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Women and men
in development

Analysing gender



“The focus on equality between women and men within Swedish development cooperation is based on two important premises:

Firstly, the long standing conviction that equality is a matter of human rights; and secondly the increasing recognition that equality – equal rights, opportunities and obligations for women and men – is a precondition for effective and sustainable people-centred development.”

Sida's Action Programme for Promoting Equality between Women and Men in Partner Countries

Sida's Action Programme is based on international treaties and adopted charters, including the Beijing Declaration and Platform for Action and the United Nations Convention on the Elimination of all forms of Discrimination Against Women.

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A simple guide to gender mainstreaming

Considering gender aspects is necessary during all stages of a project or programme – from the initial stage of formulating a project to the final stage of evaluation. This brochure briefly outlines how gender aspects successfully can be incorporated into the project process.

It provides an overview of key issues:

- When should the gender aspects be considered?
- Why are gender aspects an important consideration?
- How can you, in practice, identify relevant gender aspects?
- How should these findings guide project design and implementation?

Understanding gender

To promote equality between women and men it is necessary to adopt a gender approach. Rather than exclusively focusing on either women or men, we must consider the situation of both women and men. This is often called gender mainstreaming.

Gender mainstreaming involves examining and identifying factors that reinforce and perpetuate inequalities between women and men. Gender inequality is not about lack of skills and resources, but about the social structures and institutions that produce inequalities. We must therefore both understand and address the causes of inequality – social structures, institutions, values and beliefs – rather than the symptoms.

It is not a matter of adding women or men into existing projects and programmes, but of reshaping them to reflect the varying interests and needs of women and men.

“Gender inequality is not about lack of skills and resources, but about the social structures and institutions that produce inequalities.”

A gender approach is equally important regarding children and the situation of young and adolescent girls and boys. From an early age children are affected by gender-based values that serve to reinforce inequality.

Highlighting gender

Municipal infrastructure is one area that often receives support from Sida. To many, the link between, for example, water supply or district heating and gender is initially unclear. Sida therefore undertakes gender studies to identify and incorporate gender aspects into project activities. Sida consultant Virginija Langbakk explains how the relevance of gender can be made apparent.

“You need sex-disaggregated statistics, a vital instrument in incorporating the gender dimension in projects.”

 “We usually start with the very basics in order to achieve a change in attitudes. The first response is often that gender is irrelevant to, for example, water supply. I try to explain the need for sex-disaggregated customer statistics. How many customers are, for example, single women parents? A common response is that all customers are considered as equal. Not at all. Users with teenagers or small children would use more warm water and this gives information for tariff and delivery planning.

Another relevant question might be who usually complains about poor or inadequate services. The reply is often the women. Have you ever considered why, I ask? Perhaps the woman is unemployed and stays in a cold apartment all day while her husband is only at home later in the evening. Such data and quantitative indicators can suggest further qualitative analysis. While management might recognise this as a valid argument, they often claim that only basic services can be delivered at present. Major investment must come first and the economy does not permit meeting indi-

vidual demands. Not at all, I explain. If you try to satisfy the needs of each customer – often women – you clearly show that you side with the customer.

First, it is important to realise that gender neutrality does not exist and sex-disaggregated statistics is one of the vital instruments for incorporating the gender dimension.



Virginija Langbakk
Gender issues expert
ÅF-International

Since 1997, Sida has supported the rehabilitation of municipal services in the Russian city of Veliky Novgorod, including the city's water and wastewater, district heating and solid waste utilities. Veliky Novgorod has now initiated efforts to integrate gender aspects in its municipal administration. The three utilities have, for example, introduced sex-disaggregated statistics in their corporate development plans. Sida will continue to monitor developments to gain further experience in how gender mainstreaming best can be implemented in future municipal environment and energy projects in Russia.

Identifying women's and men's needs



The gender approach helps ensure that development policies and activities give adequate attention to both women and men. Women and men often have very different needs and face different cultural, physical, economic and institutional constraints. A clear understanding of structural and systematic constraints is particularly important in order to allow for both women and men to contribute and benefit effectively.

