

Council of Europe
**GENDER
MAINSTREAMING
TOOLKIT**
FOR CO-OPERATION PROJECTS



Council of Europe
GENDER MAINSTREAMING
TOOLKIT
FOR CO-OPERATION Council of Europe working tool

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With thanks to:

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GUIDE TO THE TOOLKIT

The Toolkit aims to provide knowledge, guidance and tools on how to consider gender mainstreaming and the implementation of a gender equality dimension in co-operation activities. It is designed for Council of Europe staff in Strasbourg and in the field. The Toolkit will also offer valuable guidance to partners and other stakeholders.

The Toolkit includes stand-alone tools, information and thematic factsheets. Project managers can select and work with the tools according to their needs. The tools will help mainstream a gender equality dimension in projects – during the development and implementation and for monitoring and reporting on achievements in specific areas of Council of Europe co-operation.

The Toolkit is a living document which can be further expanded with new developments and future needs.

THE TOOLKIT IS DIVIDED INTO FIVE SECTIONS

1. INTRODUCTION

This section provides definitions and explains why gender equality matters, what gender mainstreaming exactly entails, the key challenges and aspirations.

2. PLANNING AND PROGRAMMING WITH A GENDER PERSPECTIVE

This section describes the way we consider gender equality in strategic programming of co-operation activities with beneficiary countries.

3. GENDER MAINSTREAMING IN THE PROJECT CYCLE

The tools of this section to facilitate gender mainstreaming for each phase of the project cycle- project development, implementation, and evaluation and reporting. It provides direct links to and facilitates the use of the PMM IT tool of the Council of Europe.

4. COMMUNICATION, ADVOCACY AND VISIBILITY

This section shows the importance of advocacy on gender equality. It provides tips and examples on gender-sensitive communication. It advises on how to do advocacy work and on how to communicate on project results with donors and other stakeholders.

5. GENDER MAINSTREAMING IN THEMATIC AREAS

Thematic factsheets reflect the areas of special interest of the Council of Europe co-operation. Each factsheet elaborates on the Organisation's relevant standards, provides guidance and concrete examples.

GENDER MAINSTREAMING

WHAT?

Gender mainstreaming means integrating a gender perspective at all stages and levels of policies, programmes and projects. Women and men have different needs, experiences and living conditions, including unequal access to and control over power, money, human rights, justice, resources and decision-making. The needs of women and men also differ among others by age, ethnicity, disability, class, economic status, sexual orientation or gender identity and even by country and/or area within a country. It is important to take this intersectionality of factors into account when designing policies, programmes and projects.

They need to be assessed to find the solution that fits best specific contexts. Those differences need to be taken into account when designing, implementing and evaluating policies, programmes and projects, that they benefit both women and men and do not increase inequality but enhance quality. Gender mainstreaming aims to solve often hidden gender inequality; therefore it is a tool for achieving gender equality. Gender mainstreaming is not meant to replace specific policies and actions for the advancement of women's rights, but to complement them (dual approach). The international commitment to work on the advancement of women and to define women's rights as human rights, was made at several international conferences¹. At the Beijing Fourth World Conference on Women (1995) the [Beijing Platform for Action](#) (BPfA) was launched, in which the governments of 189 countries stated how they will work on the advancement of women and girls rights in 12 critical areas.

The BPfA is clear within §9 on the fact that “the implementation of this Platform, including through national laws and the formulation of strategies, policies, programmes and development priorities, is the sovereign responsibility of each State, in conformity with all human rights and fundamental freedoms, and the significance of and full respect for various religious and ethical values, cultural backgrounds and philosophical convictions of individuals, and their communities should contribute to the full enjoyment by women of their human rights in order to achieve equality, development and peace.”

1 The Vienna World Conference on Human Rights (1993), the Cairo International Conference on Population and Development (1994) and the Beijing Fourth World Conference for Women (1995)



The BPfA is still highly relevant in its entirety and it has clear synergy with the targets of goal 5 of the [United Nations Sustainable Development Goals](#) (SDG). This SDG 5, together with the BPfA, should make the full enjoyment by women and girls of their human rights a reality. Women are not a homogenous group and many lead successful personal and professional lives.

However, many still face persistent barriers and disadvantage which hold them back from reaching their potential. Therefore it is not appropriate to consider women a “target or vulnerable group” in all policies, programmes and projects. Women are 50% of the world’s population and not just a “target group”. When gender is taken into account in policies, programmes and projects and is tailored to them accordingly, this will cause considerable change and progress in society.

Gender mainstreaming is a relevant instrument to achieve the advancement of women and their rights. Implementation of gender mainstreaming in all policies and measures is one of the strategic objectives of [the Council of Europe Gender Equality Strategy 2018-2023](#). The Council of Europe has published a range of standards and recommendations to implement gender mainstreaming.

WHY?

Taking into consideration the concerns, experiences and needs of women and men enables policymakers to better address them in policies, programmes and projects. This will make them as efficient as possible and will enhance the quality and impact of the implementation. If different situations and needs of women and men are not taken into account, policies can be gender-blind and as a result might increase inequalities. Better results mean: increased well-being for both women and men and creating a more socially just and sustainable society. Enabling women and girls to fully participate in society and becoming economically empowered also makes strong economic sense. For example, advancing women’s equality can add \$12 trillion to global growth in 2025². Gender inequality also has a cost, for example gender-based violence or women’s lower participation in the labour market, apart from the negative human rights’ implications, also has a high negative financial impact on the budget of the country.

² McKinsey Global Institute, The power of parity: How advancing women’s equality can add \$ 12 trillion to global growth, September 2015

HOW?

Gender needs to be taken into account and mainstreamed at all stages of the programme cycle, it is vital to do so at the concept and planning stage, when the problems, concerns and needs of the beneficiaries are identified and the ways to address them are defined. Therefore gender analysis and **gender impact assessment** are key tools for gender mainstreaming. These and other tools that can be used at the different stages of programme management are presented in Section 3 of the Toolkit. Critically, stakeholder engagement and listening to women's voices is a key factor in successful gender mainstreaming. Gender mainstreaming is a responsibility of all actors.

GOT INTERESTED?

Consult the Gender Equality [website](#) of the Council of Europe

Consult the Gender Equality [website](#) for more information on gendermainstreaming

GENDER MAINSTREAMING IN STRATEGIC PROGRAMMING

The Council of Europe provides relevant support to member and non-member states in implementing institutional reforms in line with the Organisation's standards. The Office of the Directorate General of Programmes ([ODGP](#)) helps set the priorities of the Council of Europe activity programme and translates them into co-ordinated co-operation programmes with the beneficiary countries. ODGP ensures strategic programming mainly by supporting the development and implementation of country-specific and thematic [action plans and cooperation documents](#). These strategic documents define priority actions based on monitoring recommendations. They are adopted by the Committee of Ministers, following consultations between the Organisation and the national authorities concerned. ODGP strives to ensure that gender equality is considered throughout the design, planning, preparation, implementation, monitoring, evaluation and reporting on the achievements of strategic co-operation documents.



The table provides advice for country managers on how to mainstream gender into action plans and co-operation documents. The best programmes include specific gender objectives and are gender mainstreamed into other objectives. Additional detailed gender mainstreaming guidelines can be found on the PMM guidance [website](#).

STRATEGIC PROGRAMMING

MAINSTREAMING GENDER EQUALITY

Drafting co-operation priorities and drafting of a country action plan or co-operation document

- Undertake gender analysis of the country situation -use available country gender profiles as sources and the gender analysis in Section 3.
- Consult with women's organisations for the development of the analysis. Women's organisations can also provide data on specific themes.
- Encourage good gender-balanced representation in the action plan steering committee meetings and thematic round tables and keep gender equality issues on their agenda.
- Using the gender analysis, develop gender in the objectives of the programme. These can be included in the objectives as well as having stand alone gender objectives. If possible, these should be reviewed by national women's rights organisations.
- Develop gender specific activities/Actions and mainstream gender into the activities/ actions. If possible, these should be reviewed by national women's rights organisations.
- Check for and include references to relevant gender equality instruments and the Council of Europe's Gender Equality standards - [use the Factsheet on Council of Europe Key Standards on Gender Equality](#).
- Gender should be integrated into the monitoring and evaluation activities as well as into risk assessments, as appropriate. This should include quantitative and qualitative gender outcomes and must collect gender - disaggregated data. For each pillar of action, include expected results and performance indicators relating to gender.
- If available, add information on gender-sensitive budgeting - use relevant sections of the Toolkit and the CGEP.
- Ensure gender objectives and gender mainstreaming activities are budgeted for.

Consultations with national authorities and including women's rights organisations

- Use advice provided in the questions and answers in Section 2.
- Take note of discussions on gender equality; if appropriate, up-date the CGEP.

**Implementation of the strategic
Cooperation document and action
Plan**

- Ensure monitoring and evaluation approach includes ways to assess lessons learned on gender equality and gender mainstreaming and achievements in these areas.
- Amend projects if they are not delivering the gender objectives and components.
- Ensure co-ordination with other organisations in relevant areas, including gender equality - use information provided in the CGEP. This should include national women's rights organisations.
- A steering committee should be designed as part of the planning phase. Their terms of reference should include specific gender objectives. They should comprise of national civil society as well as government and Council of Europe staff.

