, and only by involving women and girls in the needs assessment can these issues be addressed.
	Health Services Planning and Design	Health needs of women are unique from men, and therefore women need to be involved when the health needs of the community are being analysed. Access of women to health services will have a broader impact on the community, as they are also primary care givers in the community and are often responsible for taking the ill, elderly or children to a clinic.
	Water and Sanitation Planning and Design	Women are the primary collectors and users of water in most societies. As a result, they have a better understanding of their needs in terms of water provision and design of services. Sanitation needs for women are also different from men, and therefore to get a complete picture of the sanitation needs of a community, women must be involved in the planning and design through consultations and needs assessments.
IMPLEMENTATION	In all aspects of implementation	Involving women as well as men in the implementation phase of settlements rehabilitation will increase the sense of ownership of the final settlements, which will also positively impact the overall maintenance of the structures and services provided. In addition, ensuring that women have equal access to skills training in the implementation phase will improve income generation opportunities for women as well as men.

INTRODUCTION:

The commitment of UN-HABITAT to gender equality is reflected in the Habitat Agenda, the Millennium Declaration and in the UN-HABITAT Gender Policy. The incorporation of gender perspective in all aspects of UN-HABITAT programmes is a key factor in the success of our objective of developing sustainable human settlements. Gender issues address the social relationships between men women, boys and girls that shape the way in which our societies function in terms of roles, responsibilities, access and control over resources. In order to build settlements that address the needs of all members of communities, that provide adequate shelter and services, and that ensure the participation of all on an equal basis, particularly in governance and decision making, a clear commitment to gender equality must be present.

Mainstreaming gender in field operations is a challenging endeavor. All too often, policies and mandates are not translated into concrete action at the field level. It is crucial that gender-mainstreaming strategies outline clear goals oriented towards the desired results and actions for field projects. The purpose of this toolkit is to combine practical and conceptual tools for gender mainstreaming in Northern Iraq.

The Settlements Rehabilitation Programme in Northern Iraq is the largest field operation of UN-HABITAT, and faces many unique challenges both as a result of its scale and the particular political atmosphere in which it is implemented. It is also increasingly clear that as a result of both these factors, the need for developing effective gender mainstreaming strategies for the programme is a priority. As a result, this toolkit provides some key resources for use at the field level to incorporate gender perspectives into all levels of SRP's interventions. These resources are intended as guidelines to assist practitioners in all aspects of programming, from design and planning to implementation. The toolkit is designed as a complement to an ongoing programme of gender mainstreaming in the SRP through capacity building of UN-HABITAT staff as well as key partners in the programme.

GENDER – CONCEPTS AND BACKGROUND

Gender

The concept of gender is one that is often misunderstood and this lack of clarity can be a barrier in effective gender mainstreaming. **Gender refers to the economic, social and cultural attributes and opportunities associated with being female or male.** As such, it is a concept that is very rooted in social dynamics between people in any given society. The different ways that men and women are perceived in a society will impact on the roles, responsibilities and opportunities they have as a result.

This social construction of gender arose from the need to develop an understanding of the social roots beyond the biological distinctions between men and women. The definition of sex (as a biological term) did not give any insight into the social dynamics that developed as a result. Gender examines the social roles and relationships that arise as a result of this biological distinction.

This concept of the roles and responsibilities ascribed by society on men and women as a result of their gender has led to a very clear understanding that there is no universal vision of the roles of a woman or a man. Therefore, the concept of gender will play out very differently in different societies. For example, what it means to be a woman in Canada, and what it means to be a woman in India, in Guatemala or in Iraq will all vary considerably. In addition, within a society, gender perspectives will vary between cities and urban areas, as well as between women and men of different ages and economic classes. It is clear that the social dynamics associated with gender are closely linked with other aspects of social identity, and therefore provide a key insight into the understanding of a community, which is of particular importance when implementing programmes.

One of the main confusions regarding the concept of gender is that it only involves women. This is misleading, and can result in misplaced strategies when incorporating gender. The concept of gender was in fact developed to ensure that there was a greater level of understanding of the social relationships between men and women and the inequalities that arise as a result. As such, gender focuses on the needs and roles of both men and women (and boys and girls).

It is also clear that gender roles and responsibilities evolve over time. The roles of a woman or man in Britain at the beginning of the 20th century are vastly different than the social norms around women and men today. This highlights the key point that gender issues are social processes that can be impacted and changed to improve the equality of people in a society. It is towards this equality that the United Nations has committed to work.

Gender Equality:

Gender equality therefore, refers to the equal roles, responsibilities, access and opportunities of men and women, boys and girls in all aspects of society. This is the goal of all gender-focused work – to promote gender equality in all societies for all members of the society. This goal has been adopted by the United Nations, and is reflected in the key legal documents discussed in the following section on gender and UN –HABITAT.

Gender Mainstreaming:

Gender mainstreaming is the most important approach, recognized by the UN, towards reaching the goal of gender equality. The idea of gender mainstreaming

arises from the recognition that the differences and disparities between men and women, boys and girls are closely interrelated to all aspects of society and therefore must be examined as an integral part of every activity undertaken.

This approach is not a set method - there is not one way in which to mainstream gender. Instead it is a conceptual approach, which will be implemented according to the particular institutional, social and cultural context within which the programme operates. It is also important to clarify that gender mainstreaming is not a goal in itself. Instead, it is a way in which we can work towards the goal of gender equality. This toolkit is designed to provide useful resources in the context of UN-HABITAT's SRP in Northern Iraq for gender mainstreaming.

For gender mainstreaming to be successful, clear goals must be established for the incorporation of gender issues and the practical impact that the programme can have on gender. The development of gender mainstreaming action plans is a useful way of setting out the goals in moving from policy to implementation for mainstreaming gender.

Gender Analysis:

Gender analysis is a method of analyzing a society, and is a key tool for gender mainstreaming. When incorporating gender perspectives into a programme, it is important that there is a concrete understanding of the gender dynamics of that society. As mentioned above, gender roles and responsibilities will vary between cultures, and will change over time. Therefore an analysis of these dimensions provides an important foundation for any gender mainstreaming programme.

Gender analysis provides a tool for understanding the causal relationships leading to gender inequalities in a society. This is of particular importance as it allows for projects to address root causes rather than more superficial aspects of inequality, and therefore promotes a greater and more sustainable impact. When undertaking a gender analysis therefore, certain questions must be asked such as:

- **Who controls what** in the society?
- **Who has access to what** in the society?
- **Who is responsible for what** in the society?
- **Who earns what** in the society?
- **Who does what** in the society?
- **Who inherits what** in the society?

These questions will help to develop a picture of the roles, responsibilities, access and opportunities of men and women, boys and girls, and through a comparison of these a better understanding of gender inequalities in the society will emerge. In addition, understanding the way in which the decision-making structures and processes, the legal frameworks and religious and social norms all operate will elucidate a better picture of the gender situation.

GENDER AND UN-HABITAT:

The mandate of UN-HABITAT is to promote sustainable human settlements development and adequate shelter for all. This mandate places special emphasis on equality and inclusion in all processes relating to the settlements in which we live – in governance structures, in municipal planning, and in decision making at all levels.

Gender equality is a key priority in UN-HABITAT's mandate. In the Habitat Agenda, it is made clear that gender equality is not viewed as a separate issue in terms of the achievement of the overall goals of UN-HABITAT; rather it is an integral part of sustainable development and poverty eradication. Paragraph 44 of the Habitat Agenda states:

[We] commit ourselves to the goal of gender equality in human settlements development and resolve to promote gender equality and the empowerment of women as effective ways to combat poverty and stimulate the development of human settlements that are truly sustainable. We further commit ourselves to formulating and strengthening policies and practices to promote the full and equal participation of women in human settlements planning and decision-making.

Article 46 of the Habitat Agenda then lays out more clearly the commitments to gender equality through:

We commit ourselves to the goal of gender equality in human settlements development. We further commit ourselves to:

- (a) Integrating gender perspectives in human settlements related legislation, policies, programmes and projects through the application of gender-sensitive analysis;*
- (b) Developing conceptual and practical methodologies for incorporating gender perspectives in human settlements planning, development and evaluation, including the development of indicators;*
- (c) Collecting, analysing and disseminating gender-disaggregated data and information on human settlements issues, including statistical means that recognize and make visible the unremunerated work of women, for use in policy and programme planning and implementation;*
- (d) Integrating a gender perspective in the design and implementation of environmentally sound and sustainable resource management mechanisms, production techniques and infrastructure development in rural and urban areas;*
- (e) Formulating and strengthening policies and practices to promote the full and equal participation of women in human settlements planning and decision-making.*

Further, the Millennium Declaration, to which UN-HABITAT is committed, highlights gender equality as one of the main goals for the new millennium.

The inclusion of the goal of gender equality in the key steering documents of UN-HABITAT is a clear message regarding the importance of this issue to sustainable human settlements. UN-HABITAT has developed a Gender Policy to guide the implementation of gender mainstreaming activities and promote gender equality throughout all programme activities. The policy can be found in the resources of this toolkit.

There are other legal documents dealing with equality that UN-HABITAT, as a United Nations agency, has a responsibility to uphold. The most important of these is the *Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)*. The CEDAW is the key international legal instrument promoting and protecting the rights of women. Building on this document in a 1995 UN Conference on Women in Beijing China, States adopted the *Beijing Declaration and Platform for Action*, a document which focuses much more on the concept of gender equality, and outlines the approach of gender mainstreaming as the central approach in working towards gender equality. These documents, together with the UN-HABITAT steering documents provide the legal and normative framework for gender mainstreaming in UN-HABITAT activities.

OPERATIONAL STRUCTURE OF GENDER IN UN-HABITAT:

Headquarters:

At the headquarters level, UN-HABITAT has a Gender Policy Unit (GPU), headed by the Gender Co-ordinator, and located in the Urban Secretariat. The GPU is responsible for the development and implementation of the UN-HABITAT Gender Policy. The GPU provides support to all other programmes in UN-HABITAT on gender and gender mainstreaming issues. The GPU also coordinates a task force at headquarters with staff from all programmes who have been identified as gender focal points.

Settlements Rehabilitation Programme – Northern Iraq:

The gender-mainstreaming programme in the SRP is newly established. Operationally, a Gender Mainstreaming Officer will be located in the Core Team in Erbil, and will act as the coordinator of all gender mainstreaming activities in the programme. The GMO will work with the SRP Gender Task Force, which is comprised of gender focal points in the three field offices and the Core Team, and other officers identified as key gender resources in the programme. Through this Task Force, all activities and information will be coordinated and disseminated in all the offices in the three governorates.

Gender in the Common Roof Framework:

The Common Roof Framework (CRF) is another key aspect of the operations of the SRP, and the incorporation of gender in this framework is both an important opportunity for gender mainstreaming as well as a clear need for improving the function of the CRF. Gender has been identified as one of the cross cutting themes to be addressed in the Common Roof Framework, and therefore this opportunity should be built upon. The Common Roof Framework will allow for greater collaboration with the Local Authorities and therefore provides an opportunity to build on gender as an aspect of the relationship with the LA's.

CHALLENGES AND REQUIREMENTS FOR EFFECTIVE GENDER MAINSTREAMING IN THE SRP:

Gender mainstreaming is the accepted approach of UN-HABITAT towards the overall goal of gender equality. UN-HABITAT's mandate for sustainable human settlements development means that UN-HABITAT can play a key role in improving equal roles and opportunities for men and women in the planning and governing of their human settlements. In terms of the SRP more specifically, ensuring that the built environment that UN-HABITAT is responsible for can have the most positive impact on the social relationships between men and women, and their access to services, to opportunities and to development is a central role for gender mainstreaming.

Mainstreaming a gender perspective will have different challenges and requirements at the policy and operational levels. In addition, the ways in which gender issues are addressed will vary depending upon the culture and particular circumstances of the intervention. The situation in Northern Iraq, both culturally and in terms of the special circumstances under which the UN operates, is highly unique. Therefore it is important that a conceptual understanding of gender concepts and the gender situation in the region exists prior to embarking on a gender-mainstreaming programme.

The implementation of a gender mainstreaming approach faces a number of challenging issues that are necessary for successful gender mainstreaming. Having a clear understanding of the combined difficulties and possibilities that these issues pose in moving from concept and policy to implementation will facilitate better design of gender mainstreaming components programming. This section outlines some of these challenges/requirements that should be considered for effective implementation of gender issues in the in Northern Iraq programme.

Identifying a Clear Role for the SRP and Gender:

One of the most important challenges facing a gender-mainstreaming programme is identifying the primary goal of the mainstreaming approach, based on the needs and specificities of a particular institutional and cultural situation. In Northern Iraq, the mandate of the Settlements Rehabilitation Programme focuses very much on the rehabilitation of the structural environment for the eligible beneficiaries of UN-HABITAT's programme. However, the understanding the impact of these structures on the way in which people – particularly men and women, boys and girls – interact with one another is an incredibly important element of the programme. Therefore, the role for gender mainstreaming in the SRP has a very clear function – to improve the way that the planning, design and construction of the built environment impacts on equality between men and women, boys and girls.

Linking Gender Analysis to Specific Interventions:

The Swedish International Development Agency (Sida) has identified one of the key challenges to effective gender mainstreaming is the lack of a clear gender analysis framework. It is important when developing a gender analysis of a region such as Northern Iraq, that the analysis addresses specific operational issues. This provides the linkages between the policy/normative framework and the operational activities. Understanding gender as a social issue in the cultural framework in Northern Iraq is incredibly important, however if the analysis cannot translate into direct recommendations for ways in which the programme can improve upon this situation, and what role UN-HABITAT can play, then the analysis falls short of its goal. The goal of a gender analysis must always be as a tool for improving the impact of a programme on the society (particularly the beneficiaries) within which it operates.

Therefore, the gender analysis provides the link between the social dynamics and the project activities.

It is important that the gender analysis be translated into a tool that is useful for all staff when developing various projects in different sectors. Therefore, the analysis must address the specific needs of the programme, and provide the linkages between this reality and the overarching policies of UN-HABITAT. Thus, the analysis will provide a tool to address another key challenge – that of linking to policy issues.

Maintaining Clear Policy Linkages:

The development of policy on gender issues is advanced, both within the UN system and in other development organisations around the world. However often this policy is not effectively translated into the implementation of gender mainstreaming activities. The Organisation for Economic Cooperation and Development's Development Assistance Committee has identified this as the phenomenon of "*Policy Evaporation*". This is defined as the watering down of gender policy to, for example, superficial references to women in project documents, and indicators measuring the number of women involved in a certain project. While these are important, it is vital that the gender mainstreaming activities go much deeper than this. It is at this level that many of the interventions fail, and thus fall victim to a substantive evaporation of the gender policy they are meant to be implementing.

Some of the recommendations made by the OECD to address this issue are of particular relevance in Northern Iraq. One of the main issues is the need for greater understanding and conceptual commitment to gender policy by all members of staff implementing a project. This can be addressed through sensitization and training, but it also needs to be a longer term process through which all staff gain a practical understanding of the applicability of gender concerns in project implementation. This can also be achieved through sensitization and training campaigns that go beyond general training on gender concepts, and focus more on specialized issues of gender vis-à-vis various technical areas – i.e. housing construction, urban planning, transport planning and development etc.

There is also a danger in developing parallel structures dealing with gender issues, without having a longer-term commitment to incorporating these aspects as part of the mainstream at a later date. It is particularly clear in Iraq that gender as an issue needs to be separately highlighted in order to ensure that there is adequate attention paid and activities undertaken with a gender perspective. However, though at these early stages these processes require a separate focus, the final goal is the mainstreaming of gender issues at all levels and in all areas of the project cycle.

Another important issue raised by the OECD, which should be considered in UN-HABITAT programming in Iraq is the involvement of contractors and implementing partners in the gender mainstreaming process. It is important that if gender issues are going to be incorporated into the implementation of projects, that these requirements are also passed on to the contractors, and a level of accountability in this regard is maintained. The feasibility of this and various possibilities of how to address this need in the context of Northern Iraq should be discussed further.¹

Developing the Capacity of Local Authorities:

It is also important to ensure that the capacity to address gender issues is not only developed within the agency, but that building the capacity of Local Authorities to

¹ OECD DAC Source Book on Concepts and Approaches Linked to Gender Equality OECD, Paris, 1998.

address gender is a priority in programming. This is important in terms of sustainability of the intervention but also in terms of the depth and breadth of impact that the gender mainstreaming approach can have on the society. It must be remembered that the goal of gender mainstreaming is towards gender equality in the society. Therefore, developing the capabilities within the governance structures in the society to address gender issues is crucial.

Accountability in Gender Mainstreaming Implementation:

Another aspect of importance that often gets lost when translating policy into practical implementation is the level of accountability necessary to ensure that there is a clear commitment to incorporating a gender perspective at all stages of the project cycle. Therefore, it is imperative that there be a development of gender focused indicators in all projects. In addition, the overall understanding of how a project, a situation or the capacity of a partner is assessed must include a gender dimension. For example, when preparing a programme to build the capacity of Local Authorities, the capacity of the LA's to address gender concerns, as well as to measure their own progress in this regard, must be included.

