

GENDER MAINSTREAMING TOOLKIT

Khyber Pakhtunkhwa Commission on the Status of women

Canada

K.P.C.S.W KHYBER PAKHTUNKHWA

Cowater International

Table of Contents

1. INTRODUCTION 3

1.1 GUIDE TO THE TOOLKIT 3
1.2 GENDER MAINSTREAMING: WHAT? WHY? HOW? 3

2. GENDER EQUALITY COMMITMENTS AND FRAMEWORKS 5

2.1 INTERNATIONAL COMMITMENTS 5
2.2 NATIONAL LAWS AND POLICIES 5
2.3 KHYBER PAKHTUNKHWA POLICIES AND MECHANISMS 6

3. GENDER MAINSTREAMING IN GOVERNMENT POLICIES AND PROGRAMS 8

3.1 GENDER ANALYSIS 8
3.2 GENDER IMPACT ASSESSMENT 12
3.3 GENDER MAINSTREAMING IN STAKEHOLDER ENGAGEMENT 13
3.4 GENDER MAINSTREAMING IN ANNUAL DEVELOPMENT PLANS 15
3.5 GENDER MAINSTREAMING IN THE DESIGN OF POLICIES AND PROJECTS 20
3.6 GENDER MAINSTREAMING IN PROJECT IMPLEMENTATION 24
3.7 GENDER MAINSTREAMING IN MONITORING 27
3.8 GENDER RESPONSIVE BUDGETING 30
3.9 GENDER RESPONSIVE POLICY REVIEW 32

4. MAINSTREAMING GENDER AT THE INSTITUTIONAL / DEPARTMENTAL LEVEL 36

4.1 KEY METHODS AND APPROACHES 36

5. GENDER INCLUSIVE COMMUNICATIONS 41

5.1 GENDER INCLUSIVE LANGUAGE 41
5.2 GENDER SENSITIVE IMAGES 42

6. GLOSSARY 44

7. REFERENCES 47

1. Introduction

This toolkit is designed to assist staff and consultants of the Government of Khyber Pakhtunkhwa (GoKP), specifically the Planning and Development Department (P&DD), Social Welfare, Special Education & Women Empowerment Department (SW, SE & WED) Khyber Pakhtunkhwa and the KP Commission on the Status of Women (KPCSW) to mainstream gender across government operations. The toolkit will guide users in identifying and addressing gender-related issues in Public Sector Management including program design and implementation and policymaking. While the toolkit does not cover all activities under Public Sector Management, it provides principles and guidance notes which could be adapted across the breadth of activities.

The tools will help mainstream gender considerations during the development and implementation of Annual Development Plans (ADP), and government policies, schemes and projects; and the development and implementation and in monitoring and reporting on achievements in specific areas of gender equality and development.

The toolkit is a living document which can be further expanded to address new developments and future needs.

1.1 Guide to the toolkit

This gender mainstreaming toolkit has been designed specifically to support the Government of Khyber Pakhtunkhwa to mainstream gender throughout its departments and operations, policies and programs. The KP Commission on the Status of Women is the owner of this Toolkit and will disseminate it to all departments along with training in the use of the Toolkit.

The Toolkit brings together international best practice in mainstreaming gender and inclusion, combining it with practical guidance specific to the day-today functions of the Government of Khyber Pakhtunkhwa. Links to additional resources are provided throughout to ensure that users have access to the best and most relevant tools, methodologies and resources to support them in their roles.

The Toolkit commences by identifying the relevant international commitments, national policies and laws, and provincial policies, Laws and mechanisms which underpin the requirement for mainstreaming gender in government operations. It then provides key tools and guidelines to support gender mainstreaming of government operations, including the Annual Development Planning process. The Toolkit goes on to provide methods and approaches for mainstreaming gender within institutional structures and processes and concludes with guidance on gender inclusive communications. A full list of resources is annexed.

1.2 Gender mainstreaming: What? Why? How?

WHAT?

Gender mainstreaming means integrating a gender perspective at all stages and levels of policies, programs 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 by age, ethnicity, disability, class, economic status, sexual orientation or gender identity and even by country or areas within a country. It is important to understand and take this intersectionality of factors into account when designing policies, programs and projects.

WHY?