**Reporting on reporting on action plan
implementation and results**

- Assess the impact of gender mainstreaming on the objectives of the action plan and the gender objectives.
- Assess whether the action plan has affected women and men from an intersectional perspective. These outcomes and data should also be broken down by age, disability, minorities, immigration or other relevant status.
- Collate and assess this sex-disaggregated data and information.
- Make references to the views of women and men, civil society organisations and vulnerable groups obtained through gender analysis and gender- sensitive stakeholder consultations - use relevant sections of the Toolkit.
- Refer to risks and mitigation, including possible risks related to gender equality and gender mainstreaming.
- Provide evidence of sustainability based on the actions implemented and how sustainability is being secured and reflect on how gender mainstreaming is affected by this.
- Reflect on lessons learned, including on gender equality and gender mainstreaming.
- If available, add info on gender-sensitive budgeting -use relevant sections of the Toolkit. Refer to the visibility of the activities regarding gender equality and gender mainstreaming - use Section 4 of the Toolkit.

ADVOCATING FOR GENDER EQUALITY

QUESTIONS AND ANSWERS

ARGUMENTS WHICH COULD HAMPER ACTION ON GENDER EQUALITY

There is no information available regarding the respective situation of women and men.

ANSWER TO ENCOURAGE ACTION

Sex-disaggregated statistics are available in a wide range of areas and for most European countries. Check for example:

[Gender Statistics Database](#) - [Minimum Set of Gender Indicators](#) - [Gender Data Portal](#)

If statistics are not available, it may be an issue that could be explored with the national authorities to see how data gathering can be initiated.

Relevant (merely qualitative) information can also be found in the country reports to the Committee on the elimination of discrimination against women (CEDAW) and the concluding observations and recommendations.

In many countries NGOs, UN agencies and other international organisations may have carried out studies that provide information on the situation of the women and men in that specific country.

At national level, NGOs, grass root organisations, EU delegations and research institutes could serve as relevant sources of information.

We have reached gender equality. This is not an issue in my country/commune/organisation.

Figures about the situation of women and men show that structural inequalities exist in most areas and societies.

Legal and policy documents acknowledge this situation at the national, European and international levels and commit governments to address it (e.g. [Council of Europe Standards](#), [CEDAW](#), [Beijing Platform for Action](#), [European Union legislation](#), national constitutions).

**We have a woman mayor/
president/ director so there is no
problem with gender equality.**

It is true that some women have reached decision-making positions, but it is widely acknowledged that women are still under-represented in senior decision-making positions. This is a structural issue, not an individual question.

Some figures:

Women in Power - Gender Equality Commission (GEC) - Analytical Report [The World's Women 2020 - Power and decision making](#)

In addition, while the equal participation of both sexes in all fields of life is a condition for democracy and good governance, the sole presence of women as decision-makers or in a project does not guarantee that policies or activities will take into account a gender equality perspective or improve the situation. What is also needed is a change of approach and active efforts towards gender equality, which can be undertaken by both women and men.

**Our public policies, laws and projects
are gender neutral and thus benefit
all people in the same way. We do
not discriminate against women.**

In most areas of life, regarding paid and unpaid work, access to resources and to power, women and men are in different situations. This leads to different needs of women and men.

Public policies, laws and projects therefore need to take these different situations and needs into account. Sometimes seemingly neutral laws and regulations can have different impacts on women and men. Therefore it is also essential to analyse these impacts. For example, reducing the generic length of a hospital stay in a country may be a legitimate aim, but it will have a different and heavier impact on women. In this case, the care needs not covered by hospitals will have to be taken over by families, notably women.

**Gender quotas/ parity systems are not
democratic. They limit the choice of the
electorate and women will be chosen
only because of their sex.**

- Gender quotas/parity systems are allowed or promoted by different standards at European/ international level (e.g. Council of Europe Recommendations, Article 4 of CEDAW Convention).
- The idea of universality of democracy is based on abstract individualism, whereby voters and representatives are seen as deprived from all social attributes (e.g. gender, class and race). This view emerged in the French revolution and was originally based on the exclusion of women. Universal citizenship is therefore a partial concept that under the guise of neutrality has served the purposes of dominant social groups. True equality presupposes acknowledging and accepting difference and parity democracy/quotas actually allow having diverse candidates representative of society.
- Natural progress in the field of gender equality will not be enough to influence the historical relations of power between women and men and to end the discrimination of women in the political world. Women who aspire to political office face numerous structural and cultural obstacles. In the event of such injustice, it is the state in the name of citizens who is best placed to implement measures in favour of a more just situation. In addition, the freedom of the electorate is already circumscribed by other factors, such as electoral systems and choices made by political parties often based on non-transparent procedures.
- The argument that politicians should be elected based on their qualifications and not on the basis of their gender or that it is shameful for women to be elected because of their gender, shows how women's qualifications are downgraded in a male-dominated political world. Women face many structural and cultural obstacles which make their political participation much more difficult even with equal merit. In addition, other types of quotas/rules are used and the capacities of the people elected/nominated are not questioned (e.g. nationality for international civil servants or to define the number of representatives of each country in the European Parliament).

**It is not a question of discrimination.
Women do not want to be involved in politics/ projects/ media work.**

Women can only decide to participate in different fields and structures in society if they are well informed about the possibilities. Transparent and clear communication through the right channels is an important starting point. In addition, it is difficult for newcomers to enter bodies, where the same group of persons have been working together for decades, because newcomers challenge existing habits and ways of working and are not always welcome.

This applies to women entering male-dominated areas. Even when they are qualified and have the necessary skills (as proven by the often better achievements of young women in education in Europe), women often have less resources to access decision-making positions, in terms of economic but also symbolic resources (networks, relationships). Women are also more subject to scrutiny and to sexism in the media, which makes it personally more difficult to enter the public arena.

Regarding media work, often journalists tend to contact the persons with whom they have been previously working and do not think outside the box.

Women have the same opportunities as men to advance in their careers. They just do not use those opportunities.

While women may formally have equal opportunities for career advancement and reaching decision-making positions, in practice they may face several challenges that limit their possibilities to make use of those opportunities: negative stereotypes, harassment, combining work with private life (because women still carry on most of the child care responsibilities in many countries). These often cause women to be pushed out, rather than choosing to opt out. In all member states, there is still a gap between de jure and de facto gender equality.

This is our culture and gender equality is an idea imposed on us by foreign donors and international organisation We cannot go against our traditional beliefs and values.

Human rights are universal. Gender equality is a human right that is included in several international conventions and instruments to which each Council of Europe member state is committed (e.g. CEDAW, Council of Europe standards).

Part of these commitments (e.g. [Council of Europe Convention on combating violence](#) against women and domestic violence, but also different United Nations standards), is that culture and traditions cannot be used to breach legal and policy commitments to gender equality and human rights.

Donors and international organisations work to help countries improve the well-being of its citizens, and the more equal the society is, the more just and sustainable it is.

GENDER ANALYSIS

A gender analysis by the definition of the European Commission is “*the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision- making powers, etc. between women and men and their assigned gender roles*”.

A gender analysis is the first step in the mainstreaming of gender in a project. It provides the basis for gender mainstreaming in later stages of the project. A gender impact assessment cannot be done properly without having carried out a gender analysis. A gender analysis creates better understanding of the situation of women and men, as well as of the power relations between them. When you conduct a gender analysis in the design phase of the project, the project can be better adjusted to the needs of women and men. This will enhance gender equality and improve the quality, sustainability and effectiveness of the project. It also helps to determine whether, besides gender mainstreaming, there is a need for specific activities and/or project components for women or men.

A gender analysis consists of two main steps: 1. **information gathering** and 2. **its analysis**. Sex-disaggregated data, quantitative and qualitative, is needed to enable the project team to see the need for gender mainstreaming activities. Possible sources of information can be official statistics and research reports and reports published by international organisations and NGOs. Information should also be collected by consulting stakeholders and target groups of the project. It is also worth gathering lessons learned from other organisations and similar interventions. Sex-disaggregated data is required for setting the baseline of indicators. It is important to keep in mind that neither women nor men are a homogenous group and that intersectionality occurs, this means the intersecting of gender with age, disability, minorities, sexual orientation, social identities, socio-economic status etc. A good gender analysis will show the need of these groups and will thus allow to tailor accordingly the project or programme to the existing needs in society.

THE FOLLOWING ASPECTS SHOULD BE INCLUDED IN AGENDER ANALYSIS

1. **Political and legal framework:** Do national policies, laws and regulations take gender equality and women's rights into account? Do the national policies, laws and regulations reflect country's international commitments on gender equality (such as Council of Europe standards, Convention on the Elimination of All Forms of Discrimination against Women ([CEDAW](#)), United Nations Sustainable Development Goals ([SDGs](#)))?
2. **Access to and control over resources:** Resources are not only material and financial means and goods, but also time, information, knowledge and rights. Access to resources means: who uses them and who benefits from them? Control over resources means: who can obtain access to resources and make decisions about their use? Which factors influence the access to and control over resources? Another important question is if women and men are aware of their legal rights concerning the access to and control over resources.
3. **Access to services and institutions:** Are services and institutions available to women and men? Do women and men have equal access to them? Are women and men treated equally by the service providers and civil servants? Are they affordable for both women and men?