For accountability to be successful, clear targets and objectives must be outlined, and commitment must be sought for these objectives from all levels of staff within the agency. Therefore it is important that when developing gender dimensions for a programme, all staff are involved or informed of the activities and their purpose, in order to ensure clarity, understanding and commitment.

In terms of accountability, it must also be stressed that although most of the time the focus of accountability in development projects is to the donors, governments or UN agencies, the primary accountability in terms of programme impact is to the beneficiaries themselves. It is therefore important that the agency as a whole prioritizes the level of accountability to the beneficiaries, and ensures that staff focusing on the needs of the people being served are recognized and given positive feedback to encourage such a focus. This is an important aspect when developing a gender mainstreaming strategy, as this strategy must be rooted in the local culture, society and needs of the people.

Sustainability of Gender Mainstreaming Initiatives:

Sustainability is an issue that should be at the heart of all rehabilitation programming. It is central that humanitarian projects build the capacity of the local community and authorities in order to ensure that the activities continue once the project comes to an end. However, in gender mainstreaming initiatives it is even more important that sustainability be a priority. One of the main criticisms of the WID approach to improving women's development was that the projects, because they were not part of the mainstream, were therefore not sustainable. The thrust of gender mainstreaming as an approach is to ensure that gender perspectives are included in all aspects of programming, and that they are incorporated at the core of the institutions, not only within the development agency, but even more importantly, within the institutions of governance in the society itself.

Therefore, when developing strategies for gender mainstreaming in Northern Iraq through the SRP, consideration must be made of the longer-term implications of a gender mainstreaming strategy. The overall goal must remain of gender equality in the society itself. Through this, a focus on improving the incorporation of gender perspectives within the governance institutions in the region needs to be prioritized. This will be closely linked with the development of a culture of accountability and mechanisms for such in the society through strengthening women's organizations and improving the capacity of the Local Authorities.

Institutional Requirements for Gender Mainstreaming:

It is not only important for staff to have a general understanding of gender issues and concepts. For gender mainstreaming to be truly successful, a culture of acceptance and a commitment to the importance of gender issues must be present. As outlined by the OECD-DAC Sourcebook, the factors that will have a major impact on the success of gender mainstreaming within an organization include:

- Flexibility and openness to new ideas
- Willingness to change and incorporate input from diverse constituencies
- Accountability structures within the institutions to ensure staff comply with policy directions
- Recognition and value given to a wide range of professional skills (for example, social analysis skills are present and seen as necessary – as well as engineering and formal medical skills).²

Monitoring the Gender Situation:

Because of the social nature of gender roles and responsibilities in a society, the gender situation is a fluid thing. It is therefore important that within a gender mainstreaming approach, priority is given to monitoring of the gender situation as a key indicator of the success of the project. It is equally important that these indicators measure the actual gender roles and relationships and how they are changing. The indicators must be designed in a way that they see past more superficial aspects such as the number of women involved in a particular project. While such information is valuable, there is much more that needs to be measured in order to determine whether real social change is taking place as a result.

In this context, the training of staff in gender perspectives in monitoring and evaluation is important. Institutional capacity to evaluate a programme based on gender aspects must be prioritized so that the monitoring and evaluation is a true reflection of the gender dimension and not a token reference to women in the indicators.

Ensuring that gender dimensions are included in the monitoring and evaluation process is another way in which gender issues can be mainstreamed, as they will be measured along with other social and technical aspects of the programme, and can then be analyzed in concert with these other programmatic aspects. This will allow for further gender analysis throughout the programme cycle to determine how the various factors are impacting on one another.

² Ibid

GENDER IN NORTHERN IRAQ:

Overview:

As mentioned above, gender issues are unique to a culture, society or geographic location. For effective gender mainstreaming strategies to be implemented, a clear understanding of the particular context in which a society perceives gender, and the way in which gender roles and responsibilities play out, must be understood. The gender dynamics within Northern Iraq are, like any society, complex and multi-faceted. It is clear that the roles and responsibilities of men and women in the cities differ a great deal from those in the rural areas. In addition, levels of education and awareness impact gender equality in any given area. All of these different issues must be recognized, particularly their interconnected nature and the way in which they impact, and can be impacted by, UN-HABITAT programmes. The following gives an outline of some of the key aspects of the gender situation in Northern Iraq.

Education:

Basic access to education is the basis for universal education for both boys and girls. Education in Northern Iraq is free and compulsory for both boys and girls. UNICEF studies have reported that the key reasons for not being able to access schooling for children are high levels of poverty (both in rural and urban areas) and geographical remoteness – generally families living in remote rural areas. UNICEF also points out the universal experience that increased education of girls will in fact increase universal enrolment in schools.¹ Therefore, it is important to promote access to schools throughout the region.

The enrolment of children in school is the first step in ensuring equal access to education for boys and girls. The enrolment rates in Northern Iraq, based on figures obtained by UNICEF, demonstrate an imbalance in favour of boys' enrolment in school. In 1998, net enrolment of boys in Northern Iraq was reported at close to 100%, while girls' net enrolment was only 77%.ⁱⁱ Thus ensuring that children attend school from the beginning is extremely important. This is also a key issue as there are age restrictions in the region regarding at what ages children can attend school. Children above the age of nine are no longer able to attend primary school, and above the age of 14, are not allowed to attend elementary school.³ Therefore, students who miss initial opportunities to attend must find special (Yafe'en) schools in order to complete their education.

The formal school system, upon which the preceding statistics are based, is found to have a better gender balance in enrolment than informal schools in Northern Iraq. Yafe'en schools, for example, have a much poorer rate of girls' enrolment.⁴ The enrolment rate of boys is 75% while girls is merely 25% throughout the 1990's. Some of the reasons behind this include the predominance of male teachers, a factor leading many families to keep girls at home. In addition, once girls reach what is considered to be a marriageable age, the need for education is relegated to the background or forgotten entirely.

One of the key failures recognised by UNICEF regarding the Yafe'en school system is the need, with older children, to culturally prepare them for adulthood as well as providing them with basic education. Therefore, UNICEF recommends Yafe'en schools prepare programming specifically targeting the unique needs of adolescent girls, socially, culturally and educationally, to increase enrolment of girls.

³ This information is based on interviews with Kurdistan Save the Children

⁴ Yafe'en schools are schools set up for those who were not able to complete primary education at their proper school age.

Maintaining boys and girls at school is the next important step in ensuring equal access to education. Disaggregated data on dropout rates of boys and girls in Northern Iraq was not available, however based on the percentages of students remaining in higher levels in the education system it is clear that girls are more likely to drop out than boys. The dropout rate is at its highest level between grades 4 and 6.ⁱⁱⁱ Information provided by Kurdistan Save the Children indicates that the peak drop out periods for girls are after 2-3 years of primary education, and in the space between primary and secondary school. This second peak can be attributed to the constraints of sending a girl to a secondary school that is often in another village. Culturally it is often considered both unacceptable and unsafe, and therefore girls are generally kept at home, while boys are sent to secondary school.

The regular attendance of students is another component of the maintenance of children in the education system. This is an element that will be heavily impacted by gender issues. Table _ on the next page gives data on the attendance rates of boys and girls in rural and urban areas. These figures show a much higher level of attendance of both boys and girls in urban areas, and indicate that overall, girls have a lower rate of attendance both at primary and secondary school and in urban and rural areas.

The prioritization of school for girls is another important factor impacting equal access to education. Many children are not allowed to attend school at all, primarily girls, as a result of cultural practices as well as economic necessity. The Settlement and Household Survey undertaken by UN-HABITAT reveals that of the women that never attended school, 33% declared that the parents did not allow them to go to school (as opposed to 10% of men) and 15% had to work at home (against 10% of men). Reasons that were given for low attendance of girls than boys include, cultural/traditional reasons which make girls stay at home to help parents, lack of access to educational facilities and schools, prevalence of girls early marriage, lack of teachers willing to work in hardships of settlements etc.

In this regard, the presence of UN-HABITAT to improve educational infrastructure is well justified. Statistics also show that females involved in educational activities are higher than males (62.8% female, 37.2% male). This implies that improvement of the school infrastructure would improve female working conditions.

One of the most important issues hampering improvements in the education system generally in the three Governorates is the shortage of schools at all levels^{iv}. Many schools therefore operate in shifts in an effort to provide education to all children of the region. Shortages such as this can lead to a prioritisation of students based on gender, to the detriment of girls' enrolment. In addition, the distance to many of these schools is a barrier to greater access for girls.

The disparities between gender based enrolment in rural and urban areas also indicates the cultural and economic constraints impacting the access to education of boys and girls, though more markedly with a negative impact on girls.

Although education is free, it is clear that the percentage of girls are lower than those of boys for all the years tabulated^v and at all educational levels, both before and during the sanctions. Illiteracy is also more predominant among girls than boys, and had increased from 14.2% in 1987 to 20.2% in 1997 for women^{vi}. Factors of gender imbalance include, hardships of sanctions, high drop-out rates of females, and customs and traditions that expect women to be dedicated to domestic activities.

One of the primary results from this gender imbalance in education is a high level of illiteracy among the female population in the region. The Food and Agriculture Organisation estimates the level of female illiteracy in the Near East region as high as 90% in some areas. This has a great impact in the long-term developmental capacity of the population.

Recommendations:

Education is a crucial entry point for any initiative aiming to address gender equality. This is even more so in Northern Iraq, where the economic and cultural situations both affect the education of girls, and boys to some extent, as a result of their gender. There is an opportunity for UN-HABITAT in this sector with regards to addressing the need for the basic educational infrastructure in order to increase enrolment in the region. This is particularly important as the Settlements and Household Survey found that one of the key problems cited was the lack of adequate school buildings, thus limiting enrolment. However, this should only be undertaken in close co-ordination with other agencies and organisations working on education issues in the area in order to ensure that schools built would be adequately staffed and supplied, as without these activities, the school building will not address the education issue adequately.

A focus on building schools especially for girls is also a possibility, though caution should be exercised with regard to further segregation of the population, which may in the long-term result in a reinforcement of gender stereotypes. This must also be undertaken in co-ordination with other social initiatives to address other causal factors relating to enrolment of boys and girls (i.e. the need for domestic/wage labour as a priority over education).

The focus should also be on encouraging families to send girls to school at a young age, as the cultural constraints in sending girls to Yafe'en schools at a later stage are much more complicated. As the constraints regarding distance to secondary schools cannot be realistically addressed by providing a secondary school in every village, efforts should be made to incorporate dormitories in school design, and coordinate transport for students from remote villages to encourage girls' participation.

The policy of UNICEF based on their review of past activities is to focus on schooling for girls in particular, both formal and in support of Yafe'en and other informal methods of education. UN-HABITAT should co-ordinate closely with UNICEF in this initiative to ensure the holistic provision of gender sensitive school systems in the region.

Housing:

In terms of the general housing and living conditions, the minimum space deemed as adequate has been calculated at 10 square metres per capita. The S&H survey report reveals that around 36% of urban population live below this standard and in some areas two families share the same housing unit. This situation prevents such households an opportunity of pursuing home-based income-generating activities, and over crowding and lack of recreation space hinders child development.

The situation among the IDP population in the region who have not yet resettled remains grave. 39% of IDP's are located in camps where services including housing, water, electricity, sanitation, medical care, drainage, roads, markets, are inadequate^{vii}. Furthermore, around 71% of the displaced households had disadvantaged and vulnerable groups such as widows, orphans, elderly and the disabled. 45% of the interviewed people expressed housing and basic services as high priorities of their basic needs.

Because of the high level of involvement of UN-HABITAT in housing in the region, this is a key area for implementing gender based programming. Improvements in housing, in order to best address the needs of the population, need to have a clear understanding of the social dynamics and an accurate needs assessment of the beneficiary population. It is in this regard that UN-HABITAT programming has an opportunity to bring gender into the mainstream of its housing programmes. The design of houses provided by UN-HABITAT are subject to various limitations in terms of size and design, however incorporating a level of flexibility and gaining feedback from the women in the communities regarding housing design will improve the impact of UN-HABITAT's housing, particularly in terms of the living conditions of women.

Security of Tenure:

Despite the legal framework clearly laying out the rights of inheritance, customs and traditions in practice often reflect a very different reality. Legally, women and men have equal rights to own land and property, and to use agricultural land. In terms of inheritance, women are allocated 50% of the share of men. However, the way in which these laws translate into practice is largely dependant upon the culture and traditions of the community. In many cases, women depend on husbands, fathers, brothers, sons, and other male relatives to get access to land, housing and property. In addition, culture often dictates that although women are entitled to a share of the inheritance, it would be considered shameful for her to actually request her share, thus it often remains with her brothers or other male relatives. In contrast, in some cases wills are drawn up to ensure that there is an equal distribution of the property, however this appears to be rare, and more often in urban areas.

Women risk losing access to the farms they established with their husbands in case divorce or widowhood. With these developments, the GOI issued a presidential decree that divorced women have the right to stay in the house at least 3 years after being divorced. Efforts are ongoing to raise awareness of women about their rights and are the task of women's unions and groups to increase the awareness of women on land and housing rights.

In terms of the activities of UN-HABITAT, progress could be made in this regard in terms of the provision of legal documents when handing over houses to the beneficiaries. Preparation, for example, of documents listing the names of both the husband and wife as joint owners of the house could positively impact their equal rights to both usage and ownership in the future.

Household Vulnerability:

The type of vulnerability must be carefully examined when categorising widows and female headed households as vulnerable groups. As many of these women are wives of men who lost their lives fighting for the nationalist cause, their position as wives of martyrs increases their status in society to a certain degree. Conversely, many of these women lost husbands in political campaigns, and the men remain classified as "disappeared". As a result, the women are not classified as widows without proof of their husbands' death, and therefore do not receive any of the benefits within the communities as widows.

One aspect in which female-headed households are particularly vulnerable is in ownership of houses. This is especially important in the context of the UN-HABITAT programme in the area. Widow headed households have been identified as a target vulnerable group, and have therefore been prioritised for support in housing and services. However, if the female head of the household have no basis in the community to legally own the house being built for her and her family, she remains

extremely vulnerable. In such situations it is necessary to find alternative means by which to address this vulnerability.

Vulnerability is in fact a complex concept, and therefore when measuring household vulnerability the assumptions and definitions underlying vulnerability must be clearly understood. The various assets to which the household has access in order to mitigate its vulnerability are key indicators to overall vulnerability. In addition, the way in which these assets are utilised and shared within the household to maximise the human capacity therein are also central in the measurement of household vulnerability.^{viii}

The results of a study undertaken in Suleimaniyah give a more complex picture to vulnerability of female-headed households in the region. The study indicates that there is a higher level of possession of land by female-headed households than male headed households. In addition, the amount of land held by the female headed households was marginally larger than that held by male headed households. However, the study further indicates that this is in fact a de facto situation and is not supported by the legal framework. The legal ownership of the land possessed by the women heads was split between the woman and her missing husband. Therefore the legal ownership of land remains an issue despite this de facto situation.

The ownership of livestock is an important asset in Northern Iraq, as the main base of the society is agricultural. In Suleimaniyah governorate, 70% of both men and women own livestock. It was also found that women own a greater percentage of livestock and the overall value of the livestock owned in female-headed households was greater. The explanation for this increase in vulnerability in male-headed households was the traditional basis of livestock rearing as a traditionally female activity in the community. In addition, the mobility of livestock as an asset has made it easier to maintain through the various displacements of households in the area.^{ix}

Thus, the level of vulnerability of female-headed households in relation to livestock and possession of agricultural land is lower than that of male-headed households.

House ownership however, is an area in which female-headed households are clearly more vulnerable than their male counterparts. Women were more likely to be renting their house than male-headed households, thus placing them in a more precarious position.^x

Political Participation:

The political participation of women in the governance structures in Northern Iraq is limited, despite the few high profile female ministers in the Local Authorities.

At the policy level there is official encouragement for women's increased political participation, however this is a gradual and slow process. For instance, in KDP women constitute only 7% of a total of 100 members, which is not adequate to fully influence and defend women's issues and priorities.

The female membership in the PDK is recorded at 40% of the total membership. This indicates a high level of participation, however it is difficult to discern to what extent these women are in fact active in the party's decision-making structures.

In the north, every ruling party has a women's wing. In Erbil and Dohuk, there is the Kurdistan Women's Union; and in Suleimaniyah there is the Women's Union of Kurdistan. These unions are influenced by ruling party policies and cannot portray opinions other than those of their respective parties. In addition to party women

unions, there other groups/ NGOs working on gender issues. Women efforts as whole have yielded some positive results in defending their rights. For instance, in the year 2001, women unions/ groups exerted pressure on their governments and were successful in amending two clauses of Panel Law by which a man would be treated as a murder if he commits honour-associated murder. Some active NGO's, like, Iraq Al-Amal Association, are trying to address issues of violence against women and human rights.