It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, and societal spheres so that women and men benefit equally. Policies and programmes can thereby be designed in ways which meet the different needs of women and men and ensure that women and men are equally involved in decision-making at all levels.

A gender-equitable approach involves getting the right information about gender issues and using that information as the basis of decision-making. This gender analysis involves gathering data that reveal the differences between women's and men's needs, roles, priorities, and access to and control of resources.

The 3R method

The 3R method is one of several tools for review and analysis. It serves as an aid in systematically compiling facts and information about the circumstance of women and men in a given situation. The tool basically answers the question: Who receives what and on which terms?

1R Representation

How many women and how many men? Heads are to be counted at all levels in the organisation or project: at management level and staff level and among customers, citizens and users of the goods or services provided.

The replies indicate how gender is distributed among those who take decisions, those who work there and those who are affected by the project.

Specific questions may include: How many women and men are represented in management? How many women and how many men are involved in the project? What is the gender division among those who stand to benefit from the activity?

1R

2R

2 R Resources

How are resources – money, space and time – distributed between women and men? The answer to this question indicates how women and men respectively will benefit from the project.

Specific questions may include: How much attention is given to women and men respectively in the same situation? How are needs, access and costs determined? Who benefits from, for example, project results? Who are the primary users of municipal services, who pays for these services and how will added costs affect women and men respectively?

The idea is to replenish the representation analysis and as far as possible bring in the distribution of resources.

3R

3 R Realia

Why is representation and resource distribution divided between sexes in the way they are?

This question requires analysis and discussion and often the use of outside expertise as well.

The answer provides an idea of the normative ways in which women and men are viewed in the project, the organisation and in society. How does this affect the operation?

Questions may include: Why are men given priority in the health care system? Why do we lend less money to women than men? Why do women and men use less or more resources?