Women's and men's roles: Who does what? Regarding the productive work (income generating work): is there either horizontal segregation in the labour market (women or men working in certain professions that we expect them to do,

e.g. women working as nurses, men as technicians) or do we see vertical segregation of the labour market (one sex is working in the higher positions and another sex is working in lower positions)? The roles of women and men should be assessed as well regarding the reproductive work (household work, unpaid care work). Care work usually does not generate income, but has an important impact on family and societal economy. It also affects women's and men's opportunities in life (e.g. possibility to engage in paid work, time to participate in community work). Attention should be paid as well to the community work: do women and men participate in political, religious or social work in organisations and what are their roles in them?

4. **Participation in decision-making:** Who participates in decision-making and at which level? How are the decisions made? Does the decision-making procedure take into account the needs of women and men?

When analysing the aspects mentioned, do not forget to analyse gender roles and norms: what are the expected gender roles of women and men concerning access to and control over resources (services and institutions)? What are the expected gender roles regarding the sharing of work and family responsibilities and subsequently decision-making positions? Are there any gender stereotypes or sexism that could hinder reaching gender equality between women and men? If women are expected to take the biggest share of household and caring responsibilities on their shoulders, they cannot fully participate in the labour market. Consequently, if men are expected to be the breadwinners and take on hyper-masculine persona, it will be difficult for them to challenge this social norm. This will constrain men from taking up household and caring responsibilities. Social norms and beliefs can form barriers that hinder both women and men in sharing professional and private responsibilities with their partners.

EXAMPLE

In a member state a project on access to justice with emphasis on legal aid was being planned. The gender analysis was carried out with the following findings.

- 1. Political and legal framework analysis** revealed that even though the legislation referring to legal aid did not seem to be discriminatory, the gender disaggregated data on legal aid revealed that many more men than women were clients. This was due to the fact that according to the legislation, issues related to divorce, custody of children and also to gender-based violence were only covered by the primary legal aid, but not by the secondary legal aid, while the issues related to criminal code were covered by both primary and secondary aid. While women would merely demand legal aid on issues like divorce, child-custody and gender-based violence, men were approaching legal aid for criminal code issues. This explains the big difference in numbers between women and men as clients of legal aid. The country also had a national action plan for equal opportunities for women and men, where there was a general reference to improve the access of women to justice, but without more details.
- 2. Access to and control over resources:** In a member state, traditional gender roles were strong which meant that only 30% of women participated in the labour force. Most women were at home caring for the children and the household, while men were the breadwinners of the families. This meant that usually women had limited financial resources and they were economically depending on their husbands. The men were also the ones who would usually decide how the income was spent. Usually women would not have a say in it. In this country, women had lower levels of education, because the social norm expectations were that women and girls do not need to be educated. Women were expected to stay at home once they got married. Additionally, women were often unaware of their rights and they lacked information about their access to justice and legal aid. The situation in general was a better in the main cities compared to rural areas.
- 3. Access to services and institutions:** While in principle the justice services seemed to be equal for women and men (they were available for any citizen), the analysis showed that accessibility of these services was not the same for women and men. Stakeholder discussions revealed that women, especially victims of violence seeking help in the justice system, were not adequately supported by service providers (legal professionals). These providers often did not believe the stories of the victims or they would have the belief that the issue belongs to the private sphere of life and should be resolved out of court. Women also complained that, even though a complaint was registered, it was never investigated, because the male perpetrator had more financial resources and had bribed the investigators. There was also evidence that judges and courts, especially in remote areas, were not always aware of relevant anti-discrimination law when they were confronted with gender equality related cases (discrimination based on sex in different areas of life). Concerning child custody issues at court, the fathers seemed to be in a disadvantaged position. In almost all cases, custody was given to the mother. The fathers complained about the almost zero chance to get custody, as the common understanding seemed to be that the mother is the better custodian of a child. Another factor that became visible during the gender analysis was that in remote areas, the fee of transportation to the closest city with justice services was too high for many women, because most of them had no income or very low salaries. Accessibility of these services for women and men with disabilities was even lower, because logistic arrangements in the justice and police buildings for disabled persons were lacking.

4. **Women's and men's roles:** The society was very traditional, women staying mostly at home taking care of the children or the elderly. Men had mostly remunerated jobs. In the justice sector most judges as well as workers of legal aid were men, since the justice sector was seen as a male sector. If women did work in that sector, one would not find them in higher positions. The fact that women had to take care of children meant that they did not have time to actively participate in community activities, except maybe some charity activities related to the church. Politics were considered as a domain for men and as a result women's political participation, at all levels in society, was very low.
5. **Participation in decision-making:** In the family sphere, the decisions were mainly taken by men, very rarely in consultation with women. At national and local level, when the Ministry of Justice or local authorities were deciding about the provision of services of legislation, women and men usually would not be consulted. People taking decisions in the Ministry of Justice as well as the lawmakers in Parliament were mainly men and in general not very gender-sensitive. Even though the legislation required that there should be some kind of gender impact assessment of each law in the Ministry of Justice, in practice this was not done due to lack of political will and resources.

GOT INTERESTED?

[Swedish International Development Co-operation Agency SIDA \(2015\), Gender Analysis: Principles & Elements](#)

[Organization for Security and Co-operation in Europe OSCE \(2010\), Gender matters in the OSCE](#)

[European Commission \(2009\), Toolkit on Mainstreaming Gender in EC Development Cooperation, Section 1: Handbook on concepts and methods for mainstreaming gender equality, part 6](#)

[United Nations Development Programme - UNDP \(2001\), Gender in Development Programme: Learning and Information package, Gender Analysis](#)

GENDER IMPACT ASSESSMENT

The European Commission defines **gender impact assessment** (GIA) as follows: “*Gender impact assessment is the process of comparing and assessing, according to gender relevant criteria, the current situation and trend with the expected development resulting from the introduction of the proposed policy. Gender impact assessment is the estimation of the different effects (positive, negative or neutral) of any policy or activity implemented to specific items in terms of gender equality*”.

SCOPE OF THE GIA AND WHY IT IS RELEVANT FOR CO-OPERATION WORK

Gender impact assessment is an ex ante evaluation, analysis or assessment of a programme, project, law or policy that makes it possible to identify the likelihood of a given decision having negative consequences on the equality between women and men. The central question of the GIA is: **How does Gender Matter?** (in a project, programme, law or policy). A Gender Impact Assessment is important because often projects, programmes, legislation and policies are considered as gender-neutral and thus value-free. How often do we hear people say: my project/programme/law/policy goes for every citizen, so we treat all citizens equally. Gender Impact Assessments demonstrate that this gender neutrality in fact often covers hidden and unintended gender inequalities. This is why it is advisable to always ask how gender matters in a project/programme.

The starting point is the desired impact (the goal) of the project/programme. The way impact is formulated is therefore important. A GIA will show if and how gender matters in the project/programme. If yes, by taking the gender dimension into account, the outcomes of the project/programme will be affected positively and the needs of both women and men will be met. This way one can strive for the ultimate results of the project/programme.

A gender impact assessment can be carried out as part of the gender analysis. The gender impact assessment can review project documents such as the logframe and its indicators and assess to what extent gender equality perspectives have been taken into account. This can lead to a number of recommendations on how the project or program can in concrete terms integrate a gender perspective.

HOW TO FIND OUT HOW GENDER MATTERS IN YOUR PROJECT/PROGRAMME?

To find this out, please answer the following questions.

QUESTION 1

Do you see a possible correlation between the impact (goal) of the project/programme and gender inequality patterns in society?

To be able to answer this question, you will have to carry out a gender analysis and establish which gender inequality and discrimination patterns exist in the country/region/municipality where the project/programme will take place (Gender analysis, see [Section 3](#)). Make an inventory of possible social, cultural and material differences between women and men/girls and boys for the issue you are seeking to address. Find out about the situation of women and men/girls and boys in the given area (e.g. in terms of participation, access to resources and to institutions). Collect and analyse facts and figures: which sex-disaggregated statistics, research results, qualitative surveys are available on the topic? Consider also differences in relation to ethnicity, age, level of education, etc. Look at the work of other institutions and gender experts, including non-governmental (women's) organisations and whether good practices and experiences are available from other countries.

There are two possible answers to this question

Y E Your gender analysis shows that there are gender inequality patterns in society. If that is the case, then they will always affect the desired impact of your project/programme. There is a correlation. **GO TO QUESTION 2.**

N O No gender specific actions needed at the moment, but monitoring is essential. If possible correlation appears at a later stage, do GIA again and take remedial actions if needed).

The most common gender inequalities that we see in societies are:

- Inequalities in (political) power (access to decision-making, representation)
- Differences in access to resources (material and financial means, but also time, information and knowledge)
- Differences in legal/social/financial and employment status (do women have the same rights as men regarding ownership of properties)

QUESTION 2

Will reaching your project-/programme objective(s) affect women and men in society in a different way?