Women's unions and groups are also providing different social programmes and activities. However, their efforts are limited due to lack of adequate financing, and there is also lack of co-ordination in identification of priority areas and planning according to the critical concerns of mainstreaming gender. Most women groups attribute their constraints to consequences of the sanctions that hinder the groups from participating in international activities, forums and exchanging of experiences and ideas with other international women organizations on women problems, strategies and gender awareness. These groups could be good institutional starting points for further gender studies and actual implementation of gender focused projects by UN-HABITAT.

Poverty:

The issue of poverty in Northern Iraq must be understood within the context of the sanctions and the humanitarian aid system that is presently operating in the country. The *General Federation of Iraqi Women* (GFIW), in their June 2000 report, expressed the negative impacts of the sanctions on equality, development and peace throughout the country. These impacts have had a greater effect on the poor, especially women and children.⁵ Much of the study of the situation in Iraq today highlights the overall deterioration in regard to life expectancy, literacy rates, school enrolment ratios and infant and maternal mortality rates since 1990.

Housing shortages and related services in Iraq, as manifested in the poor conditions of housing units and in overcrowding^{xi} has an adverse effect on the whole population, particularly women. Increasing poverty and other consequences of the sanctions have added pressure and hardships on women. By 1997, 70% of women (data aggregated for all Iraq) were involved in survival jobs, in the informal sector, and many worked longer hours for poor returns^{xii}.

In the north, economic decline through the conflict era, and sanctions has led to many hardships. School drop-out rates especially at the secondary level, among other reasons, are attributed to economic hardships which force students to join the labour force to help their families. In some house households, especially women headed families, daughters often drop-out of school to take care of domestic chores as their mothers join labour forces.

Efforts are on going to alleviate some of the hardships encountered especially, vulnerable groups of women-households and widows. UN Agencies and NGOs are initiating income-generating activities and providing awareness courses to teach women to be self-reliant and to increase their level of involvement in projects^{xiii}. Various income generating projects are being undertaken, including of animal-rearing (FAO, WFP supported), bee-keeping and sewing. Some of these projects are specifically targeting widows. In Shoresh collective town of Suleimaniyah, incoming-generating projects for widows were initiated by UNOHCI to bring long term assistance to this vulnerable target group. Such projects can provide women and their families with greater benefits than they can gain from paid employment. In

⁵ General Federation of Iraqi Women (GFIW) Annual Report 2000

addition, income generation acts as an entry point for social interventions on literacy, education, health and sanitation.

Thus, the economic situation has a profound impact on all other aspects of life, and therefore the gender dimensions of poverty in Northern Iraq will be central to a better understanding of the situation of men and women in the region. The section in this report on economic activities and gender further elaborates the economic roles of men and women in the region.

Health:

It is reported that prior to 1990, health services for all Iraq population were adequately provided^{xiv}. Sanctions have since caused deterioration in medical services. This has resulted in increase of diseases, infant and maternal mortality rates. Infant mortality – a sensitive indicator of availability, utilization and quality of health care, is also associated with GNP per capita, family income, mothers education and nutrition^{xv}.

Maternal mortality reflects the risk to mothers during pregnancy and child-birth and is influenced by socio-economic conditions, unsatisfactory health conditions preceding the pregnancy, availability and utilization of health care facilities. Table 10, compares the mortality rates before and during the sanctions and clearly shows how these rates have increased, mothers dying from potentially preventable causes.

The Oil for Food Programme is having significant impact on the health sector. Increased availability of imported and locally manufactured drugs has resulted in general improvement delivery of health care. Data from the Ministry of Health indicate that in comparison to 1997, laboratory investigations increased by 25% and major surgical operations by 40% during 2001. Similarly, among children under five years of age, the prevalence of common diseases have declined by 22%. However, these improvements will naturally impact different sectors of the society to different degrees. When examining the general health of men and women separately prior to the sanctions and after the onset of humanitarian aid, the indications of gender inequalities are brought to light.

Observation findings on food distribution indicate that food is presently available to the population throughout Iraq^{xvi}. Routine screening of malnourished children, under the age of five, by UNICEF confirms an improvement in nutritional status. Results show that moderate malnutrition rates have decreased from 5.1 % in 2001 to 3.1 % by April 2002.

Low birth rate is another important indicator of maternal health. Low birth weight is the weight defined to be lower than 2500 grams (2.5 kgs), taken preferably within the first hours of life. It is expressed as number of children per 1000 of live births born with less than 2500 grams. Low birth weights signal insufficient access to adequate food supply, it may also be related to diseases and other specific nutritional deficiencies like endemic goiter^{xvii}. During pregnancy and lactation, women have specific nutrient requirements which determine both their own nutritional status and of their children^{xviii}. The majority of people do not recognize these requirements and both women and children suffer the consequences.

Related to this are infant mortality rates, which have been found to be very high in Northern Iraq. The following table, provided by UNICEF, gives information on the background of the mother and rates of infant mortality in the North. This table outlines the higher level of infant/child mortality with lower levels of education of the mother. This link between education and overall health of the population, not only

the mothers highlights the importance of addressing gender issues for the overall betterment of the society.

Employment:

The Settlements and Household Survey undertaken by UN-HABITAT gave some clear statistics on the levels of employment, in the formal sectors, of men and women. In the active population, (aged 16 and over, who have or looking for a job), males constitute about 85% and females only 15%. The low percentages of females looking for jobs can be attributed among other reasons to culture and traditions, where the roles of women are circumscribed to specified activities. In a typical home, the man undertakes the formal employment and earns money and maintains the family, where as the woman stays at home, carries out domestic jobs and brings up children.

As the highest percentage of women surveyed were listed as housewives, the economic activity going on inside the home becomes even more important for understanding the roles of women and men in the society.

Employment in various sectors helps give a clearer picture of the traditional roles and responsibilities of men and women in the region. In the health sector in the North, for example, 29.8% of the doctors practicing are women, and 70.2% are men.^{xix} The reasons for this discrepancy are likely connected to many of the other thematic issues addressed by this study, including access to education, poverty and participation in public life.

The agricultural sector also boasts a high percentage of women, according to data provided by the Food and Agriculture Organisation. This information highlights that as a percentage of the total female workforce throughout Iraq, agricultural employment comprised 45% of that prior to 1990. This has since decreased due to the Gulf Crisis, and it is expected that the sanctions have had a negative impact on women's employment in this sector as in many others.

As a result of the need to engage in economic activities for basic survival, due to the high level of poverty in the region, many women have taken on a variety of menial jobs in the informal sector to survive. The economic strategies of the society in the face of the various hardships that they have been faced with have not allowed a space for greater accepted participation by women in economic and developmental activities. In addition, this has allowed for a higher number of women in female-headed households working as wage earners. However, women headed households do have a lower level of wage earners in the household than male-headed households.⁶

The borrowing capacity of people within the communities is another key indicator of the ability for people to reduce their vulnerability by mobilising community support. The gender dimension in terms of borrowing is interesting in that the borrowing capacity of male headed and female headed households was found to be equal, however the prevalence was for the male headed households to mobilise a greater amount of funding. This is particularly interesting as the income generating capacities of the households studied were equal overall, with men borrowing greater sums, and therefore increasing their vulnerability to ongoing debts.⁷

⁶ Louise Waite "How is Household Vulnerability Gendered? Female-headed Households in the Collectives of Suleimaniyah, Iraqi Kurdistan" *Disasters*, 2002, 24(2): 151-170

⁷ Ibid

It is also interesting to note that female-headed households are more likely to borrow from moneylenders rather than from family or other members of the community. This indicates that men have greater access to informal economic means of mobilisation in the community than women.⁸

Marriage and Widowhood:

There are in addition a number of factors exacerbating the number of widows, and therefore more vulnerable women in the country. The decade long Iran Iraq war, the subsequent Anfal campaign and Gulf War and sanctions have increased the severity of this issue in Iraq.

Of widowed women in Northern Iraq, 71% live in urban areas compared to 8% of widowed men.⁹ Considering the percentages of women in each category: divorced (66.8% women and 33.2% men); widows (89.7% women, 10.9% men). Women make up a higher percentage in potential vulnerable groups (divorced and widows). Female-headed households are often faced with greater obstacles than male-headed households in meeting the needs of their households due to lower economic and social status and opportunities.¹⁰

The choice of both men and women in marriage appears to be limited in the rural areas – the decisions often made by family members. Although this lack of choice affects both men and women, it appears that women have fewer opportunities to refuse or to choose to marry someone themselves. Many cases have been cited of girls promised in marriage at infancy, often to a man or boy who is much older. At this time, religious ceremonies are performed, so that if the girl wishes to refuse when she gets older, she must go to court and obtain a legal divorce.

Violence Against Women:

There is a high prevalence of domestic violence against women in Northern Iraq. The Kurdistan Women's Union has spoken out on the issue of abuse against women in the following statement:

*Women are often the victims of discrimination just because they are women. Abuse of women in families is tolerated and even ignored. Worse, many women are accused of being responsible for the abuse. In other ways, women face financial problems brought on by their lack of independence.*¹¹

Provision of services for victims of domestic violence, and counseling services for families suffering from violence are important services for any community. Shelters exist for women who have fled from abusive situations, however there are too few, and they require greater complementary services in order to effect greater social change in the issue. The Local Authorities have

Needs and Priorities for Gender Equality:

Based on the understanding of the situation of men and women in Northern Iraq, several priority areas, particularly in terms of UN-HABITAT's mandate, become clear.

The need to promote equal access to education has been identified as a need in the region. Through the provision of schools in communities under the SRP, UN-HABITAT is in a good position to address this issue through closer coordination with

⁸ Ibid

⁹ Iraq Annual Abstract of Statistics 1998/99

¹⁰ FAO gender and development plan of action 2002-2007

¹¹ Kurdistan Women's Union, 2000.

other UN agencies in terms of ensuring that schools provide adequate enrolment for girls as well as boys, that they provide adequate services, and are equally accessible. As such, issues such as dormitories and segregated facilities for boys and girls should be considered in the design and planning.

One of the main constraints for equal participation in public life between men and women was the disproportionate burden of child care that falls to the woman. As such, strategies to reduce this burden through the provision of day care and nursery services would have a positive impact on the overall access of men and women to income generating activities, employment and other activities.

It is also important to consider equality in access to public space. Providing services that increase women's access to public spaces – something that is restricted at present – will improve the overall level of equality in the communities. Services such as community centers, or mothers centers attached to the nurseries or daycares, could provide such opportunities.

TOOLS AND RESOURCES:

The following section contains resource sheets and concept notes in order to assist practitioners in mainstreaming gender in human settlements projects. Though the focus of this toolkit is on the Settlements and Rehabilitation Programme in Northern Iraq, many of these tools will be applicable in a variety of contexts.

The resource sheets give tips on incorporating gender into housing design, planning, water and sanitation services, participation strategies and the development of project documents. The concept notes provide a more in depth explanation of gender mainstreaming and gender analysis for use as background in workshops and training.

CONTENTS:

Resource Sheets:

1. Incorporating a Gender Approach in the Development of Project Documents
2. Exercise – Incorporating Gender in a Logical Framework
3. Incorporating a Gender Approach in Participation Strategies
4. Incorporating a Gender Approach in Settlements Planning
5. Incorporating a Gender Approach in Housing Design
6. Incorporating a Gender Approach in the Design of Schools
7. Incorporating a Gender Approach in the Design of Health Centers
8. Incorporating a Gender Approach in Water and Sanitation Services
9. Incorporating Gender in Implementation and Maintenance

Concept Notes

- * Gender Mainstreaming
- * Gender Analysis

UN-HABITAT Gender Policy

INCORPORATING A GENDER PERSPECTIVE IN PROJECT DOCUMENTS:

WHY IS IT IMPORTANT TO INCORPORATE GENDER IN PROJECT DOCUMENTS?

The project document is the outline upon which the project will be built. It includes all the key elements in terms of the preparation, implementation and evaluation of the project, and outlines the main goals and objectives that the project is set to achieve.

More than just “...and women”: It is important that including a perspective on both men and women is an activity that goes beyond token references in the project document. Often in project documents, women are mentioned in the opening section, but little substantive change is made in the design of a project to ensure that the concerns of women and men are equally considered at all levels. Through recognition that the beneficiary community is not a homogenous group is an important first step, it must go deeper than this for there to be a lasting impact on women and men in the programme.

Mainstreaming gender perspectives in project documents must lay a foundation for gender perspectives in the activities themselves, and lay out guidelines for accountability in the indicators and monitoring and evaluation of the project's impact. As such, it is important that when developing project documents, a gendered approach is taken in the preparation of the overall objectives, and the logical development of the project through preparation of logframes and so forth.

Ensuring resources cover gender needs: Often the preparation of a project document will include gender concerns in the narrative, but will fail to incorporate them in terms of the resources allocated to the project. This is crucial for the success of substantive gender mainstreaming, not only because it implies a level of priority of the issue, but it can be a real constraint further on if resources allocated do not specifically account for gender dimensions. Therefore incorporating gender in the budget is a crucial activity for the success of gender mainstreaming.

EXERCISE:

MAINSTREAMING GENDER IN A LOGICAL FRAMEWORK:

This is a useful exercise to give a basis to the level at which gender should be incorporated in the design and development of a project. This will assist in conceptualizing how gender aspects can be included at all stages in a project document. This is especially important in gender mainstreaming, as the understanding that gender issues need to be incorporated into the existing activities rather than being developed as a separate set of activities is central in successful gender mainstreaming.

A logical framework (logframe) is a conceptual tool that is used when designing a project or programme. The process of developing a logframe assists in focusing the project on the impact of the activities proposed, the desired impacts being the main objectives of the project. It is important that project impacts are conceptualized to ensure that they are measuring the impacts of the activities on men and women, boys and girls. In addition, therefore, the development of the activities, outputs and outcomes of the project must provide the means through which these impacts can be achieved for both men and women.

TO CARRY OUT THIS EXERCISE:

Step One:

Distribute Handout A1, which in the first section gives an imaginary case study and a series of questions for the group to answer. Have the group discuss these questions, and then discuss the responses given in terms of what other ways gender could be incorporated in the different project phases.

Step Two:

The discussion in step one will serve as an introduction to the development of the logical framework. Once the responses to the questions have been discussed, distribute Handout A2, which gives an overview of what a logical framework is. Discuss this with the participants to ensure that the concept of the logframe is clearly understood.

Step Three:

Distribute the blank logframe sheet – Handout A3, on which the participants are asked to prepare a logframe for the case study on Handout A1. This logframe is intended to be a gendered logframe, and therefore the participants must indicate the gendered nature of all the activities, outputs, outcomes and impacts very clearly. They also must state why the gender aspects are important for the overall success of the project.

Step Four:

Once the participants have completed their gendered logframes, bring them together to discuss the responses and other possibilities not included in the logframe. Finally, distribute Handout A4, which gives an example of a gendered logframe, and have them compare the responses on that with the answers they came up with as a group.

INCLUDING GENDER IN THE DEVELOPMENT OF A LOGICAL FRAMEWORK:

CASE STUDY:

Field Office X is in the process of preparing a project providing self-built houses and complementary services in an area identified by the Local Authorities. The Local Authorities have provided the beneficiary lists to the Field Office, and these lists are in the process of being verified. The Core Team and Field Office are carrying out the verification of beneficiaries. The beneficiaries who have been identified will be settled 10km from their present location, and have agreed to move. They are currently in one area, in a rural part of Governorate Y. In addition, designs for the houses are being drawn up, and a plan is being prepared for the location of complementary services (internal roads and sanitation) in the settlement, as well as a primary school and a health center.

QUESTIONS TO BE ANSWERED:

1. What gender issues can you identify in the verification of the beneficiary lists?
2. What gender issues should be included in the housing design?
3. What gender issues should be included in planning the complementary services?
4. What strategies can be employed to involve both men and women in the construction of the self-built houses?

EXERCISE:

Using a Logical Framework in Designing a Project:

A logical framework is a tool to use when designing a project. The logical framework helps you to think about the final impact that you want to have from the project, and then works backwards to make sure that the activities, outputs and outcomes will help to achieve that impact.

This exercise teaches you how to use a logical framework to incorporate gender into all the different phases of the project.

Step One:

Turn to Handout A2 – this handout gives an explanation of what a logical framework is, and the different steps involved. Read it over and discuss any questions with the group.