Taking into consideration the different concerns, experiences and needs of women and men enables policy makers to better address them in policies, programs and projects. This will increase the effectiveness of these initiatives and their relevance to different demographic groups and enhance the quality and impact of their 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 exacerbate 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 become economically empowered contributes to the wellbeing and growth of entire communities.

HOW?

Gender needs to be taken into account and mainstreamed at all stages of the program cycle. It is especially important to do so at the concept and planning stage, when the problems, concerns and needs of the beneficiaries are identified and ways to address them are defined. Gender analysis and gender impact assessments are key tools to be used at the beginning of the gender mainstreaming process to inform the design of policies, programs and projects.

Critically, stakeholder engagement and listening to women's voices is a key factor in successful gender mainstreaming. Gender mainstreaming is the responsibility of all actors.

2. Gender equality commitments and frameworks

Pakistan has made several international commitments to achieving gender equality and combatting discrimination against women and girls. These international commitments are then reflected in national laws and policies and cascade down to provincial level policies and legal mechanisms. It is important to know about these commitments and policies to ensure that all other government work aligns or contributes to them. They can be used to promote the integration of gender perspectives into government work and are an entry point for discussions on gender-related issues with a range of stakeholders. Key gender equality related international commitments, national laws and policies, and provincial policies and mechanisms are described below.

2.1 International commitments

Sustainable Development Goals (SDG)

Pakistan was the first country to adopt the SDG 2030 agenda through a unanimous resolution of parliament. At the federal level, an SDG Monitoring and Coordination Unit was established in coordination with UNDP, to serve as a national coordinating entity with similar units established at the provincial level. GoKP has an SDG Support Unit located in the Planning and Development Secretariat.

Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)

Pakistan acceded to CEDAW in 1996, with reservations. The Convention establishes an international bill of rights for women and an agenda for action by countries to guarantee the enjoyment of those rights. The Convention emphasises that discrimination against women "violates the principles of equality of rights and respect for human dignity". Article 1 defines discrimination as "any distinction, exclusion or restriction made o.1 the basis of sex...in the political, economic, social, cultural, civil or any other field."

Beijing Platform for Action

Following the Fourth World Conference on Women in 1995 in Beijing, the Government of Pakistan committed to implementing the Beijing Platform for Action with its first National Plan of Action in 1998, followed by National Policy for Development and Empowerment of Women in 2002.

Convention on the Rights of the Child (CRC)

Setting out the civil, political, economic, health and cultural rights of children, Pakistan ratified this Convention in 1990. CRC provides protections for children, including protections from discrimination on the basis of sex.

United Nations Convention Against Torture and Other Cruel, Inhuman, or Degrading Treatment or Punishment (CAT)

Pakistan signed the CAT on April 17, 2008, and ratified it on June 23, 2010. Convention parties are obligated to take "effective legislative, administrative, judicial or other measures to prevent acts of torture in any territory under [their] jurisdiction." (Article 2 (1)).

2.2 National laws and policies

Constitution of Pakistan

The Constitution of the Islamic Republic of Pakistan which is the grounding framework of the country, embodies ample provisions enshrining the concept of gender equality, human rights, women's empowerment and the elimination of all forms of discrimination. Article 25 of the

Constitution provides that all citizens shall be equal before the law and entitled to equal protection of law. It further provides that there shall be no discrimination on the basis of sex alone. Clause (3) of Article 25 allows the state to make special provisions for women and children. Similarly, Article 34 ensures full participation of women in all spheres of national life.

http://www.na.gov.pk/uploads/documents/1549886415_632.pdf

Vision 2025

The seven pillars of Vision 2025 are fully aligned with the SDGs, providing a comprehensive long-term strategy for achieving inclusive growth and sustainable development. Vision 25 serves as a critical guidepost for the development of an effective strategy and roadmap for reaching Pakistan's national goals and aspirations. The Vision will be realised through strategies and programmes defined in associated five-year and annual plans.

The first of the Vision 2025 seven pillars, "People First", aligns with SDG 1 (poverty), 2 (health), 4 (education) and 5 (gender).

https://www.pc.gov.pk/uploads/vision2025/Pakistan-Vision-2025.pdf

National Action Plan for Human Rights

The Action Plan for Human Rights was prepared by the Ministry of Human Rights in Pakistan on the directives of the Minister's Office on 13th February 2016. The main objective of the Action Plan is to improve access to justice, implement key human rights priorities, including international commitments, and establish and strengthen national human rights institutions.

http://www.mohr.gov.pk/SiteImage/Misc/files/APBL.pdf

Protection of Women (Criminal Laws Amendment) Act, 2006

The Protection of Women (Criminal Laws Amendment) Act, 2006 is an overriding law with the aim to provide relief and protection to women against misuse and abuse of the law and to prevent their exploitation. This Act amends the following criminal laws:

(a) The Pakistan Penal Code, 1860.