Y E Your gender analysis has shown the gender inequalities in society. Make an inventory of possible different (intended or unintended) effects of the project/programme on women and men/girls and boys. Look at the project/programme activities and see how they will affect women and men/girls and boys. It is always helpful to look at earlier projects/programmes on the same topic, to organise hearings or to discuss the issue with colleagues (especially in Field Offices), gender experts or women's NGOs. **GOTO QUESTION 3.**

N O No gender specific actions needed at the moment, but monitoring is essential. If the answer is possibly "yes" at a later stage, do GIA again and take remedial actions if needed.

QUESTION 3

Will this cause inequality in society?

Y E If it is clear that your project/programme activities will cause or deepen existing gender inequalities in society:
GO TO QUESTION 4.

N No gender specific actions needed at the moment, but monitoring is essential. If the answer is possibly “yes” at a later stage, do GIA again and take remedial actions if needed.

There are occasions where activities that you undertake will lead to inequalities between women and men in the project/programme itself. This is the case when the project/programme aims at improving the situation of the severely under-represented sex in this particular domain in society. However, the end result of the project/programme should be to add to the elimination of the existing inequalities between the two sexes in that particular domain. Please also see example 2 on this factsheet.

QUESTION 4

How to solve these inequalities?

WHAT? In this phase you discuss with colleagues which mitigation measures should be taken.

WHO? Which actors are relevant to bring about the mitigation measures and do you probably need to involve other stakeholders.

HOW? What will you change in the intended activities or project outputs and outcomes.

EXAMPLE 1

The government of a country decides to change the legislation on family reunification. Local government noticed that too many families, after a reunification, lived in poverty because there was no adequate family income. Besides that, there was inadequate housing provision for reunified families. The national government decides to amend the legislation. The Ministry of Justice works on the law and proposes to amend by demanding the following: the person who wants her/his family to come over to the country has to earn at least 130% of the minimum wages in the country and has to prove that she/he has an address of her/his own. The law passes parliament and enters into force. No Gender Impact Assessment has been done.

What if a GIA had been done? Had the Ministry of Justice analysed existing data, it would have established that there was a remarkable difference between women and men when asking for family reunification. Many women in the target group had had less years of education than the men. As a consequence more women than men in the target group were unemployed. If they were in employment, it would be low(er) paid jobs and part-time.

If the government had followed the questions of the GIA, it would have found the following answers:

- **Is there a correlation between the goal of the legislation and possible gender inequalities in society?**
Answer: Yes. Women in the target group have a considerable lower financial and social status.
- **Does the law affect women and men in a different way?**
Answer: Yes. If one is unemployed or works a few hours, one will not meet the requirement to earn at least 130% of the minimum wages. We know from the existing data that this is the case for many women and not so much for the men in the target group.
- **Will this cause inequality?**
Answer: Yes. It will be more difficult, if not impossible, for many women in the target group, to reunify with their partners and children who live in the country of origin.

■ **What should be done? Who should act and how?**

Answer: There are different options: either the government decides to change the legislation (again), but then the government needs to take into account the fact that many families live in poor conditions after family reunification. The original intention of an amended legislation is maybe not so bad at all. The government could also decide to support women in the target group by providing training, voluntary work or entrance to the labour market, in order to enable them to earn better salaries. The Ministry dealing with the latter portfolio is the Ministry of Social Affairs and Employment Both the Ministry of Justice and the Ministry of Social Affairs should sit together and discuss this

EXAMPLE 2

In a country, despite years of specific measures and positive actions by the national government, the amount of women professors is still very low: around 19%. Universities simply continue selecting men professors. The Old Boy's Network seems difficult to break. The government decides to take more rigorous measures and introduces a subsidy scheme that supports universities in selecting more female professors. The money can only be spent on projects targeting female candidates. There is a great deal of protest from men in the media. They feel discriminated against, because they have no chance at all to be selected.

Possible gender impact assessment:

■ **Is there a correlation between the goal of the measure (subsidy scheme) and gender inequalities in society?**

Answer: Yes. The amount of women in decision-making positions in the university world is strikingly lower than that of men. Especially the fact that there are much more female students than male, makes it difficult to believe that women would not be able to become professors.

■ **Will the subsidy scheme and its resulting projects affect women and men in a different way?**

Answer: Yes. Women will have more chances and opportunities to be selected. Men less so.

■ **Does this lead to inequalities?**

Answer: Yes, in the project, but in society: no. Women are clearly underrepresented in the senior positions in universities. Diverse European and international policy instruments as well as Article 4 of the United Nations Convention on Combating Discrimination Against Women (CEDAW) permits member states to take temporary measures to support the underrepresented sex. Hence no need to act differently, no changes to be made to the subsidy scheme. The intention of the subsidy scheme is to bridge the gap between the number of men and women professors.

GOT INTERESTED?

[European Institute for Gender Equality - Gender Impact Assessment](#)

GENDER

MAINSTREAMING IN THE LOGFRAME

The logical framework (logframe) is the approach adopted by the Council of Europe for structuring the main elements in a project and highlighting the logical links between them. It is the central element that helps to plan, implement, monitor and evaluate results. The logframe is integrated into the [PMM IT TOOL](#) and explained in the [Project Management Methodology Handbook](#).

A **gender analysis** and a **gender impact assessment** (see [Section 3](#)) should therefore be linked to the development of the logframe to identify the needs and concerns of women and men in all their diversity as well as possible existing inequalities in the concerned policy field. It also helps to determine whether gender mainstreaming is enough to address the identified situation or if a separate gender component is needed. A gender analysis and a gender impact assessment are also helpful for the development of project indicators, especially the baseline. A crucial question remains: What are the different roles, responsibilities and access to resources for women and men?

KEY QUESTIONS TO ASK

When defining the impact of the project, seek answers to:

- Will the project contribute to better gender equality in the field the project is targeting?
- Will the project contribute to reducing gender inequalities in this particular field (e.g. supporting a national equality policy)? Will it be sustainable?
- How does the project contribute to the overall goal of gender equality in the country?

When defining immediate and intermediate outcomes, seek answers to:

- Does the project benefit both women and men? What changes will your project bring to women and men?
- Do the outcomes address the needs and concerns of both women and men?
- Will your project help to solve the problems found in the specific area/issue for both women and men?
- What will the project do to ensure women are actively included in the project and are not adversely affected?

When planning outputs, seek answers to:

- How will gender equality be integrated in activities and tools?
- How do the outputs respond to women's and men's needs and concerns defined in the project design?
- What will the project do to ensure women are actively included in the project?

INDICATORS

Indicators are needed to measure progress and achievements at different levels (outcomes, outputs). They also provide fact-based evidence of change. Gender-sensitivity of indicators helps to identify gender-differentiated effects of impact, outcomes and outputs. An indicator needs to have a baseline (starting point/value) to measure the expected change. A target value for the indicator defines the goal within a fixed period of time.

Use both quantitative and qualitative indicators. If quantitative indicators are measuring the number of people, they should be disaggregated by sex, age and other variables that are relevant in the gender analysis and gender impact assessment. Gender-sensitive indicators, as all indicators, should be specific, measurable, achievable, relevant and time-bound (SMART).

Examples of indicators

Quantitative indicators

- Rates of violence against women and men
- Number of women and men in key decision-making positions
- Proportion of women and men registered as voters; and who votes
- Percentage of women in the security forces
- (Un)employment rates of women and men
- Number of female and male police staff trained in X
- Number of cases related to women's rights heard in local courts and their results
- Average time and cost to an individual wishing to pursue a complaint by available mechanism by sex
- The proportion of usage of legal services by women and men

Qualitative indicators

- Types of positions held by women and men in national government
- Knowledge about gender equality among women and men prosecutors/judges/legal professionals
- Scope of anti-discrimination and/ or equal opportunity legislation
- Level of political will for gender equality
- Strategy X has been produced and is gender-sensitive
- Women's assessment of safety

GOT INTERESTED?

[United Nations Office on Drugs and Crime – UNODC \(2013\), Guidance Note for UNODC Staff: Gendermainstreaming in the work of UNODC](#)

[Swiss Agency for Development and Cooperation – SDC \(2003\), Gender in practice: A toolkit for SDC and its partners](#)

[Organization for Security and Co-operation in Europe – OSCE\(2010\), Gender matters in the OSCE](#)

[European Commission \(2004\), Toolkit on Mainstreaming Gender Equality in EC Development Cooperation](#)

GENDER MAINSTREAMED INDICATORS

This section provides examples of gender-sensitive indicators that can be used in Council of Europe projects. This is not an exhaustive list, but is based on the main types of project outputs, outcomes and impacts. Kindly adapt them as needed.

More information on the formulation of gender-sensitive indicators can be found in the chapter on gender mainstreaming in the logframe.