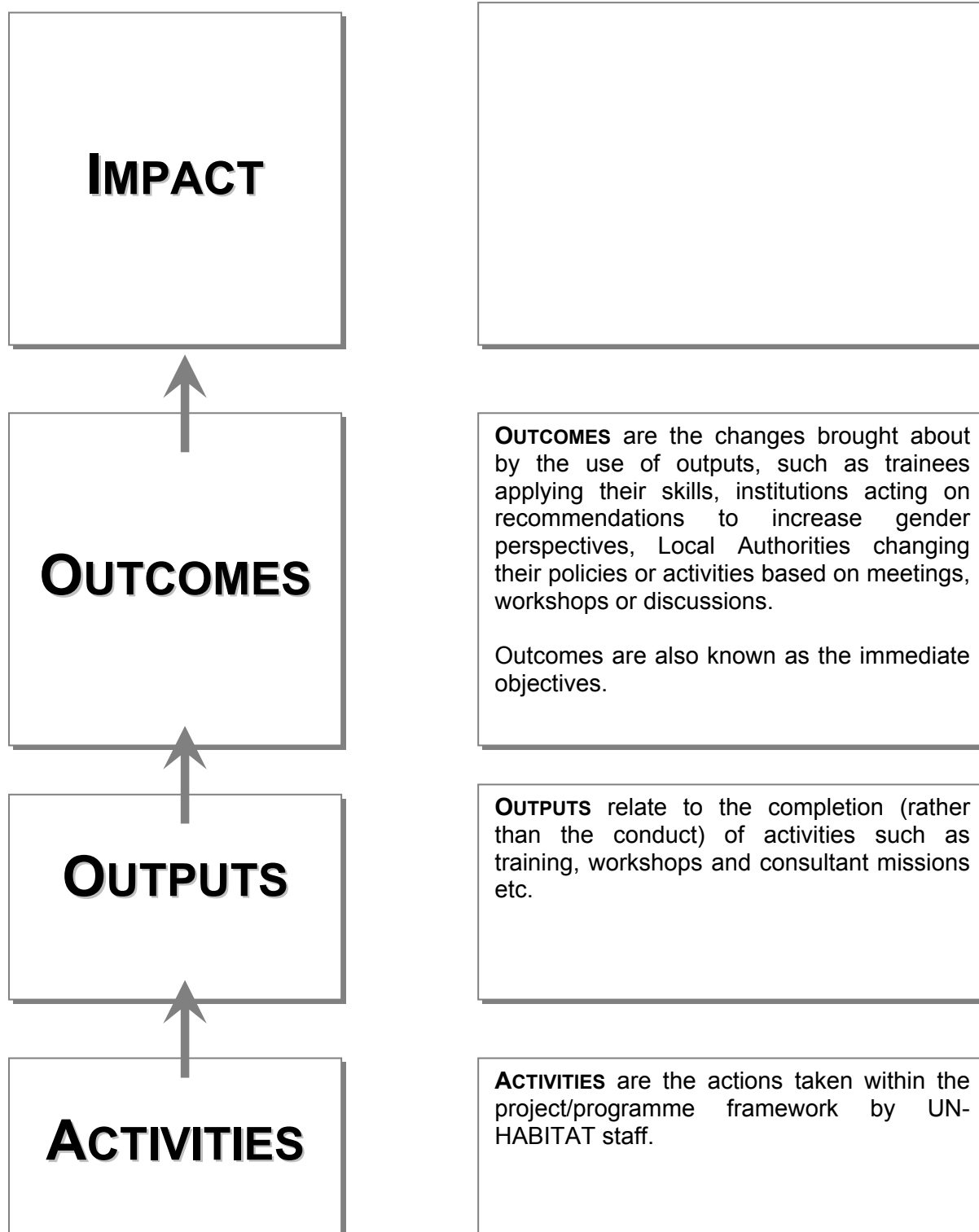
Step Two:

Turn to Handout A3. In smaller groups, prepare a logical framework for the above project focusing on how gender is involved in each step. A normal logical framework would look at the impact of the project in many different ways, but this should focus on the gender elements – how gender issues can be incorporated in the activities of the project, in the outputs, in the outcomes and in the final impact. Finally, ensure that you state why the gender perspective is important for the overall project at each stage.

Step Three:

Report to the larger group on what ways you incorporated gender in each step of the logical framework and compare the responses.

What is a Logical Framework? – Concepts and Definitions*



* This exercise is based on an exercise prepared by UNDP in Assessing and Managing Programme Results, 1998

HANDOUT A3



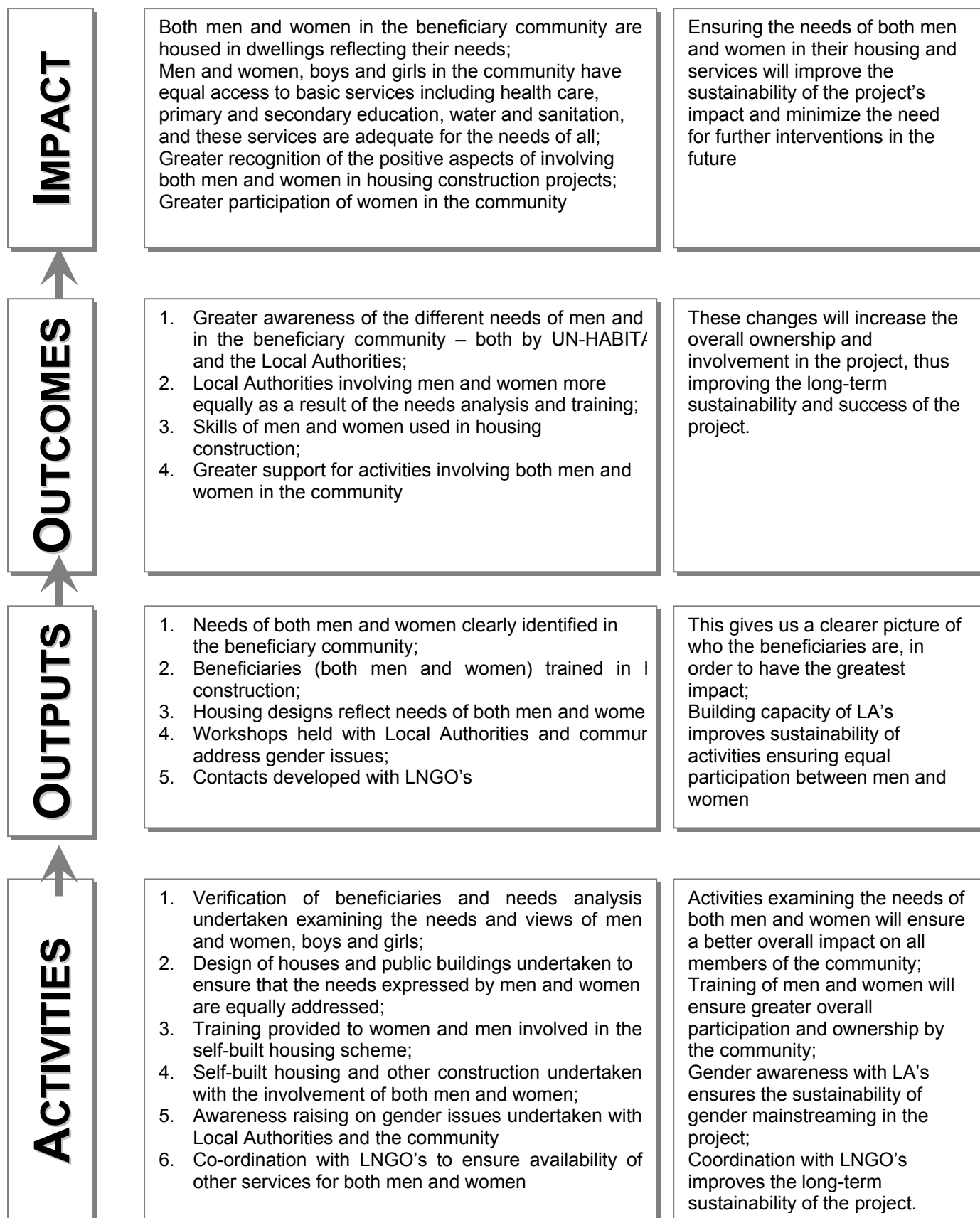
INCORPORATING GENDER IN A LOGICAL FRAMEWORK:

WHY IS THIS IMPORTANT?

IMPACT		
OUTCOMES		
OUTPUTS		
ACTIVITIES		

INCORPORATING GENDER IN A LOGICAL FRAMEWORK:

WHY IS THIS IMPORTANT?



GENDER AND PARTICIPATION: EQUAL INVOLVEMENT OF MEN AND WOMEN IN HUMAN SETTLEMENTS PROJECTS

EQUAL PARTICIPATION:

Participation is a strategy that is central for developing sustainable human settlements. However, ensuring equal participation of women and men in the design and implementation of projects is a difficult task. Strategies must be developed to ensure that the cultural constraints on women and men are considered so that substantive participation from all members of the community is possible.

Strategies of participation in any programme must acknowledge the various inequalities that are present in any society. These may be based on class, wealth, race, gender, disability, age, or other cultural factors. These factors make equal participation of all members of society more difficult and therefore specific strategies must be designed in order to ensure that all these voices are heard and considered.

IMPLEMENTING EQUAL PARTICIPATION OF MEN AND WOMEN IN HUMAN SETTLEMENTS PROJECTS:

Because of the inequalities discussed above, it is important that strategies for community participation make a special effort to ensure that both men and women have equal access to meaningful participation in programming. This checklist offers some ways in which you can ensure that the unique concerns of men and women are equally considered in programming.

Gendered PRA Strategies – Employing PRA strategies, which include gender as a key component, in community participation work, is an important way of ensuring that gender perspectives are included in all community work.

Access to Consultations – Often when consultative processes are held in the community, women are unable to attend as a result of heavy domestic workloads. Therefore it is important to ensure that the consultations are scheduled at a time and in locations where the women will be able to attend. In addition, support for transportation and childcare facilities will improve the ability of women to be involved in the process.

Cultural Considerations in Participation – Often women and men are not socially comfortable speaking out in a mixed setting. Therefore, in order to elicit the maximum participation from all men and women who attend workshops, meetings and consultations, the needs for possible gender segregation should be explored. However, it is also important in such cases to ensure that this allows for women to be involved in the decision making processes and does not serve to further marginalize their position vis-à-vis that of men.

Information about Community Participation – Again, many times men and women will not have equal access or facilities to learn of upcoming consultations or other meetings. It is important that a special effort is made to ensure that both men and women in the communities are aware of the meetings as well as being able to attend.

Coordination with Community Groups in the Area – Contacting community and women's groups in an area in which a project is to be implemented will give you

INCORPORATING A GENDER PERSPECTIVE IN SETTLEMENTS PLANNING:

WHY IS GENDER AN IMPORTANT ASPECT IN PLANNING HUMAN SETTLEMENTS?

Settlements planning must address the various needs of all members of a community in the most equitable way possible. As such, understanding the gender dimensions in the society will highlight the different needs and views of men and women in terms of the settlement in which they live. In addition, a gender perspective will give insight into the power disparities in a society, and therefore prepare the programme better to address issues of inequality and marginalisation, both in terms of the planning itself, as well as the participation of the community in needs assessments and so forth. Settlements needs differ between men and women, boys and girls, and for a settlement to be truly sustainable, it is important that all of these needs are considered.

All aspects of settlements planning should therefore be considered in a way that recognizes the unique needs of men, women, boys and girls. There are, however, certain aspects of planning that should be highlighted in terms of their relationship with gender perspectives in planning and implementation.

Land use planning is of particular importance, as the distances between various services will often have a greater impact on women than men. For example, the distance to markets, health centers and schools can create an additional burden on women as the main caregivers for children and the infirm. Therefore, taking these issues into consideration when developing a settlements plan can improve the accessibility of these services to women, and reduce their daily workload if they are readily accessible.

Determining which services will be prioritized in a settlement will also have different impacts on men and women. Men and women will often have very different opinions regarding which services will be a priority, as well as how those services can best be provided. It is therefore essential that these different views are taken into account during planning.

HOW TO IMPLEMENT A GENDER APPROACH IN SETTLEMENTS PLANNING:

Preparation of gender disaggregated data - the analysis of settlements and community for planning must be based on data that allows at the initial levels for a distinction between the present situation and needs of men, women, boys and girls.

Coordination with women's organizations - to ensure adequate understanding of women's needs regarding employment, services, transport etc. It is important also to be in contact with groups that are operating at the community level in order to complement the field operations, particularly in terms of the development of a gender perspective.

Accessible consultative processes - it is very important that in all consultations with the community be accessible to both men and women. In that sense, the way in which information is disseminated about the consultations is very important to ensure that women are able to access the information directly. In addition, the timing and location of the meetings should take into consideration the domestic workload of women, and ensure that they are equally able to attend.

EXERCISE:

IMPLEMENTING GENDER IN ALL ASPECTS OF PLANNING:

This exercise is a method to help practitioners examine the way in which gender can be incorporated into each activity undertaken in the planning stage, and how each activity will have to be altered to ensure that gender perspectives are considered and men and women are equally recognised. Participants are asked to fill in the table, examining in each aspect of planning, what information should be collected to ensure a gender focused approach, and what kind of tools and methods can be used to gather this information equally from both men and women. How the information can then be used in the planning to ensure that the needs of both men and women are reflected in the project is the final step in completing the table.

INCORPORATING GENDER IN PLANNING OF SCHOOLS, HEALTH CENTRES AND OTHER PUBLIC SERVICES:

CASE STUDY:

The Local Authorities in Governorate Y have sent to UN-HABITAT's Field Office X a request for the provision of self built houses for 500 beneficiary families, a school and a health center and other complementary services as an integrated package. The site selection has been agreed upon by the Field Office X and the Local Authorities.

The Core Team and FO X are now working in coordination to verify the identification of the beneficiaries and to undertake a needs assessment to ensure that the services requested in the proposed plan address the actual needs of the communities involved.

EXERCISE:

Using the following table, outline what kind of information you would require at each stage to ensure that you were getting equal information from men and women, what tools you would use to get this information, and how you would use this information in the final project planning.

WHAT INFORMATION DO YOU NEED TO INCLUDE GENDER IN THE PLANNING STAGES	HOW WILL THIS INFORMATION BE USED IN THE OVERALL PLANNING?
Beneficiary Identification: Information Needed –	
Tools to Use –	
Community Needs Assessment: Information Needed –	



Tools to Use –

Housing Needs:
Information Needed –

Tools to Use –

Water and Sanitation Needs:
Information Needed –

Tools to Use –

Potential for Alternative Income Generation:
Information Needed –



Tools to Use –

Education Needs:

Information Needed –

Tools to Use –

Health Needs:

Information Needed –

Tools to Use –

IMPLEMENTING A GENDER APPROACH IN HOUSING DESIGN:

WHY IS GENDER IMPORTANT TO CONSIDER IN HOUSING DESIGN?

Incorporating the perspectives of both women and men when designing houses will improve the utility of the house for the beneficiaries. Men and women use domestic space in very different ways. Therefore, what might seem unnecessary from a male perspective can be a key consideration for a woman in designing a house. If a house is going to serve the needs of all of the beneficiaries, consideration of the different needs and desires of men and women is crucial. It is also important to remember that in many societies, participation of women is not always culturally simple. Therefore, ignoring the gender dimension often means that you will only get the perspective of half of the population, and therefore, the positive impact that the houses will have will be extremely low. Designing housing will impact the way in which the people in the household interact with one another, and with the community around them. For housing to be sustainable, it therefore needs to address the unique needs of men and women in this context.

DOES THE LOCATION OF THE KITCHEN IN THE HOUSE REALLY MATTER?

Yes, in many cases, the location of the kitchen, an area in which women spend a great deal of their time, will impact on how easily a woman can access public space – if the kitchen is in the front of the house, there is more opportunity for a woman to observe what is going on outside in the neighborhood.

The location can also impact on the workload of a woman. For example if a kitchen is located overlooking the yard, women can keep an eye on the children and undertake other tasks as required, thus saving time. The space and design of the kitchen itself is also important to ensure that a woman can perform all the tasks required. For example, are the materials used to build the kitchen easy to clean? Such considerations will impact the workload of the women in the household, as well as the overall atmosphere in which they will live.

Such information can be obtained if the methods at the design stage take into account the unique needs of men and women.

WHY IS GENDER ANALYSIS A USEFUL TOOL IN DESIGNING HOUSES?

Housing designs need to be specific to different cultural and geographical areas. For example, it would make no sense to build a house without proper insulation in an area with very cold winters. In the same way, the social dynamics of a society must be understood so that the housing design will have the maximum positive impact, and will have as little negative impact as possible. In this regard, gender analysis is a very important tool for understanding who the people are that the houses are being built for, how they are different, and what their different needs are. For example, often it is assumed that the more services provided within a housing compound the better, for this will make work easier if women are able to wash their clothes within the house itself. However in the Northern Iraqi context it was found that often washing clothes at the river or in the traditional communal areas has given women access to public spaces and greater involvement therefore with other members of the community. Thus, designing a house that is entirely self-contained, may in fact impact negatively on the overall gender situation in the area, as it restricts the public participation of women.

HOW CAN GENDER PERSPECTIVES BE INCORPORATED INTO HOUSING DESIGN?

Participation of the Community – In any community participation strategies (through PRA approach) efforts must be made to ensure the equal participation of women and men (through separate consultations if necessary).

Understanding the Needs of Both Men and Women – in developing the plans, designs and strategies for the programme, the needs analysis must recognize the different needs and ensure that men and women are equally considered.