(b) The Code of Criminal Procedure, 1898.

(c) The Dissolution of Muslim Marriage Act, 1939.

(d) The Offence of Zina (Enforcement of Hudood) Ordinance, 1979.

(e) The Offence of Qazf (Enforcement of Hadd) Ordinance, 1979.

http://www.na.gov.pk/uploads/documents/1321341579_812.pdf

2.3 Khyber Pakhtunkhwa policies and mechanisms

Khyber Pakhtunkhwa Commission on the Status of Women Act 2016

The objective of the Act is to establish an independent and autonomous Commission with powers to provide effective services for the promotion of women's rights and to eliminate all forms of discrimination against women in the Province of Khyber Pakhtunkhwa.

https://kpcode.kp.gov.pk/homepage/lawDetails/1299

Khyber Pakhtunkhwa Women Empowerment Policy 2017

The goal of this policy is "the empowerment of women of Khyber Pakhtunkhwa, in all spheres especially social, cultural, political, economic, legal, and personal life". Applying the principles of

non-discrimination and gender equity, the Policy provides policy prescriptions for the following domains:

1. Economic empowerment
2. Social empowerment
3. Political Empowerment
4. Legal empowerment and access to justice

https://kpcsw.gov.pk/wp-content/uploads/2017/11/Women-Empowerment-Policy-Framework.pdf

Other notable Pro-Women Laws in Khyber Pakhtunkhwa

Government of Khyber Pakhtunkhwa has instituted many pieces of legislation aiming at the protection of women, ensuring gender equality and women's empowerment. Some important pro-women legislation to note include:

1. Domestic Violence Act, 2021
2. Khyber Pakhtunkhwa Enforcement of Women Property Act, 2019
3. Reproductive & Health Rights Act, 2016
4. Khyber Pakhtunkhwa Lissail-e-Wal Mahroom Foundation Act, 2015
5. Khyber Pakhtunkhwa Elimination of the Custom of Ghag Act, 2013
6. Protection of Women against Harassment at Workplace, 2010

3. Gender mainstreaming in government policies and programs

3.1 Gender analysis

Gender analysis refers to the variety of methods used to understand the relationships between men and women, their access to resources, activities, and the constraints they face relative to each other.[1] The purpose of gender analysis is to understand the different patterns of participation, behaviour and activities of women and men in economic, social and legal structures.

Gender analysis is the necessary starting point for gender mainstreaming. There are a range of tools and frameworks available to support gender analysis and collecting and analysing sex-disaggregated data is central to all of them. The following table sets out some of the key questions to ask during a gender analysis:

Political and legal framework:	• Do policies, laws and regulations take gender equality and women's rights into account? • What policies, laws and regulations exist to ensure and protect women's rights?
Women's and men's roles:	• Who does what in the household, community and economy? • Regarding productive work (income generating work): are women or men working in certain professions associated with common gender stereotypes, e.g. women working as nurses, men as technicians? • Is a particular sex concentrated in higher-level positions and the other in lower positions? • The roles of women and men should be assessed with respect to unpaid care and domestic work as well. Care work usually does not generate income but has an important impact on the familial and societal economy. It also affects women's and men's opportunities to engage in paid work or have time to participate in community work. • Attention should be paid as well to community work: do women and men participate in political, religious or social work in organisations or community bodies? What are their roles within them?
Access to and control over resources:	• Resources are material and financial means and goods, but also include 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 access to and control over resources?

[1] Global Affairs Canada, 2019. What is Gender Analysis? https://www.international.gc.ca/world-monde/funding-financement/gender_analysis-analyse_comparative.aspx?lang=eng

	• Are women and men aware of their legal rights concerning access to and control over resources?
Participation in decision-making:	• Who participates in decision-making and at which levels? • How are decisions made (by consensus or by an individual or a group of individuals)? • Does the decision-making procedure take into account the different needs and perspectives of diverse women and men?
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 equitably by the service providers and civil servants? • Are they affordable for both women and men?