IMPACT INDICATORS

Human rights

- Level of violation of human rights in yy country by gender
- Level of protection (legal framework, practices etc.) of human rights of victims of domestic violence

Rule of law

- Level of equality in redress of violations of human rights by gender
- Level of trust in the justice system by gender

Democracy

- Level of participation in political and public decision-making by gender
- Level of trust in the electoral process and its results by gender in country xxx

OUTCOME INDICATORS

Thematic indicators can be attributed to key gender inequality areas; such as decreases in violence against women, increases in women's participation in public and political life, and economic activity, and consideration should be given to these as a priority. More specific indicators are considered:

Awareness raising

- The level of awareness on gender-sensitive **ADD THEME HERE** has increased evidenced by **x**
- Number of CoE trained NGOs' transferring gender equality knowledge to their audiences
- Level of use of specific gender-sensitive communication materials by target groups

Capacity building

- Capacities of **x** (e.g. judges, authorities, F/M) have improved/enhanced on gender mainstreaming in their specific field
- Capacities of **x** (e.g. judges, authorities, F/M) on gender-sensitive **ADD THEME HERE** have been improved and put into use
- Share of judgements in line with gender-related European standards
- Gender-sensitive training courses on **ADD THEME HERE** incorporated into national education/ continuous legal education, etc.
- Number of women putting into practice their skills on campaigning and politics
- Number of political parties that have enhanced women's opportunities to be elected and the nature of these measures
- Extent of training or mentoring activities for women candidates/potential women candidates
- Number of people (F/M)/government departments/Ministries/units who are using the gender mainstreaming tools

Legal expertise

- A gender-sensitive national strategy on **ADD THEME HERE** has been developed/gender perspective has been included in the national strategy on **ADD THEME HERE**
- Relevant national action plans are in line with European and international standards on **ADD THEME HERE**, including those related to gender equality
- Level of implementation of gender-sensitive actions within the action plan on xxx
- A gender-sensitive mechanism on **x** between **y** and **z** has been established and functional/ mechanisms on **ADD THEME HERE** have been strengthened and become gender-sensitive
- Conclusions, including those on gender mainstreaming, of monitoring mission/needs assessment, etc. have been integrated in a strategy/opinion, etc. on **ADD THEME HERE**
- Level of alignment of the legal framework related to **ADD THEME HERE** with Council of Europe standards, including those on gender equality
- Existence of arrangements that promote gender-balanced political representation
- Level of implementation of legal frameworks on gender-balanced political representation
- Existence of an official national policy mandate for gender equality, including a mandate for equal representation and participation of women and men in public and political life

OUTPUT INDICATORS

Awareness raising

- Number of people (F/M) reached through gender-sensitive awareness-raising campaigns/events on **ADD THEME HERE**
- Number of people (F/M) reached through awareness-raising on gender equality on **ADD THEME HERE**
- Number of people (F/M) that attended gender-sensitive information activities on **ADD THEME HERE**
- Number/type of gender-sensitive materials on **ADD THEME HERE** produced/distributed/piloted
- Number of gender-sensitive publications developed to inform X on their rights
- Number/percentage of women informed about women's rights in country/region

Capacity building

- Number of gender-sensitive training courses on **ADD THEME HERE** developed/ Number of training courses on **ADD THEME HERE** developed and gender mainstreamed
- Number of people (F/M) who attended the gender sensitive training courses
- Number of women and men trained on **ADD THEME HERE** including gender issues related to the theme
- Number and type of gender mainstreamed tools developed on the **ADD THEME HERE** / Number of gender-sensitive tools on **ADD THEME HERE** developed
- Number of HELP courses on **ADD THEME HERE** gender mainstreamed and adapted into X language and context
- Number of gender-sensitive training materials produced and distributed
- Number of people (F/M) who received the training material (this could include an estimate for future distribution/ the number of people who will receive the materials in the future)
- Number/percentage of women taking part in reintegration programmes/number of vocational training
- Number of Security service personnel trained on women's rights and the law from a gender perspective
- Judges and prosecutors trained on women's rights and the law from a gender perspective

Legal expertise

- Number of Gender-sensitive (needs) assessment on **ADDTHEME HERE** conducted
- Number of complaints reported and submitted by women; number/percentage of cases examined/responded
- Gender sensitive recommendations/reviews/gap analyses on **ADD THEME HERE** have been conducted and provided to the authorities
- Technical paper/legal opinion on **ADD THEME HERE** developed and takes into account a gender perspective

Other

- Number of prisons where medical equipment suitable for women is available
- Availability of sanitary materials and 'dignity kits' for imprisoned women
- Number of Gender-mainstreamed mini-grant projects conducted
- Number of Gender impact assessment of judicial code conducted
- Number of countries/regions where baseline studies on gender aspects of economic crime/money laundering/corruption are available

GENDER MAINSTREAMING IN STAKEHOLDER AND TEAM MANAGEMENT

Stakeholder management and engagement involves mapping and planning of the interactions and dialogue with stakeholders during the implementation of a project. As a follow-up to the gender analysis, it is critical to identify all relevant stakeholders and how the team will be managed effectively. This involves the distribution of roles and responsibilities among staff members and consultants with regard to gender mainstreaming.

At the outset of the planning phase consider the appropriate questions which are most relevant to your project, such as the levels of representation of women and men, girls and boys, and the roles of project partners and overall target groups in providing gender perspectives to the project management methodology processes. Knowledge and practical experience of gender mainstreaming should be an assessment criterion for recruitment and a part of terms of reference for consultants. If consultants with expertise on the thematic area and on gender are difficult to find, consider engaging an additional gender expert to provide gender mainstreaming perspectives.

At the implementing phase consider how women and girls' voices and experiences will be heard. This can be done through the direct involvement of women and men, boys and girls in activities, as decision-makers in the project, reflected in outputs and through communication that is gender sensitive. From a team perspective, assign a gender focal point role to a member of the team to regularly focus attention on gender issues during team meetings, communication, activities, monitoring, reporting and so on. Every team member should be responsible for gender mainstreaming in their own work.

IN STAKEHOLDER ENGAGEMENT AND TEAM MANAGEMENT THE FOLLOWING QUESTIONS SHOULD BE ASKED

When establishing the **steering committee** –

- Are women and men represented in the committee?
- Are women's and men's voices heard in decision making?

When drafting **job descriptions** and **consultant terms of reference** –

- Are gender mainstreaming skills included?
- Will criteria encourage recruitment with sufficient experience in gender equality?
- Are consultants able to mainstream gender in their deliverables?
- Is there a need to engage a separate gender mainstreaming/gender equality consultant?

When defining **activities** –

- Is there a gender perspective and specific policy issue to be considered?
- How do the activities take into account the contributions and needs of women and men in terms of activities, training and equipment?
- What will be the participation of women and men and will all genders be equally represented?

When defining **roles and responsibilities** –

- Is a specific responsibility assigned for gender mainstreaming?
- Is the team encouraged to mainstream gender in the project?

When engaging **stakeholders** –

- Are men and women treated equally among the stakeholder groups?
- Is communication sensitive and tailored to women, men, girls and boys?
- Are the stakeholders identified going to benefit from the gender sensitivity in the project?

GENDER MAINSTREAMING IN IMPLEMENTATION

At the implementation stage it is important to ensure that we put into practice gender mainstreaming in different activities to achieve key results, as set out in the planning phase of the project. If gender is not adequately mainstreamed in the implementation phase this will put at risk the achievement of the results of the projects and may negatively affect gender equality among the beneficiaries. Therefore it is of utmost importance that gender mainstreaming is taken into account throughout all the steps of the project cycle.

It is equally important to ensure gender mainstreaming of human resources in the project management. In that respect two issues should be taken into account. The first one is to aim at recruiting a gender balanced project team. The second one is the gender awareness and knowledge of the team. Therefore gender knowledge/expertise should be considered as a selection criterion for recruitment of the project team members. Gender mainstreaming should also be included in the job descriptions of the staff members. The project staff must understand the importance of gender mainstreaming and should have the necessary knowledge and skills. Therefore, at the beginning of the project, (further) training needs of the project staff on gender equality and gender mainstreaming should be assessed. If there is a need for capacity building, training should be organised.

When choosing project partners, aim at choosing partners that are committed to gender equality and gender mainstreaming. Train them on gender equality and gender mainstreaming if need be. Keep gender equality and gender mainstreaming as a constant topic on the agenda of the meetings with project partners.

When organising any events, their timing, location and methodology should accommodate equal participation of women and men. It is not enough to aim at gender-balance in terms of participants, experts and speakers. It is equally important that women's and men's voices can be heard and gender equality is discussed.

Examples on gender mainstreaming in different activities carried out in projects:

- **Legal opinions/expertise, studies, surveys, research:** Gender mainstreaming should be included in the Terms of Reference. At least one of the experts carrying out the assignment should have gender knowledge/ expertise. Data needs to be gender-disaggregated. Methodology should be gender-sensitive. Any analysis should consider the impact on women and men/girls and boys. Findings on gender need to be included and analysed in the final report and recommendations made. If there is no difference between women and men/girls and boys in the findings on certain issues, this should be noted. If the study is assessing legislation, policies or programmes and the conclusion is that they are gender-blind, this should be noted and analysed for possible further action.
- **Awareness raising and information campaigns:** In order to reach the target audience, it is important to remember that the public is gendered. What media women and men are using? What are their media consumption patterns? What are women's and men's credibility or reliability criteria? Challenge gender stereotypes and sexism in campaign materials. Use gender-sensitive language (see also Section 5 on Communication). With regard to the theme of awareness-raising activities and campaigns, remember to make the gender aspects of the theme visible.
- **Capacity-building:** In addition to the aspects mentioned above on the organisation of the events, the trainer(s) should be gender-sensitive. Language, training methodologies and materials used should be gender-sensitive as well. Encourage women and men to participate actively. Gender issues should be mainstreamed in all training materials, but it is advisable to also consider the need and requirements for specific session(s) on gender issues, or even a dedicated training on gender.
- **Grants:** If the project provides grants, include a gender equality perspective in them. Include, if possible having gender equality as a potential criterion for applications. Train grantees on gender-issues if needed.