Gender Focused Monitoring and Evaluation – Feedback from both men and women in the community on the impact of the activities will help to improve the design of housing in the future with an integrated gender perspective.

Ensuring Equal Access to the Participatory Process – Because of the different responsibilities of men and women in a community, it is important to ensure that participation is structured in a way that does not increase the already heavy workload – particularly of women. Thus, considerations such as flexible meeting times and locations, provision of daycare and transport must be made.

Training of Both Men and Women in Housing Design – In building the capacity of the community in housing design, it is also important that both women and men are trained. This will ensure the sustainability of the gender perspective, as well as deepen the involvement of women past the stage of consultation to concrete involvement.

Considering Other Tasks in the Household – Often informal income generating activities are undertaken in the household. Such possibilities should be considered, and it should not be assumed that only domestic tasks take place in the home.

Plan for a Flexible Design – Flexible housing designs that will allow the families – particularly the women – to build on to the houses as their needs and capabilities change will ensure a greater sustainable impact on both men and women.

IMPLEMENTING A GENDER APPROACH IN THE DESIGN OF SCHOOLS:

WHY IS GENDER IMPORTANT TO CONSIDER WHEN DESIGNING SCHOOLS?

Boys and girls will have different needs regarding the way in which a school is designed, not only in terms of their performance in school, but also in terms of whether or not they are able to access the school at all. Access to education is more than just about whether or not a school exists within a reasonable distance from where a community lives. There are cultural constraints that will act as barriers when accessing education, and these barriers will have different effects on boys and girls. For example, if it is not culturally acceptable for boys and girls after a certain age to attend school together, provisions will have to be made to allow for segregation in order to ensure that girls are not kept at home in favour of boys' education. In addition, allowances have to be made to ensure that both boys and girls have adequate space to play, that the water and sanitation facilities in the schools are sufficient and that they allow for greater privacy for girls.

DOES THE DESIGN OF A SCHOOL REALLY INFLUENCE ACCESS?

Yes. The way in which boys and girls are able to access a school will be closely related to the types of facilities that school has to offer. One very stark example is the drop out rate of girls in Northern Iraq between primary and secondary school. One of the primary reasons given for this is that there are fewer secondary schools, and tend to be some distance from the village in which the girl lives. It is considered culturally inappropriate and unsafe for a girl to be traveling back and forth, and therefore many girls are simply held back once they complete primary school. However, the provision of dormitories for girls at these secondary schools will be an alternative, whereby they are not being exposed to unsafe or potentially shameful situations, and will be well served in the school environment. Inclusion of such aspects in school design will have a huge impact on the access of boys and girls to education.

HOW CAN GENDER PERSPECTIVES BE INCORPORATED INTO THE DESIGN OF SCHOOLS?

Participation Does not Need to be Technical – The needs of the boys and girls in the communities in terms of education are clear issues that do not require technical knowledge of design. Therefore, consultations with both men and women in the communities are a positive way of getting feedback about what aspects should be considered when designing schools to maximize the impact for both girls and boys. These consultations should keep in mind the following issues:

Participation of the Community – In any community participation strategies (through PRA approach) efforts must be made to ensure the equal participation of women and men (through separate consultations if necessary).

Understanding the Needs of Both Men and Women, Boys and Girls – in developing the plans, designs and strategies for the programme, the needs analysis must recognize the different needs and ensure that men and women, boys and girls are equally considered.

Gender Focused Monitoring and Evaluation – Feedback from both men and women in the community on the impact of the activities will help to improve the design of schools in the future with an integrated gender perspective.

Ensuring Equal Access to the Participatory Process – Because of the different responsibilities of men and women in a community, it is important to ensure that participation is structured in a way that does not increase the already heavy workload – particularly of women. Thus, considerations such as flexible meeting times and locations, provision of daycare and transport must be made.

IMPLEMENTING A GENDER APPROACH WHEN DESIGNING A HEALTH CENTRE:

WHY IS GENDER IMPORTANT TO CONSIDER WHEN DESIGNING HEALTH CENTRES?

The health needs of men and women, boys and girls in a community will be vastly different. Therefore the facilities offered by a health center must take into consideration the different needs, as well as the different roles of men and women in terms of care giving in the community. Women, as the primary caregivers in a community, will be more frequent users of health services. Therefore it is important to ensure that health centers are designed to provide the greatest possible access, privacy and relevant facilities for the needs of both women and men.

WILL THE DESIGN OF HEALTH CENTRES IMPACT WOMEN DIFFERENTLY THAN MEN?

Yes. The health needs of women are vastly different than men – particularly in terms of prenatal and antenatal care. These periods are especially important to ensure that women have access to suitable health facilities to ensure not only their own health, but also the health of their children. Because of many cultural norms about health and privacy, the way in which a health center is designed will impact how comfortable a woman may feel coming to the clinic, and will therefore affect the rate of usage by women. In addition, as primary caregivers for children, the elderly and the infirm, women spend more time on average in health centers, and therefore different needs in terms of access, places for child care and so forth will have a large impact on women's ability to make use of the facilities.

HOW CAN GENDER PERSPECTIVES BE INCORPORATED IN THE DESIGN OF HEALTH CENTRES?

For the needs of both men and women in the community to be reflected in the design of services such as health centers, there is a need for participatory and consultative strategies to ensure that both men and women are able to be involved.

Participation Does not Need to be Technical – The needs of the boys and girls in the communities in terms of education are clear issues that do not require technical knowledge of design. Therefore, consultations with both men and women in the communities are a positive way of getting feedback about what aspects should be considered when designing schools to maximize the impact for both girls and boys. These consultations should keep in mind the following issues:

Participation of the Community – In any community participation strategies (through PRA approach) efforts must be made to ensure the equal participation of women and men (through separate consultations if necessary).

Understanding the Needs of Both Men and Women, Boys and Girls – in developing the plans, designs and strategies for the programme, the needs analysis must recognize the different needs and ensure that men and women, boys and girls are equally considered.

Gender Focused Monitoring and Evaluation – Feedback from both men and women in the community on the impact of the activities will help to improve the design of schools in the future with an integrated gender perspective.

Ensuring Equal Access to the Participatory Process – Because of the different responsibilities of men and women in a community, it is important to ensure that participation is structured in a way that does not increase the already heavy workload – particularly of women. Thus, considerations such as flexible meeting times and locations, provision of daycare and transport must be made.

EXERCISE:

MAINSTREAMING GENDER IN HEALTH CENTRE DESIGNS:

This exercise is a way for practitioners to examine the more practical challenges of how designs can be altered to reflect the needs of both men and women equally. The questions ask practitioners to examine not only the ways in which the designs could change based on gender issues, but also to think about the ways in which men and women can be equally involved in voicing their needs in the design phase.

INCORPORATING GENDER IN DESIGN OF HEALTH CENTERS:

CASE STUDY:

UN-HABITAT Field Office X has been requested to design a health center for a remote region of the governorate. A design of the health center has been submitted to the Field Office by the Local Authorities, and is presently being reviewed by the design team.

In studies undertaken by the UN-HABITAT Core Team and other agencies, it is clear that the health situation in this region is especially severe. In particular, the levels of infant mortality and maternal health are very worrying. The health center is to be located in a settlement being designed and constructed by UN-HABITAT in order to resettle a number of families living in a nearby IDP settlement. However, the health center, realistically, will provide care for many of the other villages in the region, as there are few other facilities available. The design team of Field Office X therefore has the task of designing the building for the health center in such a way that it will be able to handle in needs of this larger region.

QUESTIONS TO BE ANSWERED:

1. What aspects of the design can be changed to facilitate better access for women?
2. What sort of facilities should be included in the design to ensure that the needs of both men and women are addressed?
3. How can men and women in the community be involved in the design process?
4. What kind of consultation processes will ensure that both men and women give input to the designs?

EXERCISE:

Using the design attached, explain ways in which the design could be altered to address specific needs of men and women.

IMPLEMENTING A GENDER APPROACH IN WATER AND SANITATION SERVICES:

WHY IS GENDER IMPORTANT TO CONSIDER IN WATER AND SANITATION SERVICES?

The provision of water and sanitation services in a community, like the provision of all services, construction and housing, will impact all members of the community, and as such, all members should be equally involved when consulting the communities on needs and possibilities for direct involvement of the community. The impact of water and sanitation services on women however, is even higher, and therefore a gender-balanced approach is critical when designing water and sanitation services.

Women are the Key Users: Water and sanitation are generally considered a woman's domain. Women tend to be the primary collectors and users of water in the community, and therefore their needs must be considered when developing the systems. As a result, women often have a better understanding of the overall water needs of the community in terms of supply, amount, location and so forth. Sanitation systems will also have a disproportionately high impact on women and girls, not only because they are the primary users, but also because of particular biological needs regarding sanitation.

Systems Must Decrease Workload of Both Men and Women: It is incredibly important that water and sanitation services be designed in a way that not only addresses the needs of women and girls as well as men and boys, but also that these services do not increase the workload of women and girls. If properly designed, sanitation and waste disposal systems can decrease the burden on women and girls, who are often responsible for these tasks.

Ensure Balance in Decision Making and Usage: However, despite the fact that women are often responsible for water and sanitation management at the community level, the decision making at the level of planning in a programme or with Local Authorities often resides with men. Therefore there is an imbalance in the decision making structures that needs to be addressed in order to ensure that the needs of both women and men are considered in the design of water and sanitation services.

Sustainability of the Services: It is increasingly recognized that for services to be sustainable, there needs to be commitment and involvement of the community. In the case of water and sanitation, it is doubly important that the commitment comes from those most impacted by the services. Therefore a gender approach is crucial for ensuring that women are able to participate equally at all stages of the programme. Water and sanitation programmes have impacts beyond the provision of these services. If designed correctly, they can increase health, particularly of women and girls, decrease daily workloads, and thus allow time for other activities in including income generation.

DOES IT MATTER HOW WE DEFINE WASTE IN A SANITATION PROGRAMME?

Yes. Women and men will have different approaches to sanitation and waste management because of the different responsibilities they have in their communities for maintaining sanitation, and managing waste. It is possible that the categorization of what is considered waste, of the priorities for its disposal, and the standards for sanitation in a community will be very different between women and men. The methods through which women manage waste in their communities may include reuse for certain domestic items, which may also have an impact on the type of sanitation facilities required in the household.

HOW TO IMPLEMENT A GENDER APPROACH IN WATER AND SANITATION:

UNICEF has outlined the following ten points for successful implementation of gender perspectives in programming:

1. Have the **different needs, interests and priorities** of women, men, girls and boys been taken into account in designing the program?
2. Did you use a **gender perspective to gather information**? Does the data specify gender? For example, an informal setting with a female interviewer may be more conducive to open dialogue with women.
3. Did you **investigate the gender issues** related to water and sanitation provision and use?
 - What are the gender gaps?
 - What are the barriers to reducing the gender gaps?
 - What are their immediate and underlying causes?
4. Do the **WES programme objectives work toward gender balance**? How will they change the condition and position of women and girls and that of men and boys? With respect to:
 - domestic chores?
 - community management?
 - involvement in water supply,?
 - household sanitation?
 - hygiene behavioral activities?
5. Have the **physical and cultural aspects of gender in sanitation** services and hygiene promotion projects been included?
 - Do the sanitation services provide privacy and convenience for women and girls?
 - Is the whole family trained in hygiene promotion?
6. Is there **gender balance in decision-making**? Are women involved in the decision-making process to plan and manage services, such as:
 - where the services are located?
 - the quality of services?
 - the type of services needed?
7. Is there **gender balance in the burdens and benefits** of WES programmes?
 - Do women have equal access to training, paid jobs or other opportunities created through WES projects?
 - Are volunteer and paid jobs equally distributed between men and women? Are domestic chores equally balanced between boys and girls?
8. What are the **gender specific elements in the WES strategies**, with respect to:
 - advocacy and social mobilization?
 - service delivery?
 - capacity building?
 - empowerment?How do they affect women and girls, men and boys at home, in schools and in society?
9. Will the **activities directly impact the inequalities** between girls and boys, women and men?
10. Did you **measure and monitor for separate effects** on women, men, girls and boys?
 - Do the projects explicitly measure for the effects on women and men, boys and girls?
 - Do they assess the changes in women and men's involvement in the project, and their access and control of resources?

INCORPORATING GENDER IN PROJECT IMPLEMENTATION AND MAINTENANCE:

WHY IS IT IMPORTANT TO INCORPORATE GENDER IN IMPLEMENTATION AND MAINTENANCE?

The actual implementation of a project, particularly in the case of structural rehabilitation projects, tends to be an overwhelmingly male process. However, it is important that a gender focus be incorporated at this stage, as the women, as equal members of the community, should also be involved as much as possible in the development of their settlements. There are several barriers to equal involvement in implementation activities, however there are also many opportunities where women can contribute equally in the construction processes. It is therefore important when preparing training programmes in implementation that men and women are equally considered for training and involvement. It is also important when examining the involvement and contributions of men and women in the implementation process to recognize the importance of supportive activities, such as cooking and cleaning, undertaken by women in the process.

WILL INCORPORATING GENDER IMPROVE THE MAINTENANCE OF PROJECTS?

Yes. The maintenance of structures and services once they have been implemented is of utmost importance. Involving men and women equally in the implementation process, as well as throughout all stages of the project, will greatly improve the maintenance of the structures. Particularly in terms of implementation, giving both men and women an understanding from a more structural perspective of what goes into the construction and finishing of a building, will give them a greater appreciation and commitment to its maintenance. In addition, this equal involvement will improve the overall sense of ownership of the project within the community, thus improving maintenance activities. In the day-to-day upkeep of the buildings, it is often women who are performing the daily tasks, and therefore involving them in the implementation phase will ensure that they are better equipped to maintain the buildings after the completion of the project.

EXERCISE:

INCORPORATING GENDER IN IMPLEMENTATION:

This exercise is designed to assist practitioners in the field conceptualize the different tasks of each stage of implementation, and how women can be equally involved in various respects, both directly and indirectly. On the following page is a handout with a case study and table of the different phases of implementation. Groups can use the table to examine the ways in which women can be involved in implementation activities.

INCORPORATING GENDER IN THE IMPLEMENTATION OF HOUSING PROJECTS:

CASE STUDY:

The Local Authorities of Governorate Y have requested UN-HABITAT Field Office X to provide self built houses for 300 families identified in a location specified by the LA's. Of these families, 10 are widow headed households. The location and beneficiaries have been verified by the Field Office and Core Team staff, and the design team in the Field Office has approved the designs for the houses submitted by the Local Authorities. The tendering process and selection of contractors has been completed.

The implementation team is now responsible for the training of members of the beneficiary community and ensuring that the implementation of the construction is undertaken.

QUESTIONS TO BE ANSWERED:

Involving men and women in the community:

1. What procedures can be undertaken to ensure the training of women to be involved in the construction process – beyond the training of the 10 widow headed families in the community?
2. How should the training for women differ from the training provided for men?

EXERCISE:

On the table provided, give detail how women from the communities can be involved in the different stages of project implementation. Please note that there are columns for direct involvement of women – i.e. when they are able to carry out the direct functions of the implementation – and also for indirect involvement, where they may play a supporting role in the implementation process.



PHASE OF IMPLEMENTATION	DIRECT INVOLVEMENT	INDIRECT INVOLVEMENT
Distribution of Materials		
Site Clearing		
Construction a) Site Preparation		
b) Concrete Works		
c) Sanitation Installation		



d) Finishing		
e) External Works		
Other		

GENDER MAINSTREAMING

Background:

Gender mainstreaming has been a widely used concept within the international development community for a decade. In 1995, at the Fourth World Conference on Women held in Beijing, mainstreaming was officially adopted as the international approach towards the goal of gender equality.

Therefore gender mainstreaming is not a strategy specific to any one organisation or group, but rather an internationally adopted approach that should be undertaken by all countries and their institutions. Though gender mainstreaming will differ within different contexts, the common focus for the approach will always be the same: *to integrate gender dimensions, aspects and objectives into all processes (economic, political and social), institutions (formal or informal) and their impact on societies.*

Gender mainstreaming will serve as the tool to reach the goal of gender equality. It will also serve as the instrument to identify the structures, values and norms that form the gender roles (being female or male) of, and engendered relationship between, women and men, girls and boys in order to understand the imbalance and discrimination that structures inequalities.

Before the concept and approach of gender mainstreaming is described here through its background and aim, it is important to outline the basic concept of *gender* and its definition.

The Concept of Gender:

The term *gender* itself does not denote anything, rather it is a grammatical label used to describe a category of words in a language. Therefore it is important to always put the term *gender* into a context that will give it meaning, such as "*gender roles*" or "*gender relations*" or "*gender analysis*". It is in this context that the term *gender* will become a useful concept used to describe the discourse of gender equality and gender dimensions within a society. The term requires a context in order to gain meaning and usefulness to the debate of women and men's equal rights, opportunities and responsibilities, or gender equality.