There are a number of well-established gender analysis frameworks which can be used:

Harvard Analytical Framework

The **Harvard Framework**, sometimes called the **GFA (Gender Framework Analysis)**, is designed to provide the basis for a gender profile of a social group. It is very adaptive and is composed of three basic elements:

- An **activity** profile based upon the gender division of labour, which lists the tasks of women and men, allowing for disaggregation by age, ethnicity or class, as well as where and when the tasks are performed. Activities are grouped under three headings: productive, reproductive / household, and social / political / religious activities.
- An **access and control** profile, which lists the resources needed to carry out these tasks, and the benefits derived from them. The resources may be material or economic, political or social, and include time: access to these resources and benefits, and control over them is disaggregated by sex.
- The **influencing factors** driving gender differences in relation to the above two profiles.

The weakness of the Harvard Framework is that while it works well when used by people who have detailed knowledge of the social group in question, it is difficult to use without access to such accurate detail. It is also difficult to use across a region where people's social and economic circumstances differ widely.

Capacities and Vulnerabilities Analysis (CVA)

The CVA framework was developed as a tool for predicting and/or assessing the extent to which relief and development projects support or undermine development. The central question it poses is 'how can agencies plan and implement interventions which meet the immediate needs of people affected by a disaster and also promote long-term development?'

The CVA framework enables agencies to map the **vulnerabilities** of women, men and children in an emergency, and their **capacities** to deal with their situation. It is based in a

matrix which sets out the different categories of factors which affect people's lives, and the relationship between the factors. The categories are:

- Physical and material: resources which people need to gain their livelihood, such as land, climate, health, skills, technologies.
- Social and organisational: social networks, political organisations, system of distributing goods and services, social resources such as education.
- Psychological or attitudinal: the complexity of beliefs, attitudes, aspirations or dependencies which influence how people react to situations.
- The CVA matrix allows all these categories to be differentiated by gender, race, class, ethnicity and any other social factor, and can also be used for analysis over time.

Its greatest value is that it brings into focus people's strength in time of crisis, so that they are not considered as just victims of the situation. This is particularly important to women, who, not only constitute the majority of refugees and displaced people, but whose strengths and agency are so often overlooked.

Moser Conceptual Framework[2]

The Moser conceptual framework for gender analysis and planning is based on the concepts of gender roles and gender needs. It distinguishes between two types of gender needs: those that relate to women's daily lives but maintain existing gender relations (practical gender needs); and those that potentially transform existing gender subordination (strategic gender needs). The Moser framework includes gender role identification (in production, reproduction and community management); gender needs assessment; disaggregating control of resources and decision-making within the household; planning for balancing the triple role; distinguishing between different aims in policy interventions; and involving women and gender-aware organisations in planning. Through this framework, Moser identifies different approaches to planning interventions, taking into consideration the degree to which they aim to simply meet practical gender needs or challenge gender inequalities by meeting strategic gender needs [9]. The Harvard and Moser frameworks have been extremely important in explaining the gender division of labour, which is one of the central dynamics of social structure that gender analysis seeks to reveal, and the differences between women's and men's productive and reproductive roles.

Social Relations Approach

The social relations approach was developed by Naila Kabeer[3] and has been used by various government departments and non-governmental organisations as a planning framework. The approach is centred on the interchange between patriarchy and social relations. Unlike the Harvard framework, it does not focus on roles, resources and activities, but instead focuses on the relations between the state, market, community and family

[2] Moser, C., Gender planning and development — Theory, practice and training, Routledge, New York, 1993.
[3] Kabeer, N., Reversed realities — Gender hierarchies in development thought, Verso, London, 1994.

Additional resources and tools for conducting gender analysis:

European Institute for Gender Equality, 2021. **Gender Analysis**. https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-analysis

March, C., Smith, I. and Mukhopadhyay, M., 1999. **A Guide to Gender-Analysis Frameworks**. Oxfam. https://www.ndi.org/sites/default/files/Guide%20to%20Gender%20Analysis%20Frameworks.pdf

Jhpiego, 2020. **Gender Analysis Toolkit for Health Systems**. https://gender.jhpiego.org/analysistoolkit/

Feed the Future. **Info Sheet: Harvard Analytical Framework**. https://www.agrilinks.org/sites/default/files/resource/files/ING%20Info%20Sheet%20%282016_09%29%202%20Harvard%20Analytical%20Framework%20%28Ludgate%29.pdf

UNDP. **Capacities and Vulnerabilities Assessment Framework**. https://www.adaptation-undp.org/sites/default/files/resources/6_capacities_and_vulnerabilities_assessment_framework_cva_framework.pdf

Moser, C., 1993. **Gender planning and development — Theory, practice and training**, Routledge, New York.