All the Rs are needed

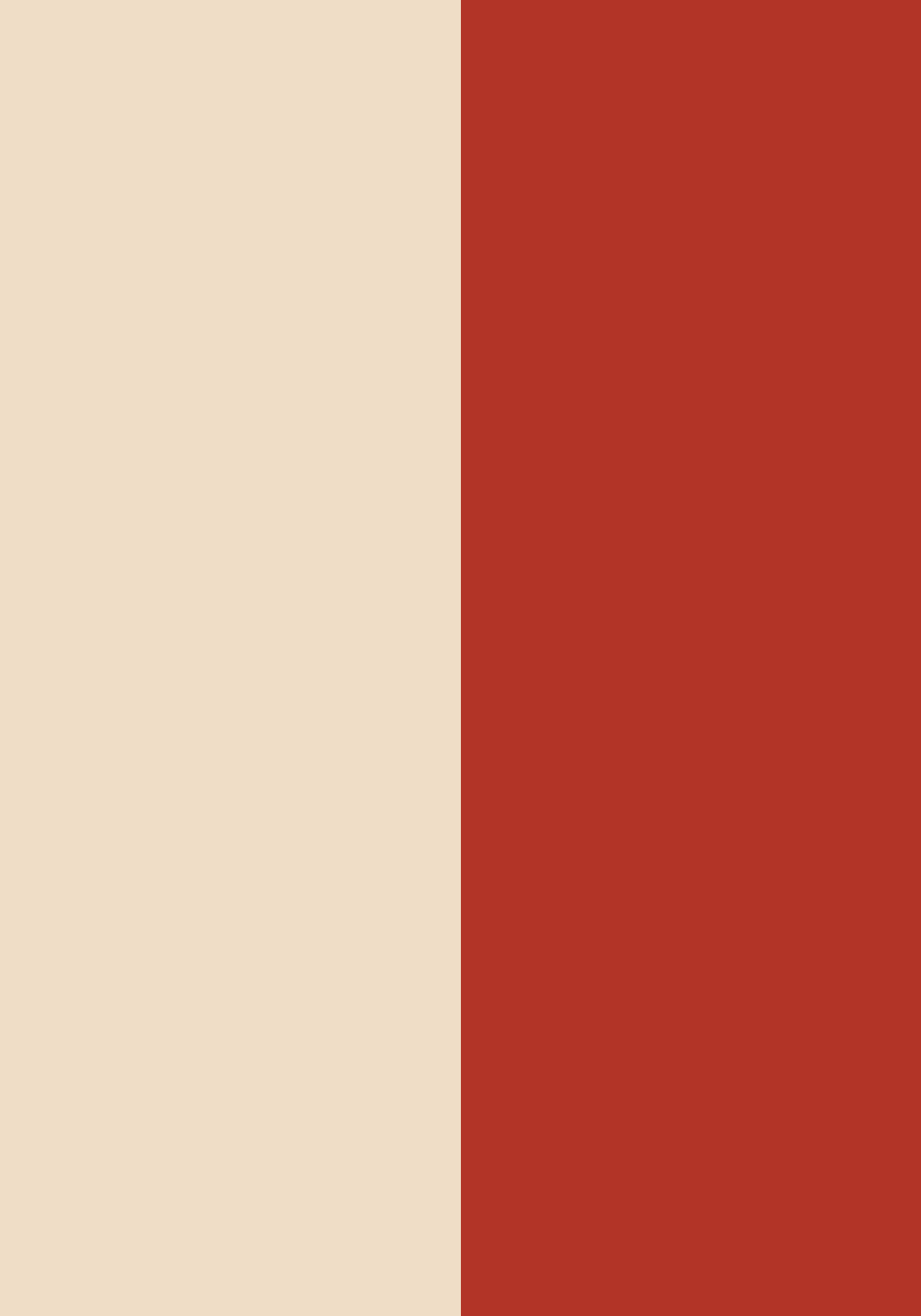
Central to this method is that all three Rs are needed to clarify gender. It is necessary to first check the figures and thereby identify the gender divisions that exist.

Acquire information about the specific operation – the situation may not be quite the same in other similar operations.

Begin by discussing the present situation. In this discussion, compare the situation with gender equality goals for the organisation and society as a whole.

On the basis of this discussion, it will become clear what needs to be done.

The 3R method was developed by Gertrud Åström and the Swedish Association of Local Authorities. It has primarily been used by local authorities to review and analyse influence among women and men in municipalities. The 3R method has also been used by other organisations in Sweden and abroad. The method involves developing quantitative data, figures and information, which then provide the basis for a qualitative analysis of the operation.



Gender perspective analysis/assessment

Stakeholders and target groups

Which groups are involved in the project (for example as participants and managers)? Who directly and indirectly benefit from the project?

Problem

Which problems have been identified and by whom? Can one reasonably assume that the project description reflects problems experienced by both women and men? Do women and men have a similar role in society and equal access to resources – such as financial resources, legal rights and decision-making power – relative to the problem as outlined? Are women and men similarly affected by the problem or not?

Objective

Will the problem, as described, be solved if the project's goals are attained? Is it reasonable to assume that the project constitutes an equally satisfactory solution for both women and men?

Results

Will project results benefit both women and men? Can results adversely affect women or men? Does the project affect resource distribution – including political and economic power – in such a way that it acts to widen or narrow the gap between women and men.

Activities

Are both women and men involved in project activities?
Have activities been designed with the needs of women and men in mind?
Have women's and men's ability, respectively, to participate been examined?

Checklist

Ukraine

– Gender in land reform

 With the new land code, a major land reform is now under way in Ukraine. Sida supports this process in a project to introduce and implement a national spatial data infrastructure. “At first sight, this would seem purely technical,” notes Project Team Leader Ake Uthas. “However, we believe gender equality during land reform implementation in Ukraine is essential for the future.”