The term "*gender*" refers to economic, social and cultural attributes and opportunities associated with being female or male. In almost all societies, women and men differ in their activities and undertakings, often with consequences on their access to, and control over resources, and their rights and opportunities to participate in decision-making processes as well as their access to, and participation in, power centres.

Gender roles and responsibilities, therefore, refer to the roles and responsibilities which women and men have, based on them being females or males in a specific society. The use of the word "gender" highlights the insight that these differences are not innate or predetermined and are not the same as the biological differences between women and men. Gender differences have been built upon, and are reinforced by, socio-cultural, economic as well as political institutions, and are therefore different according to the context in which societies are situated and developed. Although gender roles and responsibilities, as well as discriminatory relationships between women and men, are often perceived to be "natural" or "the way things are", they are not, as they can be changed, and the nature of gender

definitions (what it means to be male or female) vary among cultures, and change over time.

A focus on gender inequalities does not imply that all women are worse off than all men are. Rather, this highlights the fact that gender dimensions (being female or male) is an important social division, which is often characterized by inequality between groups of women and men. Being a woman or a man will influence how people see you, the social expectations about how you should behave, people's assumptions about what you might be "good at" or what skills you might have, as well as your life chances. *"The crucial aspect is that there are not just gender differences, but there are fundamental gender inequalities. No matter where in the world you are born, you will generally tend to have greater options, more opportunities and better access to resources -- if you are born male".*(Sida, 1997) What is important to recognize is that these are social distinctions not unlike the distinctions upon which other inequalities in society are based such as wealth/poverty.

It is dangerous, and would be a mistake, to confuse "gender" with "women"; it is therefore important to understand the differences between these two concepts. In order to focus on *gender* and gender inequalities, one must have knowledge of both women and men's roles and responsibilities as it is the comparative analysis between these that will highlight the gender dimensions of a society. Women are a part of a gender analysis or approach, but they do not constitute the only important group when understanding gender inequalities in a society, and therefore women cannot be substituted for *gender* as a concept. An analysis of women or men separately can be of importance but can never replace a gender analysis or perspective as it only highlights the roles and responsibilities of women and will not identify gender differences and inequalities, or the reason behind these. To only state that girls do not attend school adequately does not necessarily mean that this is a result of gender inequalities. It is possible that boys attend in equally low numbers, and therefore it is when you compare these two data that a gender analysis can be made and the origin of any inequalities (between females and males) further investigated.

Women, or men, as a constituency can organize themselves around any common cause or interest but it is equally important to remember that these groups are not homogenous. There is a need to take into consideration a variety of different criteria, such as class, race, ethnicity, social backgrounds and so on. Consequently, the interests of women and men, separately or linked, may be determined as much by their class positions or their ethnic identity as by their gender roles.

Gender Mainstreaming – Some Background and Experiences

Gender mainstreaming has its roots in the earlier strategies developed by the international community, which solely focused on women and girls as primary stakeholders, under the common label of *Women in Development* (WID). WID sought to increase women's participation in, and benefits from, the overall development process by focusing all their efforts on women as the sole target group. Although a broader gender perspective was often used in the planning phase by stressing gender equality as the overall goal, this was not followed up in the later phases. The implementation of projects and programmes, using WID, focused solely on women as the group "that needed help" or "the group with the problem". This created a variety of constraints, and for the long-term development process it often resulted in more negative impact than actual benefits for women in particular, and gender equality in general.

Gender mainstreaming, could be said to originate from the very critique directed towards the Women in Development approach, although there were other important factors that shaped the mainstreaming process.

Three major areas of criticism towards WID are important to mention in order to outline the background of gender mainstreaming. The first area of criticism was directed towards the structure and impact of WID. In reality, WID's efforts to "empower women" often took the form of separate focus-projects for women within larger programmes and interventions. The idea was to strengthen women, as a group, in order for them to be able to participate in future development interventions on more equal terms as men.

While some "women-specific projects" were, and are, innovative and catalytic, most were too small in scale and therefore had limited effect beyond the few women directly involved. Women-specific-projects, or focus projects, often had little relation to the main concerns of the overall programmes and a very small claim on overall programme resources, as well as their outputs. In short, these initiatives did little to prevent women from being bypassed in the allocation the overall resources, opportunities and/or outputs. By women-specific-projects women were already targeted and therefore often "ignored" in the decision-making processes of the overall intervention, as "their needs and demands was already taken care of".

The need to address the issues at higher and broader levels became apparent with the realisation that women's projects and women's components were having a limited impact on the position of women and even less on the social and economic processes that structure gender (in-) equalities. Policies, institutional practices and planning processes have now been identified as important targets for the integration of a gender perspective, rather that specifically on women, because of the broad impact they have in setting the conditions under which communities, households and individuals function.

As it was, research had for a long time demonstrated that inequalities between women and men were based on social norms and values originating from the structures of society. This implied that it was these societal structures that had to be targeted, rather than women alone. Women as a group should not be seen as the problem, but rather as a part of the solution.

Another crucial problem created by targeting all efforts solely towards women, was that the relationship between women and men, often as the arena for discrimination was not made visible. Research, on the other hand, showed that it was the very relationship between women and men that were important to understand in order to understand gender inequalities. To understand women as a group, and their constraints, are not enough, to understand the reasons behind this imbalance. Neither is it enough to pinpoint "men", as a group, as the discriminators with the sole responsibility for gender based inequalities, as the inequalities are often structural and not based solely on individual actions. Again, one has to understand the norms and values, which creates these unequal structures and imbalance between women and men. This is why gender mainstreaming is a more sustainable approach compared to WID, as mainstreaming will rather promote an analysis of the whole society and its structures to identify the root of the problem, rather than solely focusing on one group.

The second lesson learned, was raised by women from the South, and regarded the very terms for women's participation. They claimed that women's participation as such was not the problem, but rather the terms for participating. They argued that

women were already integrated into society and the economy, and that their work (both productive and reproductive) was critical to sustaining and developing the society. Empowering women, as a group "outside" the mainstream, within an already unequal development process (or unequal societies for that matter) is not an effective means to achieve any real change for women. Particularly when women had so little influence of the development choices and directions being pursued at the national and local levels.

Rather it was the terms of this participation that had to change and the very norms and values that created the criteria for the participation of women, which has to be re-evaluated. Again, it was identified that it was not enough to target women, as they alone cannot alter their own position. Men's roles and responsibilities also has to be recognised and their constraints, demands and needs equal attention. Men as a group are not always better off than women, and their participation should not be taken for granted. A change in women and men's roles and interactions, or relationship, therefore needs to be recognised and accepted by the whole society. Mainstreaming offers the international community the tools to understand and analyse these structures and promote changes for women's, as well as men's, participation.

The third lesson learned from implementing the WID, was linked to the concept of gender vs. the concept of women. Again, criticism evolved from the South, towards the western institutions and their understanding of "women" and "women's problems and constraints". The overall argument of this criticism was that there are no such thing as global "women's problems", and therefore no such thing as global demand from women, or a global solution for that matter. The basic argument was that every society has its own structure and its own norms and values, and therefore its own framework for discrimination. The problems that faced women in Europe and North America were not the same problems that faced women in Asia or Africa. Not even groups of women within Europe and USA had the same demands; as for example African American women in the States raised other issues and demands, than their national sisters. The criticism emerged from the fact that many of the development initiatives from the North (Europe and USA), where most of the donor-institutions were based, was not relevant for the women in the South. The basic message was that there are no such thing as a "universal woman" (or man for that matter) but rather gender roles that are determined by the surrounding society and its structure of cultural, economic and social institutions. What the concept of "gender" did, was to alter our understanding of women and men, by offering a new set of tools that would facilitate our understanding of women and men's roles and responsibilities within their context. Gender aware analysis and methods would make it possible for us to avoid assumptions based on our own knowledge often formed by our own contextual experiences from discrimination and inequalities. Gender mainstreaming, by requesting a gender analysis, will answer directly to this criticism by analysing the situation before any decisions are made, concerning the needs and demands, opportunities and constraints created from a specific society and its context.

These three areas of criticism of the WID approach, shows us the demands that paved the way for gender mainstreaming. It was clear that there was a need for a strategy that targeted the whole society, identifying its institutions, structures and value systems as the basic cause for gender based discrimination. WID alone does not work as the only strategy as it focus solely on women, and as such marginalises women from the mainstream by making them a special group "outside" the rest of society. WID was often based on the understanding that women and their problems were homogenous, therefore using the same project form with similar goals and objectives in any country. Again, this is something that a gender mainstreaming approach avoids by promoting a general understanding of gender roles and

responsibilities to be analysed and used at all levels of any interventions. Mainstreaming gender implies that the norms and values that create roles for, and relationships between, women and men are identified, and understood.

Lastly gender mainstreaming is a long-term strategy, compared to the relatively short sighted impact of WID. As an example: WID would target women's low or/and informal income through implementing small scale income-generating-activities, gender mainstreaming however would focus on revising and improving laws and regulations and therefore aims at the very heart of the problem.

Although the overall WID approach has been exchanged for gender mainstreaming by the international community, the need for targeted activities still remains. Today focus-projects are used as a part of the overall mainstreaming strategy, but with the difference that men and women, girls and boys can be targeted through a special focus, if deemed necessary.

Gender Mainstreaming – The Concept and its Outline

Gender mainstreaming as a concept, refers to an integrated approach towards the goal of gender equality. Mainstreaming as such refers to the approach of integrating (or mainstreaming) gender dimensions and aspects into all processes, institutions and stakeholders of a (or any) society or community. Gender mainstreaming refers to the necessity to create and sustain gender aware and sensitive societal structures and will therefore direct the mainstreaming approach towards societies and /or communities as a whole.

Being part of the mainstream means having equitable access to all processes and all forms of development, to share its resources, opportunities and rewards as well as its responsibilities and constraints. Mainstreaming will demand that all groups and citizens of any society, both women and men, girls and boys, are a visible part of, and actively participating in, the mainstream. A gender mainstreamed society or institutions, implies a society (or institution) where equal and non-discriminatory participation in influencing and shaping any political, economic, and societal or cultural process through being a part of the decision making is existing.

A gender mainstreaming approach should strengthen the legitimacy of gender equality as a fundamental goal, to be reflected in all development and institutional practices, and as such be able to influence the broader economic, political and social policies and structures. But this can only be gained when it is recognised that gender inequalities are consequences originating from norms and values of a whole community, and is not seen as a "women's-problem". It is a societal problem that is affecting the whole society and all its members, and is not a problem linked to any specific group of individuals.

Efforts to achieve the goal of gender equality should therefore be brought into the mainstream of decision making, as a central criterion for any process or development intervention, and as such be pursued from the centre rather than the margin. The concept of mainstreaming therefore outlines an overall approach rather than a goal in itself and can therefore never be outlined as a separate strategy aside from the overall programme.

Mainstreaming implies more than just ensuring equal numbers of women and men in current systems, institutions, and structures. It involves changing policies and institutions so that they actively promote, and fulfil the goal of gender equality. It involves changing the very conditions of participation for women, as well as men, and

the very values and norms that shapes the roles and responsibilities for women and men (or being female or male) and their opportunities to influence the decision making and development of societies.

Gender mainstreaming will take different forms and shapes according to the context where it is implemented. As different societies and communities have different needs and diverse demands as well as a different set of problems and constraints, the process has to be planned accordingly. Therefore it is all the more important to treat it as a strategy or an approach, and not an outlined and ready set method, as this would imply an equally ready set of tools and instruments to use. There is not one single way of implementing gender mainstreaming in everywhere, but rather one for each setting and each situation. (Tools, in the form of the gender analysis are outlined in further detail in Capacity Building Sheet 2.)

Gender Mainstreaming – Strategy and Strategic Objectives

The goal of a gender mainstreaming strategy is gender equality. Mainstreaming is an approach to work toward the goal of gender equality. It is not an end in itself.

As already been stated here, mainstreaming is not a method as such, as a method would supply its user with strict guidelines and tools in order to be implemented. And following the previous outline of the background of gender mainstreaming it is clear that one outline is not enough, as any mainstreaming approach must be formed from the context where it is implemented. There is no universal mainstreaming approach, but a variety of approaches based on the same strategy with some common features. These common features will guide and assist its user in identifying the right method for a specific setting, be it a community, an institution or a development intervention.

A mainstreaming strategy does therefore, not entail only the effort to integrate women into the overall framework or intervention at hand, but it is rather the terms of this integration. As equal partners with men and through active participation in forming, deciding and implementing the changes in societies that will form a mainstreaming strategy. Therefore, the most important feature is that women and men must participate equally and on the very same terms, whenever a mainstreaming strategy is implemented.

GENDER ANALYSIS:

WHAT IS A GENDER ANALYSIS?

Gender analysis is a method of social analysis. The focus of the analysis is to examine a society based on the dynamics and interplay of the roles and responsibilities of men and women, boys and girls in the society. Thus, gender analysis allows for an examination of the society at all levels however it does so with a focus on how gender dynamics impact the society. Such an analysis is extremely useful not only for mainstreaming of gender issues into programmes in a particular situation, it is also an important tool for a broader understanding of social dynamics and therefore will improve the overall impact of programming more broadly.

HOW DO YOU CARRY OUT A GENDER ANALYSIS?

A gender analysis always has to be carried out at all different levels of the community/society with diverse stakeholders in focus. Such an analysis must also be undertaken at the initial phase of any intervention for an adequate gender mainstreaming approach to be outlined and planned.

It is important when compiling a gender analysis to keep in mind what the analysis or its outcome in the end will be used for. Always keep the intervention in mind in order to get as much relevant information as possible. Some basic question that always should be addressed in a gender analysis in order to guide the outcome, are:

- Who are the primary **target groups** -- and what are their **demands**?
- What **objectives** are therefore relevant for the intervention?
- What **activity** (-ies) would be best suited to achieve these objectives?
- What are the biggest **risks** with/for the intervention?
- Which are the most useful entry points/**opportunities** for gender mainstreaming?

By keeping these questions in mind, at an early stage you will be able to limit the scope and the aim of the intervention, focusing only on specific information regarding the target groups and their needs and demands as well as their context. By steering the gender analysis through these overall questions the mainstreaming approach will be focused and clear already from the beginning. A area such as risks will be important to identify early as you will be able to prepare yourself for any negative impact the intervention might have, or any factors that might intervene negatively on the objectives and activities of the intervention.

One last issue should be presented in more detail here before we start with the levels of questions; the *stakeholders*. This concept, or term, is often used in a very confused or misunderstood manner within projects and programmes. It is therefore crucial that we outline the correct definitions of the different levels of groups here:

- **Primary Stakeholders**

This is the first priority of any intervention as they are the TARGET GROUP. The group that will benefit from the implementation of the intervention -- it is this groups that will be central to the analyse and all stakeholders/groups with any connection to the target group (economic, social, cultural, or political) must be outlined, at least the groups that are in any form of power relation to this group.

- **Secondary Stakeholders**

The intermediaries of the intervention, or the IMPLEMENTERS: This group can be a partner to, or the owner of, any intervention. They will have to participate in all phases of the intervention in order to be able to implement its activities. It is

this groups that has to fully understand the outcome and implications of the gender analysis, as well as be gender aware and have the capacity to mainstream the intervention at hand.

- **Key Stakeholders**

To be key stakeholders you have to have a power relation to any aspect of the intervention. This is often a term used when describing the FUNDING AGENCY/DONORS but it can also entail any institution or group or individual within a society that has the power (that is outside the control of the intervention itself) over any aspect or process that is necessary for the achievement of goals.

The examination of the various levels in a society will necessitate the highlighting of different aspects and dimension of the society. Some guidelines for the different levels are outlined below through the posing of some relevant questions. The sectors and areas chosen here are meant to give broad examples of common levels to give a general idea of what is required from a gender analysis. The levels chosen are therefore:

- The Community Level,
- The Specific Sector (disaster, reconstruction etc)
- The National Level

However, before outlining the three levels, there are some general areas that should be outlined first as they always require further elaboration within a gender analysis. These areas cover some basic entry points for gender mainstreaming that will be of importance when planning a gender mainstreaming approach as they are of central importance to the goal of gender equality and women's rights:

- The legal framework
- Policies and Policy instruments
- National Machineries on Gender Equality and Women's Rights
- Partners and Networks
- Statistics and Data

The Legal Framework:

1. What are the legal differences for women and men, if any?
2. What are the legal practices, and legislation, common in the country relevant for gender equality and women's rights in the area (-s) that your intervention will be active in?
3. What legal instruments can be used to protect the equal right's, and terms of their participation for women and men?
4. Is there any specific laws, or legal instruments, that are applicable on the area of your intervention?

Policies and Policy Instruments:

1. What policies are in place in the specific sector, or area of the intervention? Do they elaborate or mention, women and men's equal rights and responsibilities within the specific area?
2. What policies will be useful for you in the planning and outlining of your intervention? What can you refer to, in order to raise the issue of women's rights and equality?
3. Who are the policy makers? What instruments are available for women and men to approach and influence policy makers/institutions?