European Commission. 2020. Resource Package on Gender Mainstreaming in EU Development Cooperation. **Useful Gender Analysis Frameworks**. http://eugender.itcilo.org/toolkit/online/story_content/external_files/BB6.pdf

3.2 Gender impact assessment

A gender impact assessment is a formative evaluation, analysis or assessment of a law, policy or programme which takes place in advance of a law, policy or programme being designed. It makes it possible to estimate in a preventative way the likelihood of a given decision to have positive, negative or neutral consequences for the state of equality between women and men. The central question of the Gender Impact Assessment is:

Does a law, policy or programme reduce, maintain or increase the gender inequalities between women and men?

Understanding this question is important for gender mainstreaming because it helps to identify potential inequalities and for the law, policy or programme design to be adjusted to prevent the inequalities from occurring. The main steps for conducting a Gender Impact Assessment are as follows:

Step 1: Definition of policy purpose. Produce a precise definition of the purpose of the planned policy or legislative intervention.

Step 2: Determine its gender relevance. This involves analysing whether it is likely to have an impact on gender equality.

Step 3: Undertake gender-sensitive analysis to a) understand the present situation for the groups concerned by the policy and how this situation would evolve without public intervention; b) to the extent possible in measurable terms, understand how the planned intervention is expected to change the existing situation.

Step 4: Assess the potential impact of the policy on gender relations and gender equality more broadly.

Step 5: Provide findings and recommendations for the policy options. In this last step, the results of the analysis are presented and the impacts (positive or negative) of the policy are highlighted. Recommendations on how to eliminate negative impacts and on how to enhance the positive ones should be clearly presented.

SOURCE: adapted from European Institute for Gender Equality, 2021. Gender Impact Assessment. https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-impact

Additional resources to support a gender impact assessment:

ODI, 2009. **Gender Impact Assessment: framework for gender mainstreaming**. https://www.odi.org/publications/7263-gender-impact-assessment-framework-gender-mainstreaming

3.3 Gender mainstreaming in stakeholder engagement

Gender stakeholder consultation promotes the participation of women, men and transgender individuals in the policymaking process to ensure that their voices are heard, and their priorities are reflected in policies, programmes and projects.

Gender stakeholder consultation promotes evidence-based and participatory decision making, which takes into consideration the different priorities and needs of women and men, including the most marginalised groups and those that are traditionally excluded from decision-making processes.

Why is gender stakeholder consultation important?

1. It ensures that public decisions and policies have gender-specific concerns:

The involvement of gender stakeholders throughout the policy-making cycle makes it possible to identify gender-specific concerns and implications that may not have been considered initially. This facilitates the identification of potential solutions and alternatives, leverages resources, supports the implementation process and contributes to on-the-ground learning. Failure to consult with diverse stakeholders is not only a missed opportunity to enhance gender equality and development outcomes but can perpetuate existing gender inequalities and cause harm.

2. It raises awareness and builds capacity in gender equality:

Engaging widely creates opportunities for gender equality stakeholders and policymakers to exchange experiences and information on gender mainstreaming, gender equality and gender inequalities in various policy areas. This supports mutual learning, improved coordination and enhanced collaboration among diverse stakeholders. Continual and meaningful interaction between policymakers and stakeholders creates space for improved transparency and trust, which in turn can lead to an enhanced commitment to the application of gender-equality principles.

3. It enhances accountability for gender equality commitments:

Facilitating dialogue and collaboration among diverse stakeholders, including government and civil society, fosters mutual accountability for shared gender equality goals.

Gender stakeholder engagement process

Step 1: Plan.

Who should be consulted? Who will benefit? Who will not? Who can contribute expertise?

Who are the decision makers? And who is usually not included in decision-making?

What groups have traditionally been excluded from consultations?

How will you ensure gender balance among stakeholders?

Who has gender expertise you can draw on?

How will you apply a Do No Harm approach in your engagements?