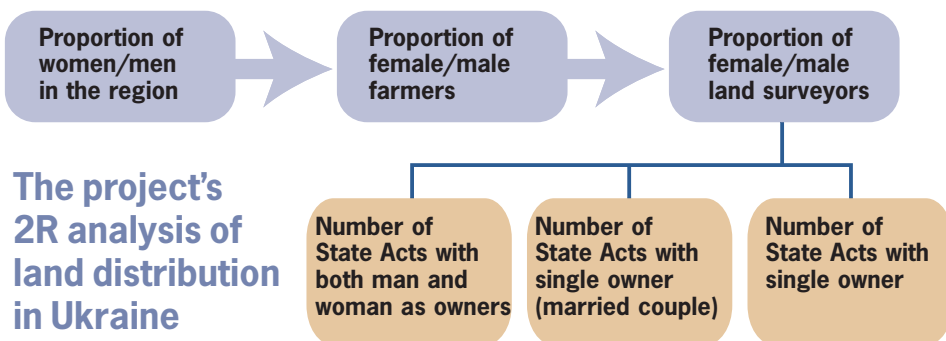
While the land privatisation process is now in its initial stage, it is important to make women aware of their rights. Land prices will gradually rise and land ownership by women will become an important factor in achieving economic equality. The project has therefore given particular attention to equal opportunities of women and men to land ownership, including insufficient public awareness about land ownership, legal constraints, education and attitudes.

A project seminar, with government and organisation representatives as well as gender experts, examined all aspects of land ownership relating to equal opportunities. They discussed, for example, how to raise awareness among women concerning rights, how monitoring of equal opportunity legislation could be strengthened and means to provide additional statistical data.

“A key measure has been to undertake a statistical survey to clarify gender aspects of land ownership.”

A key measure has been to undertake a statistical survey to clarify gender aspects of land ownership. It was found, for example, that men and women generally should be entitled to an equal share of land as a reflection of the fact that an equal share of men and women were employed on collective farms.

Project participants have outlined numerous activities aimed at ensuring that women receive equal opportunities to land. “Democratic principles cannot be overlooked during the land reform process,” the project underlines. “By ensuring equal rights, we can create an economic foundation for equality.”



Kosovo

– considering the needs of all passengers

 The war in Kosovo forced railways to a standstill. Following the cessation of hostilities in 1999, little remained of the rolling stock; of the 52 locomotives, for example, only four were in working order. Before the war more than 2.5 million annual passengers depended on rail transportation and industry relied on freight services.

Resuming traffic was therefore a priority for the United Nations Interim Administration in Kosovo. Sida has committed funds for urgent repairs but primarily been instrumental in establishing a new market-based management for the railways. Swedish consultants SwedeRail have worked at every management level to modernise administration.

Of the 330 km rail network, traffic has resumed on 150. The crucial north-south passenger rail link from the Serbian to the Macedonian administrative boundary is now operating, allowing isolated villagers to once again travel.

However, it was apparent that one vital aspect had been overlooked, namely the gender aspects. A study revealed not only the lack of women employed as railway officials but also little awareness of the conditions for female passengers.

Before Sweden withdraws, Sida has taken the initiative to help the future rail company establish a gender policy. Whereas the former Yugoslav rail-



“In order to act effectively in society, it is essential to commence by examining one’s own operations.”

ways employed many women, staff is now almost exclusively male. When Swedish experts first raised the issue, rail unions were enthusiastic. “In order to act effectively in society, it is essential to commence by examining one’s own operations,” says SwedeRail Team Leader Björn Waldemarsson.

The policy will not only deal with internal gender issues but also highlight necessary steps to ensure that women and men have equal access to transportation services. A study has shown, for example, that many women passengers feel uncomfortable. Sida has therefore discussed the possibility of creating special non-smoking cars for women and children.

Halving poverty by 2015 is one of the greatest challenges of our time, requiring cooperation and sustainability. The partner countries are responsible for their own development. Sida provides resources and develops knowledge and expertise, making the world a richer place.



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