

## Programming Guide for Strategy Papers

<b>Programming Fiche</b>	<b>Authors</b> M. Karjalainen, T. Varnai, DEV B/3 <b>Amended by</b> Esther Sommer, CBM
<b>Gender Equality</b> <i>Amended to show how a disability dimension could be included, in the framework of the project</i> <a href="http://www.make-development-inclusive.org">www.make-development-inclusive.org</a> ; contact <a href="mailto:catherine.naughton@cbm.org">catherine.naughton@cbm.org</a>	<b>Date:</b> January 2006 <b>Amended on:</b> October 2007

*For justifications on the disability entry points see: **Justifications to support the inclusion of a disability perspective Gender issues***

### 1. The concept of Gender Equality

Gender equality is an important goal in its own right as an issue of economic and social justice and an issue that cuts across all aspects of development planning and implementation<sup>1</sup>. Gender equality is instrumental for achieving all the Millennium Development Goals (MDGs) and for reducing and eventually eradicating poverty. Poverty is understood not simply as a lack of income and financial resources, but also as encompassing the notion of *inequalities* in access to and control over the material and non-material benefits of any particular society. These resources and benefits include human and basic rights, political voice, employment, information, social services, infrastructure and natural resources. *Gender* is an important determinant of inequality in access to and control over societal resources and benefits. Therefore, redressing gender inequalities must be an integral part of the EC development policy, its strategies and effective implementation, requiring a twin track approach of women's empowerment and mainstreaming of gender equality. Gender mainstreaming is the systematic integration of the respective situations, priorities and needs of women and men into all policies. The purpose is to work to achieve equality by actively and openly taking into account, at the planning stage, the effects of policies on the respective situations of women and men in implementing and monitoring. This process is reinforced by a set of specific measures to support the empowerment of women through their economic, social and environmental roles.

The main responsibility for strengthening gender equality lies with national governments as outlined in the **Programme of Action**<sup>2</sup> The Commission has a key role to play in supporting the priorities and initiatives of partner country governments and civil society in their efforts to achieve gender equality. The topic must be included in the ongoing EC policy dialogue with government and civil society and concern should be expressed if national priorities do not include gender equality issues.

<sup>1</sup> Joint Statement by the Council and the Representatives of the Governments of the Member States meeting within the Council, the European Parliament and the Commission on The European Consensus on Development, adopted 22 November 2005

<sup>2</sup> Communication from the Commission to the European Parliament and the Council on the Programme of Action for the mainstreaming of gender equality in Community development cooperation, adopted 21 June 2001, COM (2001) 295 final

**Activities in the field of promoting gender equality include, in particular:**

- Strengthening human rights, with specific attention to women's rights: land rights, access to credit, role of women and men in conflict and crisis, reproductive and sexual rights, right to physical integrity (responses against domestic violence, rape, trafficking in human beings, honour crimes, harmful traditional practices such as female genital mutilation etc);
- Supporting specific measures related to access to and control of resources and services for women, e.g. in areas of education, vocational training, employment opportunities, and political decision making and governance structures (parliaments, ministries, elections and local governments) and in the private sector. Particular attention will be devoted to poor women **and women with disabilities** in order to improve their access to services;
- Supporting the analysis and improvement of statistics disaggregated by sex and age **and disability**, development and dissemination of methodologies, guidelines, gender impact assessments, thematic studies, indicators, and other operational instruments;
- Supporting awareness raising and advocacy work and supporting the Non State Actors active in the area of gender equality;
- Supporting activities aiming at strengthening institutional and operational capacities of key players in the development process, such as the provision of gender specialists, training and technical assistance and by supporting national institutions such as gender equality ministries, national women's machineries or gender equality commissions and/or committees and Non State actors which can be strategically important for accelerating national progress towards gender equality.