4. Is there a specific policy regarding women in the specific area for the intervention?

National Mechanisms on Gender Equality and Women's Rights:

1. Under what Ministry, or similar institution (such as Departments) are Women's Rights and Gender Equality assigned to? Does these issues belong to any specific Ministry?
2. Is there a national Action Plan in place for these issues?
3. What issues are they, at the national level, raising as major concern and crucial areas that could be linked to the intervention?

Partners and Networks:

1. What groups, NGOs, CBO's or similar are working in the area of gender equality and women's rights, are active in the area of the intervention?
2. Are there any research-institutions active in the country or region, focusing on women's or gender studies? Have they done any research on the area of the intervention?
3. What information on the specific situation in the country, at the community level or in the specific sector can they assist you with?
4. Do they have specific issues or areas of concern, connected to gender equality and women's rights, in the area that you plan to work within?
5. How can you collaborate within the area of the intervention, on the issues of concern?

Statistics and Data:

1. What statistics are available on the area of the intervention? Is it gender-disaggregated? How will this information be used for the intervention?
2. What other forms of data are available, on gender issues, within the area of the intervention?

THREE LEVELS FOR GENDER ANALYSIS

For the different levels that you might be working with in any interventions the gender analysis must capture the specifics of that specific level or area. The questions you ask on a community level can not be asked equally on the national level or the regional level, as these might reflect on too detailed information that is far too complex to ask on a national level. Therefore the gender analysis must be especially designed for every new interventions even though a skeleton for each area or level could be outlined:

Community Level:

1. Are there any women's organisations active in the community? If so what issues are they raising as important and crucial, that are relevant for the area of the intervention? (*How can you collaborate with these organisations?*)
2. What are the division of labour, who does what? Who has the largest workload, doing what? (*If there are any inequalities between women and men in the division of labour and work-load, why are they there and how can the intervention improve this situation?*)
3. And who is responsible for what? (*How can the intervention raise this issue? How can the intervention improve these inequalities?*)

4. Who owns what? Who controls what? Are there any inequalities between women and men in this area? Who benefit's, who don't? What are the causes? *(How can the intervention raise these issues? How can the intervention improve these inequalities?)*
5. What are the major constraints for women, and men, respectively, and what are the reasons behind this division between women and men respectively? *(Can the intervention ease this burden for women and men will both groups benefit from the intervention or will one group get event a larger burden to carry?)*
6. Who owns the land/tenure/house and what constraints/ opportunities does this open up for women and men, girls and boys respectively? *(What can the intervention do in order to improve, and/or raise this issue for the Community?)*
7. What is the situation for girls, compared to boys, do they go to school? Do the work, with what? What does the future look like if you are a girl in that specific Community? Will you inherit land, have control over any resources? *(Can the intervention you work with improve the situation for girls, if necessary? And if so, how)*
8. What legal issues are relevant within the Community and how do they impact on women and girls? *(How can the intervention raise this issue? How can the intervention support the claim on legal reform within the country, for the Community?)*
9. What does women and men themselves have to say about the situation, their roles and responsibilities and needs and demands? *(How can the intervention address these issues?)*

Specific Area or Sector:

1. What laws and labour regulations are available for this sector (What Ministry is in charge -- do they have a gender policy or relevant guidelines in place)? How is women and men treated (similar or different or is it "gender blind")? How does this impact on women and men differently? *(How can the intervention address this issue -- if there are inequalities?)*
2. How does the UN treaties and charters address the areas of the sector? What Conventions and Declarations are in place? Has the country ratified and adopted these? What issues do the Ministry, or Department assigned to Women's Rights and Equality, raise as crucial for the sector? *(How can the intervention support these demands from the international communities? What work is already there and how can the intervention address this?)*
3. What is the praxis within the sector, for women and men? Do they face different problems and constraints? Do both groups have a formal status, or informal status within the sector? How does this impact on women? *(What component in the intervention will address this issue?)*
4. What are women and men's roles and responsibilities within the sector/area? Is this based upon inequality or injustice between women and men, or is there any other factor involved? *(If there are inequalities within the sector how will the intervention raise and address these issues? How can you intervene?)*
5. What is the difference, if any, in pay, or salary, between women and men? Is it because they do different forms of work, or is it based upon inequalities, or both? *(How will/can the intervention address this issue?)*
6. Are there any problems within the sector regarding security and safety for women? What forms of violence, abuse, or neglect do women suffer from? *(How can the intervention help to prevent this abuse?)*

National or Regional Level:

1. What is the legal framework, regarding women and men, on the national level? What laws and policies are in place and what institutions are implementing them? What is often seen as the overall problem (-s)? *(What can you do to raise these issues? With what means?)*
2. How are the laws, regulations and policies followed in the country? What is the praxis? Are traditionally or customary laws used? How is women and men affected by these laws and policies on the ground? *(If discrimination is common within the area of the intervention, how will it address these issues?)*
3. What institutions are available and active within the area of gender equality (Governmental and Non-Governmental)? What issues are these actors raising as the most crucial? Are any of them linked directly, or indirectly, to the area of the intervention? *(What can be done within the framework of the intervention in order to support these efforts and raise the issues of concern?)*
4. What instrumental institutions and other groups linked to women's rights and gender equality within civil society are active in the area closely related to the interventions? What are they doing on a national level relating to gender equality? *(How can the intervention and its actors collaborate with them?)*
5. Is it a national Action Plan in place, and if so, who is in charge of its implementation? What issues do they raise as crucial?
6. What relevant disaggregated statistics and data are available on women and men, nationally and internationally? What impact does these has on planning your intervention? How does these affect the decision making on the interventions? *(How is the intervention going to use this information?)*
7. Where are mainly women and men, respectively, situated in the country, mainly rural or urban? What work/form of production, are most common within the groups (Formal/Informal)? What impact does this have on their rights and equality?
8. What acts of violence and abuse are common in the country? *How will the interventions work to avoid this and support the efforts in the country to overcome these issues of violence against women?)*
9. What problems, and constraints, are equal for both men and women? And what problems are unique for women or men, respectively?
10. What kinds of safety nets are available in the country? *(How can they be supported within the framework of the intervention?)*
11. What studies has been made on the national, regional level on issues relating to gender roles and responsibilities, gender inequalities and women's rights? What do they conclude? *(How can these results be used in planning the intervention?)*
12. What previous interventions have been implemented within the country, and what were the experiences/knowledge gained (lessons learned) from this?

UN-HABITAT GENDER POLICY

Introduction: Before outlining the policy on mainstreaming gender equality and women's rights, some practical issues regarding this document should be clarified for the reader. This is a policy document and not a plan of action. Thus strategies and direct activities are not outlined in this particular document, but rather the principles, objectives and overall purposes that should guide UN-HABITAT's work. The policy includes two parts: a policy document and an action plan that will develop further on the direct strategies and activities for the implementation of the Habitat Agenda with a gender perspective.

UN-HABITAT's Gender Mainstreaming Action Plan will be directly linked to the objectives and aims in the policy document. The Action Plan will have the purpose of outlining how specific goals formulated in the policy should be implemented in the field and on the ground.

The Policy document is based on two equally important objectives:

1. Women's right to empowerment through participation in Human Settlements Development and,
2. Gender Mainstreaming in Human Settlements Development.

These two objectives should always guide, and be mainstreamed within, the interventions planned and implemented by UN-HABITAT, and be taken into account when reviewing such activities.

Mandate and Steering documents

UN-HABITAT has a clear mandate, and is under strict requirement, to implement and promote gender mainstreaming in the international process towards equality between women and men, girls and boys through human settlements development. This mandate is clearly outlined in a number of internationally ratified and adopted documents and action plans, as well as in UN-HABITAT directly linked declarations and resolutions.

Of crucial importance to UN-HABITAT is the Istanbul Declaration with its action plan, the Habitat Agenda, adopted by the Second United Nations Conference for Human Settlements in Istanbul, 1996. This document is fundamental for all policies and policy decisions made by UN-HABITAT and its management. Its content is based upon ten goals and seven commitments for human settlements development, to be implemented by governments and stakeholders in general and UN-HABITAT in particular. As UN-HABITAT is the UN focal point for Human Settlements Development, the agenda set in Istanbul in 1996 is of crucial importance to the Programme's work.

The following commitment was made in the Habitat Agenda of 1996 and is of central importance to UN-HABITAT in all its interventions:

"(46) We commit ourselves to the goal of gender equality in human settlement development. We further commit ourselves to:

- a. Integrating gender perspectives in human settlement related legislation, policies, programmes and projects through the application of gender-sensitive analysis;
- b. Developing conceptual and practical methodologies for incorporating gender perspectives in human settlements planning, development and evaluation, including the development of indicators;
- c. Collecting, analyzing and disseminating gender-disaggregated data and information on human settlement issues, including statistical means that recognizes and make visible the unremunerated work of women, for use in policy and programme planning and implementation;
- d. Integrating a gender perspective in the design and implementation of environmentally sound and sustainable resources management mechanisms, production techniques and infrastructure development in rural and urban areas;

- e. Formulating and strengthening policies and practices to promote the full and equal participation of women in human settlement planning and decision-making."

(Chapter III, Commitments, Habitat Agenda, 1996)

Although the Habitat Agenda is of specific interest to UN-HABITAT there are several other internationally adopted and ratified documents that are crucial to promoting gender and women's rights in all societies, which should be considered by UN-HABITAT, as part of the international community. These include internationally ratified Conventions such as CEDAW (Convention on the Elimination of all forms of Discrimination Against Women), 1979; as well as the Beijing Declaration and its Platform for Action (1995). Based upon commitments made by all UN member states these should also guide the UN agencies in their work, as well as its Member States. (For more detailed information on CEDAW and the Beijing Declaration and Platform for Action see Appendix 2 and 3)

UN-HABITAT's mandate to work with gender mainstreaming towards the goal of gender equality is also outlined in a number of resolutions adopted by the Governing Council of UN-HABITAT and the General Assembly (GA) which are also worth paying attention to. (See Chapter 2, in the Gender Policy on Gender Mainstreaming in UN-HABITAT).

All of the above mentioned documents demand gender aware and sensitive work from UN-HABITAT and its staff. They demand that women's rights and the gender aspects of development in the field of human settlements development are taken into consideration in all policies, planning, and implementation at all levels. In order to abide by these demands on gender mainstreaming, respect to women's as well as men's roles and responsibilities must be taken into consideration in all activities that the Programme takes active part in. The commitment that UN-HABITAT has towards the international community is to follow these various guidelines and make sure that women and men take equal part in planning, and to equally share the benefits of programmes and projects implemented by the Programme. A wider commitment for UN-HABITAT is to facilitate an overall transformation through the adopted policy so as to strengthen women's empowerment and gender mainstreaming in human settlement development.

1.2 Policy outline

UN-HABITAT's Gender Policy is structured around three specific areas in order to clarify the policy framework and objectives for the Programme's gender mainstreaming strategy. The following three major areas will be addressed and outlined in the Gender Policy:

- i. UN-HABITAT's Gender Policy and its overall Goal and Objectives.
- ii. UN-HABITAT's gender mainstreaming approach.
- iii. UN-HABITAT's roles and responsibilities among staff and management.

Overall Goal and Objectives

UN-HABITAT's overall goal of mainstreaming gender equality and women's rights into all activities implies that the Programme has to be proactive regarding equality between women and men, girls and boys, in all areas of its mandate, according to the international commitments made.

The international community has affirmed and reaffirmed their commitment to women's empowerment and gender equality in a number of documents. The most important and strongest document in the area is CEDAW, the Convention on the Elimination of all forms of Discrimination Against Women from 1979. (See Appendix 2 for a more detailed presentation). The binding commitments of the Convention (CEDAW) were reaffirmed in the equally important Beijing Declaration of 1995, and its Action Plan the Platform for Action. (See Appendix 3 for a more detailed presentation.) In this conference, the Fourth World Conference on Women held in Beijing, China, Governments reaffirmed their commitment to strengthen equality between women and men, identifying 12 critical areas of concern to this

cause. The Beijing conference also adopted the strategy of gender mainstreaming as the overall approach to reach the objective of gender. The following paragraphs from the Beijing Declaration are important in setting the framework for gender mainstreaming:

(Paragraph 13) Women's empowerment and their full participation on the basis of equality in all spheres of society, including participation in the decision-making process and access to power, are fundamental for the achievement of equality, development and peace;
(14) Women's rights are human rights;

(24) Take all necessary measures to eliminate all forms of discrimination against women and the girl child and remove all obstacles to gender equality and the advancement and empowerment of women;

(25) Encourage men to participate fully in all actions towards equality.

The goal of gender equality should be seen as an over arching objective that UN-HABITAT should contribute to as an active participant. UN- HABITAT is expected to perform its role in an international context, as no single actor can alone achieve the goal of gender equality. The international community defines gender equality as women, and men's equal rights, opportunities and responsibilities will take both time and much effort to reach. However, it is something that UN-HABITAT must strive for in its work within human settlement development. It is in this process of reaching full equality between women and men that UN-HABITAT has a mandate to act, and is required to contribute.

According to UN-HABITAT's main steering document, the Habitat Agenda, the overall goal of promoting gender equality should guide all UN-HABITAT's interventions in the field as well as at the policy and decision making level. The goal is outlined in the original version of the Gender Policy from 1996:

Mainstream a gender-perspective and practice a gender sensitive approach in all new and ongoing activities of the Centre

To mainstream gender equality into all its interventions and work is therefore the main contribution to the overall goal of gender equality and women's rights made by UN-HABITAT. By being aware of the unequal status of women and men, boys and girls, contributing to lessen these gender-based gaps, the Programme will actively participate in the work towards the goal of gender equality.

1.1 UN-HABITAT's Gender Policy Objectives

Common to a majority of Senior Managers and staff of UN-HABITAT is the sincere belief in women's rights and gender equality. Although a gender mainstreaming approach of UN-HABITAT's programmes and interventions has begun, and there is a real commitment within the organisation to implement this work, challenges remains in strengthening the capacity to mainstream a gender perspective. This policy aims to articulate the main areas of the gender mainstreaming strategy of UN-HABITAT but the question of "how to" implement these still remains and will be further elaborated in UN-HABITAT's Gender Mainstreaming Plan of Action.

Guidelines for the objectives of gender equality have been adopted centrally for all UN bodies. The following four objectives has been outlined specifically for UN-HABITAT:

(1) Adopt and develop a centre-wide approach and methodology for gender mainstreaming

An approach and methodology to be identified and developed for successful incorporation of a gender perspective into all of UN-HABITAT's interventions in a manner which influences goals, strategies, resource allocation and outcomes. UN-HABITAT must therefore outline its corporate gender mainstreaming strategy, which should be adopted, acknowledged and followed by management and staff.

(2) Identify entry points and opportunities within UN-HABITAT's work

Opportunities and entry points must be identified for introducing gender mainstreaming into UN-HABITAT's work and implementation of the Habitat Agenda. These opportunities should include all phases of the work from planning programmes and projects to policy development and decision making, in order for the UN-HABITAT to produce gender aware outputs. The most important aim within this objective is to make these entry-points visible and accepted within the organisation so that they are used and developed within its particular context by UN-HABITAT staff and management and routinely recognise them for their importance and necessity.

(3) Identify linkages between Gender Equality and Human Settlements Development

This implies identifying and outlining linkages between gender equality and the issues/areas or sector of the agency's mandate. In UN-HABITAT's case this means paying attention to linkages between gender roles and responsibilities within the area of human settlements. Outlining gender linkages in the areas of UN-HABITAT's mandate will strengthen the understanding of why promoting gender equality and women's rights are important in achieving the goals of sustainable development that have been identified for UN-HABITAT.

(4) To develop institutional capacity and knowledge to enable gender mainstreaming within UN-HABITAT

The final policy objective is in regard to the development of the institutional competence and knowledge within the Programme. All UN agencies must, according to UN regulations and mandate, develop guidelines for gender mainstreaming activities, utilising gender specialists whenever deemed necessary, and provide capacity building for all staff and management in the area of gender mainstreaming. This is a learning process that should be implemented at all levels. The responsibility of UN-HABITAT's management is to set aside adequate resources and allocate staff time for the Programme to strengthen its knowledge and capacity of gender mainstreaming.

All the four mentioned objectives above imply a strengthened knowledge and competence of the staff in order to identify when gender mainstreaming should be carried out and how it could/should be done. This therefore demands a learning process, as was mentioned above, to take place among staff and management within UN-HABITAT to be able to:

- a. promote and implement gender sensitive programmes,
- b. initiate analysis of gender roles and relationships,
- c. gender mainstream policies and activities guided by these objectives and,
- d. promote gender equality as a cross-cutting goal in all human settlements development.

The overall goal of gender equality for UN-HABITAT's external work will naturally be to strengthen gender equality and women's rights among the stakeholders in the diverse activities in the field. A gender sensitive approach is not a goal in itself but a means to achieve equal rights between women and men, and to promote women's rights in particular through interventions in diverse countries and communities globally. In most of the societies where UN-HABITAT is active, there are already commitments made on gender equality at a higher level, through adopted Declarations and Resolutions and signed and ratified Conventions. There are often, although not always, national legal frameworks and laws promoting gender equality and women's rights which are equally important to follow in UN-HABITAT's work, as well as lessons learned from the civil society. As the overall objective of UN-HABITAT is in line with international standards, these commitments at the national level all refer to the very same goal.