Step 2: Consult.

The chosen format (interviews, focus group discussions, surveys, etc.) will depend on the context, purpose of the consultation, type of stakeholders to be consulted, time available, skills and budgetary resources available, etc. The types of questions asked may also need to be different for different groups of stakeholders. So, consider who you are speaking to and what information you want from them.

Step 3: Incorporate feedback.

Integrate diverse stakeholders' perspectives and needs, along with measures to address them in the policy.

Step 4: Document.

Ensure that all feedback and results from the consultation process are captured and reported back to stakeholders for accountability.

SOURCE: adapted from European Institute for Gender Equality, 2021. Gender Stakeholder Engagement. https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-stakeholder-consultation

GENDER-SENSITIVE STAKEHOLDER CHECKLIST

Have the following individuals and groups been brought into the policy or project cycle?

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

SOURCE: adapted from UNDP, 2001. Gender Mainstreaming in Practice: A Handbook. PART I: 10 Steps for Integrating Gender into the Policy-Making Process. http://www.undp.org/content/dam/aplaws/publication/en/publications/womens-empowerment/gender-mainstreaming-in-practice-a-handbook-/RBEC_GM_manual.pdf

Additional resources for stakeholder engagement:

Khyber Pakhtunkhwa Commission on the Status of Women, 2021. Stakeholder Engagement Plan

3.4 Gender mainstreaming in Annual Development Plans

This information on mainstreaming gender into Annual Development Plans (ADP) should be considered complementary to the guidance provided by the Planning Commission of Pakistan: *Instructions to Fill in PC-1 Proforma (Social Sectors).*

ADP process:

1. Planning sections of all the departments are informed on estimated budget allocation by P&DD.
2. Departments develop concept notes within budget ceiling.
3. Departments decide on projects and funding allocations for the year.
4. Meeting is held with P&DD on concept notes submitted.
5. Prioritisation of projects is done by P&DD.
6. Concept notes are uploaded to the Data Processing Management System (DPMS).
7. Draft ADP punching (codes and access) is completed.
8. Uploaded ADP discussed in relation to sector-level plans and priorities by P&DD.
9. Final ADP sent to Chief Minister for review.
10. Final draft ADPs are sent to cabinet for signing by Chief Minister.
11. Send to Provincial Assembly in form of ADP book for approval.
12. Once approved by Provincial Assembly, ADP book is sent back to all departments.

The key steps for integrating gender equality considerations in this process are **steps 1-5** where the design and prioritisation of projects happen. It is important that these steps are underpinned by a gender analysis (see section 3.1).

Step-by-step guidance for integrating gender considerations throughout the preparation of the ADP is provided in the textbox on the following page.

PC-1 PRO-FORMA: gender integration guidance

1. Name of project

Use gender inclusive language in the project title – see section 5.

2. Location

Is the site physically accessible to persons with disabilities or limited mobility?

Is the location safe and secure for women?

Are there sex-disaggregated toilet facilities?

3. Authorities responsible

While one particular agency or department may be responsible, have you consulted with other agencies or departments e.g. KP Commission on the Status of Women or the Social Protection and Gender Mainstreaming section, Planning and Development Department?

4. Provision

a. Plan provision

Is the project part of the medium-term/5-year plan?

If not, what can be done to incorporate it so that more progress against gender equality objectives can be achieved?

b. Provision in current year ADP

Have you allocated sufficient resources to address gender equality outcomes as part of the project, including gender-focused interventions and mainstreaming activities?

5. Project objectives

Are the objectives aligned with broader national or provincial gender equality goals and commitments?

How will the project contribute to achieving those goals and commitments?

How do the project's objectives contribute to the Sustainable Development Goals, especially SDG 5?

6. Description and justification of project

This section provides an opportunity to introduce key findings from the gender analysis as justification for the project. Use supporting evidence captured in the gender analysis.

Identify where and how the project will engage with women and men equally, and which activities will specifically benefit women, men or marginalised groups.

What constraints or barriers to participation may arise for women? How will the project mitigate or address these?

Is sex-disaggregated physical infrastructure required? How will the project provide this?

Are gender equality goals and objectives included in program/project designs?

How will the project engage beneficiaries in project design, implementation and monitoring?

What governance mechanisms will be used and how will gender balance be achieved?

See section 3.5 for further guidance on gender mainstreaming in project design.