All **the communication** should be gender-sensitive and combat sexism. The language used and also the visual items should be gender-sensitive. Communication is a key tool to challenge stereotypes and combating sexism and therefore images used should challenge gender stereotypes and should not include sexist images. When including quotes or interviewing people, especially experts, make sure that quotes are from both women and men and, if possible, from experts from non-traditional sectors, for example a quote from a female defence expert or male expert talking about social issues such as childcare. Gender equality issues should be also included in speaking points, press releases, etc. (see also [Section 4](#) on Communication).

EXAMPLES

- A project in a member state was aiming to increase the knowledge of legal professionals on anti-discrimination issues. In the problem analysis of the project it was discovered that discrimination based on sex is also an issue. A series of trainings were carried out to increase the capacity of legal professionals. As the gender awareness and knowledge of legal professionals was considered low, it was decided that firstly awareness-raising on gender issues should be completed and then more specific knowledge on discrimination based on gender should be enhanced. As a result there was an interactive presentation on basics of gender equality issues (what does gender mean, what is gender equality, how do gender stereotypes affect gender equality, etc.) in the first session of the training. Later on there was a specific session in the training on discrimination based on sex (the relevant legislation, case examples, etc.). Before the training started, training for trainers was organised to ensure that they had a common understanding of gender issues as well sufficient knowledge on gender mainstreaming.
- In a project on gender-based violence, awareness-raising activities among citizens about prevention and protection was planned and based on the problem analysis completed at the planning stage of the project, it was decided that both women and men should be the target audience.

Therefore, when planning the awareness-raising campaign, it was taken into consideration that the target public is gendered and women and men may use different media channels. They may also have different media consumption patterns. Assessment revealed that local TV would mostly reach men, while women carried the main burden of unpaid care work and did not watch that as much TV. They were more easily reachable by radio during the late morning, when doing household tasks while the children were at school. In the project planning the distribution of informative leaflets for women was foreseen. These leaflets would inform women where to get help in case they were facing (domestic) violence. These leaflets were distributed at hospitals and pharmacies, as well as in social centers where activities for women with children were organised.

GOT INTERESTED?

[UNODC \(2013\): Guidance Note for UNODC Staff. Gender Mainstreaming in the work of UNODC](#)

GENDER BUDGETING

Gender budgeting is an application of gender mainstreaming in the budgetary process. It means a gender-based-assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring of income and expenditure in order to promote gender equality.

SCOPE

Public budgets are not only economic tools, but reflect policies in monetary terms and express political priorities. Budgets, therefore, are not gender-neutral. They affect women and men in different ways. Gender budgeting seeks to make the gender impact of budgets visible and to transform them into an instrument increasing gender equality. It includes identifying whether spending is sufficient to meet the practical and strategic needs of men, women, girls and boys, whilst continuing to close the gender gap. Gender budgeting involves all stages of the budgetary process and implies gender-sensitive analysis, assessment and restructuring of budgets. Gender budgeting does not mean a separate budget for women, it is not about whether an equal amount is spent on women and men, but whether the spending is adequate to address women's and men's needs. What impact does this budget have on gender equality? Does it reduce gender inequality, increase it or leave it unchanged? In its policy brief on Sports, a municipality indicates that they want to stimulate sports for children. In their opinion more children need (extra) physical exercise. One of the objectives is to fight overweight and obesity, of which both boys and girls suffer. Children are invited, through their schools, to take part in (extra) sports activities. The municipality allocates a considerable extra amount of money to these activities and starts with the adaptation and renovation of the existing sports facilities. All in all this process will take at least two years. After a year the municipality evaluates and finds out that more boys have been participating in the sports activities. When the municipality asks, through the schools, why girls did not participate, they find out that the extra budget was spent on existing sports facilities, but according to the girls these facilities offer sports they are not too keen on. The girls that do like the sports that were offered, mention another problem, namely that some of these facilities are only open in the evening. For many girls it is a problem to go there at night (in winter). The municipality's conclusion is that they should have proceeded in a different way: they had the intention to target both girls and boys. They should have asked girls and boys which sports they would like to do and then they should have looked at the existing sports facilities. A decision should have been made on how to meet the wishes of both the girls and boys. It is still not too late, since the programme is only halfway. So the municipality re-allocates the money and spends it partly on new sports modalities. Sports facilities are requested to reschedule sports lessons where feasible, so that both girls and boys can benefit.

HOW IS GENDER BUDGETING RELEVANT FOR CO-OPERATION WORK?

In the process of programming, gender equality objectives are defined. Gender equality indicators are defined as well so as to measure if the gender equality objectives will be reached. It is important that adequate budget is allocated to the activities that will lead to reaching the gender equality objectives of the programme/project. Without an adequate budget, implementing the activities foreseen will be a challenge.

Gender budgeting should be taken into account through the entire cycle of preparing, setting and spending budgets and the whole process of gender mainstreaming and gender budgeting should encompass the following steps:

1. Describe the situation and needs of women and men, girls and boys (gender analysis, see [Section 3](#)).
2. Check whether your project/programme set of activities is/are gender-sensitive i.e. whether the project/programme addresses the situation you described (gender impact assessment, see [Section 3](#)) and adjust the activities accordingly.
3. Check that adequate budget is allocated to implement the gender-sensitive activities.
4. Check, during implementation, whether the expenditure is spent as planned. If not, re-allocate.
5. Examine the impact of your project e.g. whether it has addressed both women's and men's needs, as foreseen in the planning stage of the project/programme.

EXAMPLE OF THE RELEVANCE OF GENDER BUDGETING

In its policy brief on Sports, a municipality indicates that they want to stimulate sports for children. In their opinion more children need (extra) physical exercise. One of the objectives is to fight overweight and obesity, of which both boys and girls suffer. Children are invited, through their schools, to take part in (extra) sports activities. The municipality allocates a considerable extra amount of money to these activities and starts with the adaptation and renovation of the existing sports facilities. All in all this process will take at least two years. After a year the municipality evaluates and finds out that more boys have been participating in the sports activities. When the municipality asks, through the schools, why girls did not participate, they find out that the extra budget was spent on existing sports facilities, but according to the girls these facilities offer sports they are not too keen on. The girls that do like the sports that were offered, mention another problem, namely that some of these facilities are only open in the evening. For many girls it is a problem to go there at night (in winter). The municipality's conclusion is that they should have proceeded in a different way: they had the intention to target both girls and boys. They should have asked girls and boys which sports they would like to do and then they should have looked at the existing sports facilities. A decision should have been made on how to meet the wishes of both the girls and boys. It is still not too late, since the programme is only halfway. So the municipality re-allocates the money and spends it partly on new sports modalities. Sports facilities are requested to reschedule sports lessons where feasible, so that both girls and boys can benefit.

GOT INTERESTED?

[Final report of the Group on Specialists on Gender Budgeting](#)

GENDER MAINSTREAMING IN RISK ASSESSMENT

The identification of the relevant risks, their probability and possible impact are important to ensure the adequate preparation of the project and as a consequence a successful implementation of the project. Once the risks are identified and the project is ready to bear them, mitigation measures to each risk should be examined. If the risks for gender mainstreaming seem too big, a review of the project should be considered.

There can be different types of risk for gender mainstreaming in projects. The risks are often related either to the political context, project delivery or communication/ reputation. Depending on the risk, the mitigation measure is less or more under the control of the project team. The risks related to the political environment are harder to be influenced than those that are internal to the project. When defining risks for gender mainstreaming, it is important to assess whether the larger context of gender roles and relations within society could cause risks. For example, gender stereotypes or structural barriers may prevent full participation of one or the other gender.

HERE ARE A COUPLE OF EXAMPLES OF POSSIBLE RISKS FOR GENDER MAINSTREAMING IN A PROJECT

RISK	MITIGATION MEASURE
Lack of gender expertise in the project team or among the partners.	Training (the project team and the partners), support from the gender advisor(s) or consult with women's organisations that have the right expertise.
Lack of political will and commitment to gender equality and gender mainstreaming.	Enhance the awareness and understanding of the national, regional and local authorities on the importance and benefits of gender equality and gender mainstreaming as well as on the national and international commitments of the country and build their capacity on gender issues. If donor(s) have required the inclusion of a gender dimension in the project, do emphasize this in the conversations with the national government.
Gender stereotypes affect negatively the project implementation.	gender-sensitive communication, gender expert should check the materials and propose new language, awareness- raising and training activities.