1.2 Specific commitments required reaching UN-HABITAT's Gender Policy objectives

The above overall objectives for UN-HABITAT's work imply that staff and management give regular input in order to gender mainstream their work within the field of human settlements development. This has implications for all staff at the Programme in ensuring the following aspects in their roles as planners, decision-makers and implementers in human settlements

development. The policy objectives outlined above, are here linked to implications and demands on UN-HABITAT management and staff:

(1) Adopt a programme-wide approach or methodology to mainstream gender

- a. Ensure that effort is made to mainstream programme-wide guidelines and policy documents to acknowledge and ensure that a gender perspective is a formal part of planning and decision making within the Programme's activities.
- b. Develop institutional guidelines for gender mainstreaming, linked to the work programme, are developed, both for specific issues/areas within the Programme's mandate, as well as on an overall level.
- c. Ensure gender mainstreaming is acknowledged on all levels and adopted as the strategy for integrating a gender perspective and supporting women's rights in all activities of the Programme.
- d. Ensure that all phases of the Project Cycle, from the appraisal to the follow-up/evaluation phase, are adequately gender mainstreamed.
- e. Identify and promote adequate tools/instruments for follow-up and monitoring, such as indicators and benchmarks, within all interventions implemented by UN-HABITAT.
- f. Establish and strengthen accountability mechanisms within the UN-HABITAT to ensure gender mainstreaming of all its interventions, such as the Project Review Committee (PRC) and other review processes.
- g. Ensure gender components are included in all interventions when collaborating with partners and agencies.

(2) Identify entry points and opportunities within UN-HABITAT's work programme

- a. Promote the avoidance of discrimination and hardship for both women and men in order for the development processes to avoid impoverishment of women and men, boys and girls alike.
- b. Implement accountable processes of development for both women and men, within the field of human settlement development in general and in the Programme's activities in particular.
- c. Ensure that women and girls through organisations and networks are active participants in the UN-HABITAT's programmes and projects, and that they are always equal partners and stakeholders at decision-making forums.
- d. Collect and analyse relevant data on stakeholders (including target groups) for all activities and ensure that the outcome of these analyses is actively used in programme/project implementation.
- e. Promote and support the development of gender-disaggregated data.
- f. Ensure that knowledge within the field of gender mainstreaming is gained through the above mentioned aspects.

(3) Identify linkages between Gender Equality and Human Settlements Development

- a. Outline and acknowledge how women and men experience human settlements development differently within specific areas of UN-HABITAT's areas of work.
- b. Outline how women and men contribute to and gain from human settlements development differently.
- c. Understand and acknowledge how human settlements development has different impacts on women and men in all interventions of UN-HABITAT.

- d. Identify international Declarations and Conventions adopted or ratified by the international community in general and the specific country in particular, that ensure women and men equal rights, opportunities and possibilities, which could be used as references in diverse activities.
- e. Take into consideration relevant national policies based upon international Conventions and Declarations adopted to ensure and promote gender equality and women's rights within the national legislation.
- f. Acknowledge and cooperate with already active bodies, such as NGOs, civil society groups and community-based organisations and individuals in the field of interest and make use of their knowledge and capacities, as well as strengthen them in their work.
- g. Ensure gender components in all collaboration with partners and other agencies are in place.
- h. Analyse the importance of globalisation and urbanisation on gender roles, as well as identify emerging opportunities for women, vis-a-vis, the changing cultural context, and diversification of employment chances for women.

(4) Develop institutional Competence by allocating staff time and resources

- a. Avail adequate resources to be spent on gender mainstreaming in the form of development of competence through training, workshops, handbooks, manuals and guidelines.
- b. Allocate adequate staff time.
- c. Earmark resources (both financial and regular staff time) for training and capacity building. This form of institutional learning should be encouraged and supported by management within UN-HABITAT.

Raise awareness on UN Conventions and Declarations relevant to the goal of gender equality and promotion of women's rights and empowerment.

2. UN-HABITAT's Gender Mainstreaming Approach

Mainstreaming is established as the overall strategy for promoting and strengthening gender equality at the international level, through documents such as the Platform for Action adopted by the Member States at the United Nations Fourth World Conference on Women in Beijing (1995). The mandate of mainstreaming in all interventions has been carried forward by a number of international and national policies, which all demand that attention, effort and resources are given to create a gender sensitive practice at all levels and in all sectors of society.

2.1 UN-HABITAT's 10 Gender Mainstreaming Principles

UN bodies are all mandated to fulfil this demand for gender mainstreaming in all their activities within the context of the respective agencies. In related steering documents directly linked to the issue of gender mainstreaming in all UN activities and interventions, the basic principles of mainstreaming for UN bodies are outlined. Compiled, they amount to the following 10 principles for gender mainstreaming in UN-HABITAT's work:

1. Initial definitions of issues/problems across all areas of the human settlement field should be done in such a manner that gender differences and disparities will be visible and diagnosed.
2. Assumptions that human settlement development is neutral from a gender perspective should never be made.

3. Gender analysis should always be carried out in both recommendations to policy and planning as well as in operational areas of work before implementation and decisions are made by UN-HABITAT.
4. Systematic use of gender analysis, sex-dissagregated data and commissioning of sector-specific gender studies and surveys are required for all areas of UN-HABITAT's activity.
5. Responsibility for implementing the mainstreaming strategy is system-wide, and rests at the highest level within the agency, and its departments; and adequate accountability mechanisms for monitoring progress in UN-HABITAT's interventions need to be established within each and every area of work. The staff and management are also to be committed to promote and ensure a gender perspective in their collaboration with partners and other agencies.
6. Political will from the Senior Management by providing competent leadership and enabling allocation of adequate resources for gender mainstreaming, including necessary additional financial and human resources in the implementation of the Habitat Agenda.
7. Gender mainstreaming requires that efforts be made to broaden women's equitable participation at all levels of decision-making within the human settlement field. In all UN-HABITAT's interventions care will be taken to ensure that women are consulted equally with men, and that women are involved in projects and programmes, decision-making processes on an equal basis with men. UN-HABITAT should also ensure that assessments are made in every case of the likely impact of the activity on gender equality in the community served.
8. Mainstreaming does not replace the need for targeted, women-specific policies and programmes, and positive legislation, nor does it do away with the need for gender units or focal points.
9. A specific gender mainstreaming strategy for UN-HABITAT should be formulated, and priorities for its interventions established within every branch and unit within the Programme.
10. Provision of training to all personnel at UN-HABITAT headquarters and in the field is essential, as well as appropriate follow-up in order to reach strengthening of competence and knowledge regarding gender mainstreaming and awareness for staff and management.

The direct implications for UN-HABITAT in line with these 10 principles will be outlined in much more detail in Habitat's Gender Mainstreaming Action Plan. However, these principles should be converted into acknowledged and visible objectives for the work of each and every staff member within UN-HABITAT.

2.2 Accountability Mechanisms

Equally important to developing and promoting mechanisms and approaches for gender mainstreaming, is to make these mechanisms accountable within every phase of the work, from planning and decision-making to follow-up and evaluation. The staff and management of UN-HABITAT should be accountable for mainstreaming a gender perspective within all interventions. For this the Programme needs to develop accountability mechanisms that will routinely review the work and ensure that gender mainstreaming is implemented.

Project Review Committee -- (PRC)

This committee is already installed and working in UN-HABITAT reviewing projects and programmes with a budget of US\$100,000 to give input and request clarification before the final decision-making on the further implementation is done. A Terms of Reference for including gender components in evaluating proposals has been developed.

Indicators and Benchmarks

Indicators to measure the outputs of programmes and projects should always be developed in programmes and projects in order to be able to follow-up and review their impact on gender equality. These should include both quantitative as well as qualitative data from the operational activities and should routinely be followed up in the framework of programmes and projects. This aspect is also checked at the PRC.

Follow-up and Monitoring

Institutionalised follow-up and monitoring linked to the above mechanism (the indicators and benchmarks) should be planned for all programmes and projects to review the on-going operational activities and their impact on women and men.

Management Accountability

Management of divisions, branches and units should institutionalise mechanisms in their respective areas of responsibilities, to ensure that gender mainstreaming is implemented through using a gender perspective and that women's empowerment and participation is taken into consideration in all interventions. This could be done through checklists, branch/division specific Projects Review Committees and institutionalised follow-up mechanisms integrated already at the planning stage of activities.

3. UN-HABITAT's Roles and Responsibilities Among Staff and Management

Usually important to any policy document, aside from the goals themselves, are the owners of and decision-makers behind the document. In this case the relevant questions to be addressed by UN-HABITAT's Gender Policy would be the following:

1. Who is accountable and responsible for the implementation of the Policy?
2. Who will provide support to the process of gender mainstreaming?
3. Who is the Gender Policy written for?
4. Who will benefit from it?

Outlining the stakeholders of the policy document makes them visible to the user and therefore accountable to the objectives of the document. A policy document without a known owner is not likely to have an impact or be firmly founded in the organisation. On the other hand a policy document that openly identifies the responsibilities and roles of diverse stakeholders will be more useful and have a larger impact. This section of the Gender Policy will therefore outline the responsible and relevant stakeholders of UN-HABITAT.

3.1 Who is accountable and responsible for the implementation of the Policy?

The responsibility for the UN-HABITAT's Gender Policy is at the highest level of management within the Programme, that is the Executive Director (ED) of UN-HABITAT. The ED of UN-HABITAT will always be ultimately accountable for the end result of the Programme's work as well as its policy decisions, and the implementation of the Gender Policy by UN-HABITAT.

However, as the overall owner of the Gender Policy, the ED will not be able to implement the direct demands of the policy. In every day work, the responsibilities outlined in the policy will therefore be delegated according to the structure of the Programme. Therefore, the Senior Management is responsible for gender mainstreaming in their specific Branches and Divisions.

This system of delegation will be followed throughout the Programme and in the day-to-day work of the staff acknowledging the Gender Policy in the overall framework of the Habitat Agenda. This implies that the ED, together with the Senior Management, has the overall responsibility to ensure that UN-HABITAT's Gender Policy is implemented, and they are accountable for the outreach and impact of its objectives. However, the professional staff of the Programme must be responsible for the direct implementation of the policy document in their day-to-day work and activities.

3.2 Who will provide support to the process of gender mainstreaming?

To support staff in implementing the objectives of the Gender Policy, the Gender Policy Unit (GPU) has been established with the aim of building capacity and strengthening awareness within the Programme. The gender specialists within the GPU will provide support to all levels of the Programme in order to enable a better understanding of and attaining the Gender Policy objectives.

Another support function within the Programme is the Gender Task Force (GTF), consisting of gender focal points from all branches and divisions within UN-HABITAT, including the four

regional offices. The members meet on a regular basis to discuss and develop strategies and institutional mechanisms for gender mainstreaming within UN-HABITAT. The conveyor of the task force, elected by the GTF takes part in Senior Management Board (SMB) meetings in order to incorporate a gender perspective in the decision-making and the procedures at this level. The GTF is also responsible for assessing gender mainstreaming work within the Programme on a yearly basis.

3.3 Who is the Gender Policy written for?

The policy is designed to be used by all professional staff and management in their everyday work as a reference for planning, decision-making and implementation of interventions.

The identified implementers of the Gender Policy, UN-HABITAT's staff and management, are the identified target group as they are crucial in the implementation of the policy objectives, as the agents of gender mainstreaming in UN-HABITAT's work. This includes Senior Managers, middle managers and the professional staff within UN-HABITAT.

As such, the UN-HABITAT staff and management must be viewed as the primary stakeholders of the policy document. The secondary stakeholders, of the Gender Policy, are the numbers of beneficiaries for programmes and projects implemented by UN-HABITAT. These include the women and men in countries affected by UN-HABITAT's operational activities.

3.4 Who will benefit from the Gender Policy?

The overall target group of the Gender Policy are the stakeholders of UN-HABITAT's activities, or the women and men among partners and within Member States. This includes the beneficiaries of programmes and projects, partners such as institutions and NGO's and the government bodies with whom the UN-HABITAT collaborates.

This therefore includes a large number of people and bodies which should all be taken into account in all planning, decision-making and implementation of activities. To be able to reach this group it is crucial that implementers, e.g. staff and management, use the policy in their work to reach the end users or beneficiaries. This implies that these groups of beneficiaries are always kept in mind and analysed from a gender perspective at all levels in implementing the Habitat Agenda.

3.5 Partners and Resources

UN-HABITAT should always aim to implement the Gender Policy in collaboration with external partners from civil society. This includes NGO's, community based organisations and other groups active in the area of human settlements development and gender mainstreaming/women's rights. Staff and management are advised to consult with women's movement and similar groups on a regular basis in their implementation of the Habitat Agenda. Civil society should have a clear entry point in participating and giving inputs to UN-HABITAT's interventions. (See UN-HABITAT's Partnership Policy for more detailed presentation of the partners, roles and responsibility)

3.6 Stakeholders and Beneficiaries

The secondary stakeholders of the Gender Policy, as was stated above, are the beneficiaries of the implementation of the Habitat Agenda. These stakeholders must be visible and their presence articulated in all programme and project planning for UN-HABITAT to be aware of gender differences.

Appendix 1: A Conceptual Guide to "Gender"

The term "gender" refers to economic, social and cultural attributes and opportunities associated with being male or female. In almost all societies, women and men differ in their activities and undertaking, regarding access to and control over resources, and participating in decision-making. Gender roles and responsibilities, therefore, refer to the differences between women and men in societies based upon their sex. The use of the word "gender" highlights the insight that these differences are not innate or predetermined and are not the same as the biological differences between women and men. Gender differences have been built up and reinforced by socio-cultural and economic institutions, over time and are therefore

different in diverse contexts and societies. ***Gender roles, responsibilities and differences are not the same in different societies, but differ according to the historical development and institutions of that particular society, although there are similar inequalities between women and men, girls and boys, globally.***

A focus on gender inequalities does not imply that all women are worse off than all men. Rather, the argument is that gender (being male or female) is an important social division characterized by inequality. ***Whether you are a woman or a man will influence how people see you, the social expectations about how you should behave, people's assumptions about what you might be "good at" or what skills you might have, and your life chances. (Sida, 1997)***

There is a danger, and a frequent mistake, to confuse "gender" with "women"; it is therefore important to understand the differences between these two concepts. In order to focus on gender inequalities one must have knowledge of both women and men's roles and responsibilities as it is the comparative analysis between these that will highlight the gender (in-) equalities of any society. An analysis of women or men separately can be of importance but can never replace a gender analysis or perspective as it only highlights part of the reality. ***To only state that girls don't go to school adequately isn't necessarily based upon gender inequalities as boys might attend in equally low numbers, it is when you compare these two data that a gender analysis can be made and its origin further investigated.***

For UN-HABITAT's work, this implies that the Programme must take into equal consideration and equally address ***equality in control over and access to land, equal participation and roles in decision-making forums as well as an equal say in urban planning and development.***

Women, or men, as a constituency can organise themselves around any common cause or interest but it is equally important to remember that these groups are not homogenous. There is a need to take into consideration a variety of different criteria, such as class, ethnicity, backgrounds and so on. ***Consequently, the interests of women and men, separately or linked, may be determined as much by their class positions or their ethnic identity as by their sex or gender roles. (UNCHS, 1996)***

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- ⁱ UNICEF Northern Iraq Programme Review 1990-2000
- ⁱⁱ UNICEF Northern Iraq Programme Review 1990-2000
- ⁱⁱⁱ UNICEF Northern Iraq Programme Review 1990-2000
- ^{iv} Statement by Executive Director of Iraq Programme at the Informal consultations of the Security Council , Feb,2002
- ^v Iraq Annual Abstract of Statistics 1998/99
- ^{vi} HDR Global Report 2000
- ^{vii} IDP Site and Family Survey; final Report 2001, UN-HABITAT Northern Iraq.
- ^{viii} Louise Waite "How is Household Vulnerability Gendered? Female-headed Households in the Collectives of Suleimaniyah, Iraqi Kurdistan" Disasters, 2002, 24(2): 151-170
- ^{ix} Ibid
- ^x Ibid
- ^{xi} Research by UN-HABITAT and UNOHCI, 2001 - Baghdad
- ^{xii} General Federation of Iraq Women 2000 Report, page 24
- ^{xiii} KEDO, Suliemaniyah, December 2001
- ^{xiv} GFIW 2000 Report
- ^{xv} United Nations (1995), Indicators of Sustainable Development Framework and Methodologies, New York.
- ^{xvi} Secretary-General's 150-day draft report: September 2001; UNOHCI
- ^{xvii} United Nations (1995), Indicators of Sustainable Development Framework and Methodologies, New York.
- ^{xviii} FAO gender and development plan of action 2002-2007
- ^{xix} UNICEF, 2001