7. Capital cost estimates

Have costs for sex-disaggregated facilities been included?

See section 3.8 for more information on gender responsive budgeting.

8. Annual operating cost

Do costs account for differences associated with working with women versus men e.g. additional transportation costs, security, additional training resources, etc.?

See section 3.8 for more information on gender responsive budgeting.

9. Demand-supply analysis

The gender analysis completed in advance of ADP development can be used to enhance this section.

What is the difference in demand between women and men, girls and boys?

Will the project address this difference?

What existing projects are working in this area? Do they present gaps in service delivery of benefit for women, men or marginalised groups? Are they complementary to this project?

Does the project address immediate needs of women (healthcare, food, shelter, justice etc.)? Or does it seek to address strategic needs (making institutions more gender-responsive, enabling women's control over resources, providing opportunities for women to engage in income generation or take up decision-making positions in institutions)?

10. Financial plan

Have sufficient resources for gender-focussed activities and gender mainstreaming being included?

Have specific gender expert resources been provided for in the budget?

11. Project benefits and analysis

a. Project benefits

Financial: Can this be projected for women and men beneficiaries separately?

Social: Who benefits (women, men, girls, boys)? What contribution to gender equality will be achieved through the project?

Environmental: Will environmental benefits be felt equally by women and men, e.g. reduced land degradation leads to improved cultivation and enhanced incomes for women and men.

b. Project analysis

Quantifiable output disaggregated by sex.

Cost comparison between implementing the project and not addressing the issue at all.

Employment generation disaggregated by sex.

Contribution of project to higher-level gender equality and women's empowerment objectives.

The likely impact on women and men if the project did not proceed.

12. Implementation

a. Implementation of the project

What are the gender-focussed activities of the project?

How will gender be mainstreamed throughout the project?

How will the project facilitate women's participation?

Does the implementation plan for ADPs include activities that strengthen skills and provide women with equal access to services and training?

Do project implementation strategies and plans take into account existing gender roles and interests of both men and women participants?

How do men and women beneficiaries see projects as beneficial to their lives?

See section 3.6 for detail on integrating gender throughout the project cycle.

b. Results based monitoring indicators

Use gender sensitive indicators – see section 3.7.

How will monitoring enhance accountability to beneficiaries (women and men)?

13. Management structure and labour requirements

How will the project ensure gender balance in the team / management?

Who will be the gender focal point for the project? And what are their responsibilities?

Is there training of project staff in gender planning and analysis?

14. Additional projects/decisions required

Situate the project in a larger program which addresses other aspects of gender equality.

15. Certificate
Ensure high-level ownership of the project and associated outcomes.

3.5 Gender mainstreaming in the design of policies and projects

The European Institute for Gender Equality (EIGE) was established to contribute to and strengthen the promotion of gender equality, including gender mainstreaming in all EU policies and the resulting national policies. EIGE provides straightforward guidance to policymakers on how to mainstream gender using a simple policy-cycle approach illustrated below[4]:



Define

Key questions to ask at this stage are:

- What public needs does the policy intend to address?
- In which ways does the policy affect the everyday lives of women and men in general or specific groups of women and men?
- Are there any gender differences and/or gaps in the policy sector (with regard to rights, participation/representation, access to and use of resources, values and norms that affect gender-specific behaviour)?

Key tools and resources that can be used to inform this stage of the process include:

- Gender analysis (see section 3.1above)
- Gender impact assessment (see section 3.2 above)
- Existing statistical data, studies, project reports, evaluations of other policies
- Stakeholder consultations (e.g. gender experts, women's organisations, other civil society organisations)

Data and information will contribute to a robust understanding about the reality, help to design a better policy or programme, avoid negative effects on women or men, and address existing gender inequalities.

Next steps:

1. Take into account the findings from your gender analysis.
2. Define gender-sensitive and gender-specific policy goals.
3. Define gender equality objectives.

Plan

Plan specific actions to be conducted in order to achieve the goals and measures established in your policy or programme.

In this phase, it is relevant to analyse budgets from a gender perspective. Gender budgeting is used to identify how budget allocations contribute to the promotion of gender equality. Gender budgeting shows how much public money is spent for women and men. It is a technique that can

[4] EIGE, 2021. Gender Mainstreaming Cycle. https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming/policy-cycle

be used in the planning stage, but also to monitor on-going programmes and to review past expenditures. See section 3.8 below for further detail on how to conduct gender budgeting.