EXAMPLES

- In a project on decentralisation, there were challenges in gender mainstreaming because the local authorities were not very committed to it. This risk had been identified at the planning stage. In order to mitigate this risk, from the start of the project gender issues were kept on the agenda in different meetings (steering committee, etc.) to increase awareness and understanding of the local authorities, who were the main partners of the project. In the discussions with the local authorities the national strategy for equal opportunities for women and men was often referred to and reference was made also to international agreements the country had committed to. As other international organisations and donors were facing similar problems in their decentralisation projects, they decided to bring this issue to the discussion in the meeting of the thematic coordination group in which local and national authorities participated. The organisations showed the added value by doing a Gender Impact Assessment and the local authorities realised that leaving out roughly 50% of the population in decision-making and participation at local level would cause problems.
- In a project on corruption, factsheets, leaflets and other materials used very stereotypical language and pictures: men being leaders and initiators of acts of corruption, women being victims and being in the lower ranks of the organisations committing corruption. In fact this enforced the gender stereotypical way of thinking about the corruption portfolio and did not meet reality, where we see that women, just like men, can take a leading role or have an important position in the acts of corruption. The project manager decided to have the materials redesigned by an expert on communication, in co-operation with a gender equality expert.

GENDER MAINSTREAMING IN MONITORING AND REPORTING

MONITORING

Monitoring allows policy leads, implementers, programmers and teams to assess how a project is progressing compared to planned gender specific and gender mainstreamed outputs and outcomes. It also provides information on the possible need to adapt activities to ensure effective use of gender mainstreaming. Monitoring and reporting also contributes to the accountability of the project as it ensures regular assessment of the project against the plan, including against its outcomes and budgets. Gender-sensitive monitoring should be an automatic aspect of project monitoring and reporting.

Monitoring gender mainstreaming aspects of the projects requires project managers and implementers to develop gender-sensitive indicators and ensure there is a baseline for each indicator. (see Section 3 on the Logframe and Indicators). Monitoring should include both visits to project sites and desk-based monitoring of project documents and reports. When conducting monitoring visits, talk to women and men (if feasible and relevant: girls and boys) and to relevant NGOs and other stakeholders. Focus Group Discussions (FGD) and Key Informant Interviews (KII) are vital. KIIs should be with both women and men; and FGDs with groups of solely women, solely men, and joint groups (if the topic is considered safe for women to speak about with men). Speaking to women and men separately should project important insights into the different ways in which women and men perceive the problem, solutions and project activities. This will be important for any changes you recommend making to the project. Ensure that the methodology, timing and logistics of the visit are such that monitoring reaches both women and men.

Data collected needs to be gender disaggregated. It should also be disaggregated on other levels, such as age, sexual orientation, minority, disability, social group, income status and level of education. Collecting and analysing this data will enable you to assess whether the project is reaching your target group and the most vulnerable in communities.

In the monitoring phase, the main purpose is to see whether gender mainstreaming has been implemented in activities, outputs and outcomes as planned. Another aspect that the monitoring should focus on is whether the project is impacting women and men positively, whether there are any unintended positive or negative consequences, and if it enhances equality between them. If not, and especially if it appears that the project is negatively affecting gender equality, mitigation measures should be taken and the project possibly stopped altogether. The project gender analysis should have already identified any obstacles to gender mainstreaming and gender equality and ways to address them, activities and mitigation to be included in the project. However, this should be assessed through monitoring to ensure the implementation of the activities required – and developing new ones if necessary. The monitoring should identify any unexpected (negative and positive) results as well as collect lessons learned.

REPORTING

Include gender issues regularly in **reporting**. Monitoring findings need to be presented and analysed against project outputs and where possible outcomes. Project managers should ask themselves when reporting: how much progress has been achieved on planned gender outputs/issues? If there is any delay in project implementation, project managers should assess why and put measures into place to reverse the delay. Project managers should assess whether gender components are more delayed than other elements of the project and why. Project managers should assess whether there are any trends of how the project is advancing in terms of gender mainstreaming and gender equality. This should be included in the reports in all relevant sections and as part of reporting on transversal issues under gender mainstreaming. Try to be as concrete as possible and provide examples, avoid statements without definite substance such as: the project has mainstreamed gender. Describe how and what is the result. Using mainly aggregated terms such as communities or families can mask important differences in needs of women and men. This is why sex- disaggregated data is important.

Examples

- If a project includes a **case study** or **research**, describe the findings related to gender.
- If the project includes **seminars** or **round-tables**, explain what specific gender issues were included in the agenda, what gender issues were raised and discussed, which conclusions or recommendations included a gender perspective, what kind of decisions you might be planning to take based on those conclusions.
- If the project includes **capacity building activities**, write about gender themes that were included, how they were received by the participants or whether the materials were gender-sensitive. What were the results of the training? What do you expect the participants to do with the knowledge they have gained? How will you monitor? Describe if and how the knowledge and skills gained are being used, and the numbers of women and men who participated.
- If the project contains an **awareness-raising** or **information campaign**, write about whether there was a gender analysis to assess public views and perceptions, whether resulting campaign materials were gendered or whether gender was considered in their design. What was the outcome of the campaign, how well did it reach the target public? This is where gender disaggregated data are useful, in addition to data disaggregated on factors such as age, sexual orientation, minority, disability, social group, income status and level of education. This will enable project managers to assess if and to what extent the project reached its target audience. If the campaign was evaluated to assess its impact, include information on whether it mainstreamed gender and to what extent, and what the impact was.
- If the project offers **grants** to NGOs, report on gender criteria on the call, results and outcomes, challenges and lessons learned of the projects and the process including on whether women's rights organisations were directly targeted, how many women's rights organisations applied for the grant and how many were successful (this is useful in percentage terms), whether successful applicants all included gender components and mainstreamed gender, whether the Monitoring, Evaluation and Learning of the project grants specifically assessed the results and outcomes, challenges and lessons learned of the projects from a gender perspective.

EVALUATION

It is also key to ensure that projects are evaluated – this means:

- Having a baseline of impact and outcome indicators
- A midterm progress against the above (and making changes as necessary to the project to enhance progress)
- A final evaluation to assess changes against the above two

Evaluation is where you assess impact and really learn.

Evaluation is particularly important with gender work, as the targeted progress is so long term, it should not only be monitored, but also assessed for impact.

Evaluation uses monitoring data, so it is essential to gather sex-disaggregated data and other gender sensitive monitoring data during the implementation.

Language used in the reports should be gender-sensitive. When providing success stories, quotes, images, etc. avoid enhancing gender stereotypes, instead challenge them. This can be done for example by using images where women/men are presented in actions/roles different from their traditional roles. (See also [Section 4](#) on Communication)

EXAMPLES

Collection of gender-disaggregated data: in a project that aimed to teach illiterate adults to read and write, from the very beginning the data on the students that started and completed the literacy course was collected on the total number of students. During the monitoring it was found that, for a range of reasons, women had much greater difficulties in completing the course than men.

- To examine this further gender disaggregated data was collected (data on women and men's participation in the course).
- It was found that, while 60% of male students were able to complete the literacy course, only 30% of women did so.

There were several reasons for this: child care responsibilities, as well as some negative attitudes of their spouses towards their wives learning new things; and long morning lessons (3 hours per day,) when expectations were on women to be at home to prepare lunch for their husbands and children. To address these issues, it was decided to shorten the number of lessons per day from 3 hours to 1.5 while keeping the total amount of lessons equal. To address the social norms that affect women's ability to participate meetings were organized with husbands to raise their awareness on the benefits of literacy skills to their wives and as a consequence, to the whole family.

- When developing communication material in an education project for young people, the project team put an emphasis on presenting images that challenged stereotypes. This was done by using images of women working in "unexpected" professions such as the security system and the justice sector, including as judges. Conversely, men were used in nursing and teaching professions images used in nursing and teaching professions images. The same was done with the interviews and quotes from the professionals. Care was also taken to ensure examples used in the materials were gender-sensitive, for example when talking about families, men were also taking care of children and women were working outside the home and actively participating in local community affairs.

GOT INTERESTED?

[UNODC \(2013\): Guidance Note for UNODC Staff. Gender mainstreaming in the work of UNODC](#)

GENDER-SENSITIVE COMMUNICATION FOR CO- OPERATION WORK AND PROJECTS

WHAT IS GENDER-SENSITIVE COMMUNICATION?

Communication within projects takes many forms: campaigns, social media, websites, speeches, posters, leaflets, publications, photos and videos. All aspects of the project's communication should be gender-sensitive and this should go beyond project implementation, communication in relation to donor relations, programming and advocacy. This will ensure consistency and effective messaging. Without a conscious effort to include a gender equality perspective, there are high risks that communication either reinforces gender stereotypes, or simply makes gender equality issues or women invisible.

Gender-sensitive communication means using **inclusive language**, which promotes gender equality and the equal visibility of women and men. The Council of Europe has been committed to using inclusive language for over 20 years, since Instruction No. 33 of 1 June 1994 concerning the use of non-sexist language at the Council of Europe.