**1. How to analyse Gender Equality in a country context?**

**Analysing gender equality at country level:**

In order to examine gender equality in a national context, there needs to be an analysis of the situation of women and men in a given country across all EC priority areas for development cooperation. The gender analysis is an important part of the overall situation analysis and provides the basis for gender mainstreaming in the preparation of the Country Strategy Paper (CSPs) and Poverty Reduction Strategy Papers (PRSPs). A complete gender analysis would include: the gendered division of labour; access to and control over material and non-material resources; the legal basis for gender equality/inequality; political commitments with respect to gender equality; and the culture, attitudes and stereotypes which affect all preceding issues. **Any Gender analysis should also include women and girls with disabilities, because they constitute a specifically vulnerable group that tends to be overlooked in project**

**planning.** The gender analysis<sup>3</sup> is conducted at the beginning of the drafting process of the CSP, but is particularly crucial for:

**1. Assessment of the national political, economic and social situation:** An analysis should be carried out of the major gender equality issues at different levels and in different sectors and priority areas (e.g. poverty, trade, macro economic reform etc), and in the National Development Plan (NDP). This analysis should also include an evaluation of the country's achievements with respect to internationally agreed upon commitments (Beijing, CEDAW (Convention on the Elimination of All Forms of Discrimination Against Women, **UN Convention on Rights of Persons with Disabilities**), MDGs). Data needs should also be identified, as well as needs for strengthening capacity to compile and analyse relevant data.

**2. Assessment of EC/partner country cooperation:** Information should be given on all EC actions, past and on-going, relative to the achievement of gender equality whether funded from thematic programming "**Investing in People**", regional programmes, or bilateral programmes.

**3. Indicators:** Sex-disaggregated data is needed in order to measure progress towards targets which themselves need to be gender-sensitive. Governments, donors and other development organisations have committed themselves to ensuring that development indicators are gender sensitive within the framework of the MDGs. The core indicators drawn from the MDGs are used as a reference for analysis in the EC CSPs (see Annex B).

## 2. How to address Gender Equality in the Community's response strategy?

The CSPs are an essential instrument for addressing gender equality across the whole spectrum of EC development cooperation objectives. These policy objectives must therefore include the explicit objective of gender equality through the twin strategies of women-focused activities and gender mainstreaming. The operationalisation of a gender-sensitive approach in the programming process requires a gender analysis, which necessitates: incorporating gender in the political dialogue; drafting a gender-sensitive CSP (including a Country Gender Profile where it exists); addressing women's empowerment in the National Indicative Programme (NIP); ensuring that indicators in the NIP reflect impact on women and men, both qualitatively and quantitatively; and promoting civil society participation (particularly by women's groups). The gender analysis and the outcome of the consultations with women's civil society groups must inform all sections of the CSP to ensure that gender inequalities are effectively addressed throughout the EC strategy and the EC's policy dialogue with the partner country. The EC's response strategy will support and strengthen the national gender equality policy. It will devote particular attention to stepping up coordination and harmonisation with other donors, EU Member States in particular, with a view to achieving a joint approach. **The EU's attitude can be influential for including vulnerable groups such as women and girls with disabilities, women with illness or elderly women in development programs** In summary, the CSP will:

- Present a broader and more inclusive understanding of the concept of poverty and how it is experienced differently by women and men across age, ethnic, religious and social dimensions;

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<sup>3</sup> Statistical and other information is available in [country fact sheets](#)

- Reflect on the critical gender issues and the role of gender equality in development cooperation to be addressed in policy dialogue with the country;
- Identify specific measures to promote women's empowerment to be undertaken by EC support;
- Ensure engendering participation by involving stakeholders in each stage of the CSP to ensure that the views of all groups (and both sexes) are reflected in consultations;
- Give support to civil society participation in policy dialogue, formulation and monitoring of CSPs with the goal to adhere to agreed on gender equality commitments.

### 3. Useful links for more information on the concept

**“Gender equality” DG DEV Web page**

**“Gender equality” AIDCO Web page**

#### **Gender Help-Desk:**

- Three gender specialists are available to provide a tailor-made response to the needs of EC staff. They can be very useful for people working in Delegation in the preparation of the CSP. Email: eu-gender@itcilo.org.