The Committee of Ministers' Recommendation No. R (90)4 on the elimination of sexism from language recommended that member states use language reflecting the principle of equality and to take measures with a view to:

1. Encouraging the use, as far as possible, of non-sexist language to take account of the presence, status and role of women in society, as current linguistic practice does for men;
2. Bringing the terminology used in legal drafting, public administration and education into line with the principle of sex equality;
3. Encouraging the use of non-sexist language in the media.

The use of gender-sensitive language has different implications depending on the language. Many countries have their own guidelines and/or practices regarding this issue. The Council of Europe needs to make a conscious effort to consistently use gender-sensitive language.

Gender-sensitive communication also relates to carefully choosing photos/images that are inclusive of both women and men, if possible also reflecting some diversity, and promote a non-stereotypical image of both sexes and support gender equality.

WHY IS IT IMPORTANT?

Communication forms an integral part of project management, regarding how messages, objectives, results and impact of the project are successfully communicated to citizens and other stakeholders. This part of project work and of co-operation activities needs to fully reflect gender equality aspects and communication tools should contribute to this objective. This is even more important because efficient communication tools, including visual communication, can have a very powerful effect on the public.

Staff should be aware that sexism and gender stereotypes may often be present in all types of communication tools and they are a serious obstacle to the realisation of gender equality. Gender stereotypes manifest themselves in three different ways: firstly, women are underrepresented or not featured in communication tools; secondly, women and men are often represented in stereotypical roles and situations, which de facto limits their opportunities; thirdly, a hierarchy of status and functions is often observed to the detriment of women.

WHO IS RESPONSIBLE?

Everyone involved in co-operation activities has a responsibility to ensure that their communication reflects the Council of Europe commitment to gender equality and gender mainstreaming.

It is the role of the project coordinator in charge of the content of the project to inform all interlocutors, (including web and graphic designers, translators, external communication consultants etc.) about the need for gender-sensitive communication and to make sure that this is respected.

HOW CAN COMMUNICATION BE GENDER SENSITIVE?

USE GENDER-SENSITIVE LANGUAGE⁽¹⁾

Avoid gender-specific pronouns when the sex of the person concerned is not known.

The following alternatives are suggested.

Use a plural form. This is often the simplest solution

INSTEAD OF	USE
The child and his rights	Children and their rights
The director...he...	Directors...they...
A nurse must inform her patients	Nurses must inform their patients

(1) Taken from [Instruction No. 33 of 1 June 1994 concerning the use of non-sexist language at the Council of Europe](#).

Reword the sentence

INSTEAD OF	USE
When a staff member arrives at the Council, he must ...	On arriving at the Council, a staff member must ...

Delete the pronoun

INSTEAD OF	USE
Anyone disagreeing should give his reasons.	Anyone disagreeing should give their reasons.

Replace the pronoun by “the”, “a” or “an”

INSTEAD OF	USE
When submitting his application, a candidate should ...	When submitting an application, a candidate should ...

Use “we”, “one” or “people”

INSTEAD OF	USE
The individual is influenced by his family’s values.	People are influenced by their families’ values.

Avoid “man” words

INSTEAD OF	USE
Chairman, chairwoman	Chair
Spokesman, spokeswoman	Spokesperson
Craftsman	Craft worker
Businessman	The business community, industry, business managers, business people, executives, companies
Man, mankind	People, the human race, human beings, humanity
Manpower	Workforce, workers, personnel
Manmade	Artificial, synthetic, manufactured, constructed, of human origin
To man	To staff, to operate, to be on duty

Forms of address

INSTEAD OF	USE
Mrs,	Ms
	First name and surname may be used without a title.

Use parallel language

INSTEAD OF	USE
Men and ladies	Women and men, ladies and gentlemen
Men and girls	Women and men, girls and boys
Man and wife	Husband and wife, man and woman

Avoid stereotypes

INSTEAD OF	USE
Ambassadors and their wives	Ambassadors and their spouses or partners
A woman doctor, a male nurse	A doctor, a nurse

RECOMMENDATIONS THAT APPLY TO FRENCH LANGUAGE

- Eliminate sexist expressions. This can be for example words that relate to men only or which give information about the marital status of women (e.g. “droits de l’homme” could be replaced by “droits humains” in French).
- Use the feminine and masculine form in messages addressed to all both orally and inwritten (e.g. “citoyennes et citoyens” in French).
- In French, use the terms “droits des femmes”, « journée internationale des droits des femmes » (plural and not singular).

Also check the wording used in relation to gender equality issues in the [Gender Equality Glossary](#) (FR/EN combined).

AVOID GENDER STEREOTYPES:

- Always present women and men giving their full name and function (often women are represented by their given name only). Use parallel language in regard to first and last names, courteous addresses, titles and professions
- Do not represent or quote women only in relation to social issues/family issues but aim to challenge gender stereotypes by quoting women in relation to topics that are usually addressed by men (e.g. criminal matters, defence, technology) and men in relation to social issues.
- In interviews, avoid asking questions about private life to women or to women only in cases where these questions are relevant.

IMAGES

Ensure a diverse representation of women and men in order not to reinforce gender stereotypes and sexism:

- Try to portray women and men of different ages, ethnicities and backgrounds.
- Colours: avoid using pink and blue for women/men and dark colours for men, soft colours for women.
- Avoid the systematic representation of women in caring positions or situations and of men in decision-making positions or in science/technical roles.
- Clothing: avoid the representation of men in practical clothes and women in sexy clothing or in clothing not adapted to the activity.
- Beware of the positioning behaviour of people: avoid systematically putting women in passive or submissive positions in relation to men and in the way they act (standing/sitting, position, eyes etc.)
- Make sure women are not always in the

Ensure gender balance:

background/men in the foreground.

- In the people portrayed on images, publications, posters, websites, videos. Among speakers at events and in terms of speaking time in general (avoid single line up).
- If needed, use the databases of women experts that exist in different member states or contact women's organisations who could be sources of information to find women experts in different areas/roles.
- Try to give preference to women/men in non-traditional roles.

COMMUNICATION TO DONORS AND OTHER STAKEHOLDERS ABOUT PROJECT RESULTS

One central aspect of communication is communication to donors and other actors, including the general public. It is important to make visible our work on gender equality and gender mainstreaming to them. Reports and communication materials need to show how projects have improved gender equality. This includes showing how women and men have participated in our activities; how gender equality issues have been included in the events and meetings organised and how capacity building activities have included capacity building on gender equality issues.

Communication on project results can for example explain what kind of changes and benefits projects have brought to the lives of women and men, girls and boys and the economic impact also. This can include showing how legal advice for draft legislation took into account gender equality or highlight the gender mainstreaming aspects of studies or research activities.

In order to achieve sustainable results for gender equality in our projects, commitment and political will are required from all stakeholders including national stakeholders. However, sometimes we face indifference or even resistance to gender equality and gender mainstreaming. In those cases it is necessary to explain why gender equality and gender mainstreaming are needed and advocate for the benefits of gender equality and gender mainstreaming.

Advocacy requires increasing people's knowledge on the issue in question and changing their attitudes to facilitate the desired change. It is a long-term process. When preparing advocacy for gender equality and gender mainstreaming in projects, several issues need to be kept in mind. First of all, it is important to take into account different target audiences: decision-makers, general public, policy-makers, opinion leaders, etc. and to be aware of and analyse systematically their interests and positioning (why they oppose gender mainstreaming or are indifferent to it). It is also important to be prepared to answer potentially difficult questions.

When explaining why gender equality and gender mainstreaming are important and needed in all activities, use concrete and precise arguments. The first argument is that gender equality and the right not to be discriminated against is a human right and that the Council of Europe considers that equality between women and men is a prerequisite for any democratic society and it is supported by standards adopted and ratified by most member states at all levels (United Nations, Council of Europe, national). It is essential to measure and explain the benefits of gender equality, including economic ones. For example action and programmes to reduce violence against women and girls results in decreasing costs to criminal justice system, civil legal services, healthcare, social services, housing and refugees, as well as benefits to employers by lessening time off of work due to injuries.

It is important to avoid being too theoretical or philosophical. Base your arguments on standards, facts and figures. Avoid using jargon. Illustrate which problems can be solved by striving for gender equality and what specific benefits the inclusion of the gender perspective will bring to different actors. It is also important to emphasize that gender equality/mainstreaming is not only about women; it is about women and men, girls and boys. Keep in mind that it is not only the substance of the message that matters, but also the way in which the message is presented.

There are several arguments that can be used to explain why gender mainstreaming as a tool to reach gender equality is important (see also Section 1). Gender mainstreaming helps to better address the needs of women and men and, as a consequence, increases quality and efficiency of policies, programmes and projects. Gender inequalities have a very high social and economic cost.

For example gender-based violence is a violation of human rights that causes suffering to individuals and causes considerable economic losses. More just societies are also more sustainable societies. There are various common arguments for not considering gender equality and gender mainstreaming. In **Section 2** of the Toolkit you will find the most common ones and the answers that one can use to clarify the country.

SOURCES

Guidebook « Pour une communication publiquesans stéréotypes de sexe » produced by the French Haut Conseil à l'Égalité entre les femmes et les hommes (2016)

[ITCILO : Ressource package on gender mainstreaming in EU development against gender equality : How to deal with it ?](#)

[The Council of Europe Campaign "Sexism : See it. Name it"](#)