#### **Tools:**

- Toolkit on Mainstreaming Gender Equality in EC Development Cooperation
- Assessment of CSP with reference to gender (11/2001)
- Country fact sheets

#### **EU/EC Policies:**

- The European Consensus on Development (2005)
- Programme of Action for the mainstreaming of gender equality in Community Development Co-operation, COM (2001) 295 final
- A brochure on “Gender equality in development cooperation”
- Regulation on promoting gender equality in development co-operation (EC 806/2004)
- Gender Budget Line for 2005-2006
- EU Strategy for Africa COM (2005) 489 final

#### **International Agreements and Declarations:**

- The 1979 Convention on the Elimination of All Forms of Discrimination Against Women
- The 1994 Cairo Programme of Action and +5, +10 follow-up commitments
- The 1995 Beijing Platform of Action and +5, +10 follow-up commitments
- The Millennium Development Goals
- [UN Convention on Rights of Persons with Disabilities](#)

## Information on Disability and Gender

- [WHA Resolution \(WHA58.23\) "Disability, including prevention, management and Rehabilitation:](#)
- [The World Bank : Gender and Disability](#)
- [Rouso, H. : Education for all: a gender and disability perspective](#), CSW, Disabilities Unlimited
- Sará-Serrano Mathiason , M-C.: [Women with Disabilities: Lessons of Reinforcing the Gender Perspective in International Norms and Standards](#)

### Indicators:

- The DAC/OECD gender network
- The UN Development Fund for Women (UNIFEM)
  - [Progress of the World's Women 2005: Women, Work and Poverty](#)
  - [Progress of the World's Women 2002: Gender Equality and the Millennium Development Goals](#)
  - [UN Division for the Advancement of Women, 'The World's Women: Progress in Statistics,' 2006](#)
- Millennium Campaign: Goal 3. Promote gender equality and empower women
- Gender and Employment Policy, International Labour Organisation (ILO)
- Database of Gender Statistics (Gender Stats), World Bank Group
  - [World Bank, 'Integrating Gender into the World Bank's Work: A Strategy for Action', 2002](#)

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#### 4. List of commonly used indicators

##### Education Access and Attainment:

- Net enrolment rate of girls and boys in primary, secondary, tertiary education or gender parity index; (MDG indicator; also included in the EC core MDG indicators)
  - **% of whom have disabilities**
- Primary completion rate of girls and boys (EC core MDG indicator);
- The gross enrolment rate of girls and boys in primary, secondary, tertiary education;
  - **% of whom have disabilities**
- Ratio of literate women to men, 15–24 years old (MDG indicator);
  - **% of whom have disabilities**

- Secondary and tertiary completion rates for women and men;
  - **% of whom have disabilities**
- The drop-out rate for girls and boys;
  - **% of whom have disabilities**

#### **Economic Indicators:**

- Share of women in wage employment in the non-agricultural sector (MDG indicator); **of whom women with disabilities**
- Gender gaps in wages **including statistics disaggregated by disability/ non disability)**

#### **Political Participation:**

- Proportion of seats held by women in national parliaments (MDG indicator); **% of whom have disabilities**
- Proportion of seats held by women in local governmental bodies; **% of whom have disabilities**
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#### **Health:**

- Life expectancy at birth (disaggregated by sex);
  - **% of whom have disabilities**
- Antenatal care coverage;
  - **% of whom have disabilities**
- The rate of assisted skilled birth delivery;
  - **% of whom have disabilities**
- Maternal mortality ratio;
  - **% of whom have disabilities**
- Prevalence of HIV (disaggregated by sex); (MDG indicator);
  - **% of whom have disabilities**
- Female to male sex ratio;
  - **% of whom have disabilities**
- Unmet need for contraception;
  - **% of whom have disabilities**
- Adolescent fertility rate.
  - **% of whom have disabilities**

#### **Further Indicators to be developed**

- Share of women in employment, both wage and self-employment, by type;
  - **Disaggregated data including women and girls with disabilities**

- Civil rights (disaggregated by sex);
  - **Disaggregated data including women and girls with disabilities**
- Incidence/prevalence of violence against women;
  - **Disaggregated data including women and girls with disabilities**
- Women's right to inheritance/property:
  1. land ownership by male, female or jointly held;
    - **Disaggregated data including women and girls with disabilities**
  2. housing title, disaggregated by male, female or jointly held;
    - **Disaggregated data including women and girls with disabilities**
- Women's access to/management of resources such as water, forestry;
  - **Disaggregated data including women and girls with disabilities**
- Women's role in trade industries;
  - **Disaggregated data including women and girls with disabilities**
- Women's representation and participation in decision making and programme development.
  - **Disaggregated data including women and girls with disabilities**