Next steps:

1. Develop a policy implementation plan.
2. Establish indicators to monitor progress of gender equality objectives against.
3. Define monitoring and reporting mechanisms, including collecting sex- and age-disaggregated data to track progress and allow identification of any unintended consequences.
4. If the policy requires public procurement, formalise gender-related requirements in the call for proposals or terms of reference (e.g. gender-balanced project teams, gender analysis etc.).

Act

This is the implementation phase of the policy. Active monitoring of policy implementation and the gender-related indicators defined in previous phases is critical to ensuring that women and men benefit equally from the policy and that the policy is not causing any unforeseen harm to women, men or marginalised groups.

Next steps:

1. Ensure that all stakeholders involved in policy implementation understand the gender equality objectives of the policy. This may require training or capacity building to raise awareness of gender-related issues.
2. Appoint a gender focal point within the department who will be responsible for monitoring, capturing and escalating any gender-related issues which emerge during policy implementation.

Check

According to the monitoring timeline you defined in the planning stage, follow up to ensure everything is taking place as planned. This exercise should take into account the indicators defined in the planning phase. Consider conducting gender-specific monitoring, i.e. monitoring that has realising gender equality as its main focus.

Monitoring of course also promotes accountability: hold those responsible for the implementation of actions accountable. See section 3.7 for further detail on Gender Mainstreaming and Monitoring.

SOURCE: adapted from European Institute for Gender Equality, 2021. Gender Mainstreaming Cycle. https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming/policy-cycle

Below is a check list for policy / project designers to ensure that gender is mainstreamed in all aspects of the design.

GENDER MAINSTREAMING CHECKLIST FOR POLICY OR PROJECT DOCUMENTS	
☐ **Background and Justification** Is the gender dimension highlighted in background information to the intervention? Does the justification include convincing arguments for gender mainstreaming and gender equality?	☐ **Implementation** Who will implement the planned intervention? Have these partners received gender mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will both women and men participate in implementation?
☐ **Goals** Does the goal of the proposed intervention reflect the needs of both men and women? Does the goal seek to correct gender imbalances through addressing practical needs of men and women? Does the goal seek to transform the institutions (social and other) that perpetuate gender inequality?	☐ **Monitoring and Evaluation** Is the monitoring and evaluation strategy gender-sensitive (i.e. sex- and age-disaggregated data, gender-sensitive indicators etc.)? Will it examine both substantive (content) and administrative (process) aspects of the intervention from a gender perspective? Will beneficiaries (women and men) participate in the monitoring and analysis of results?
☐ **Target Beneficiaries** Except where interventions specifically target men or women as a corrective measure to enhance gender equality, is there gender balance within the target beneficiary group?	☐ **Risks** Has the greater context of gender roles and relations within society been considered as a potential risk (i.e. stereotypes or structural barriers that may prevent full participation of one or the other gender)? Has the potential negative impact of the intervention been considered (e.g. potential increased burden on women or social isolation of men)?
☐ **Objectives** Do the intervention objectives address needs of both women and men?	☐ **Budget** Do financial inputs ensure that both men and women will benefit from the planned intervention? Has the need to provide gender equality training or to engage short-term gender experts been factored into the budget?
☐ **Activities** Do planned activities involve both men and women?	☐ **Annexes** Are any relevant research papers (or excerpts) included as annexes (particularly

Are any additional activities needed to ensure that a gender perspective is made explicit (e.g. training in gender issues, additional research, etc.)?	those that provide sound justification for your attention to gender)?
☐ **Indicators** Have indicators been developed to measure progress towards the fulfilment of each objective? Do these indicators measure the gender aspects of each objective? Are indicators sex-disaggregated? Are targets set to guarantee gender balance in activities (e.g. quotas for women and men's participation)?	☐ **Communication Strategy** Has a communication strategy been developed for informing the public (women and men) about the existence, progress and results of the policy / project from a gender perspective?

SOURCE: adapted from UNDP, 2001. Gender Mainstreaming in Practice: A Handbook. PART I: 10 Steps for Integrating Gender into the Policy-Making Process. http://www.undp.org/content/dam/aplaws/publication/en/publications/womens-empowerment/gender-mainstreaming-in-practice-a-handbook-/RBEC_GM_manual.pdf

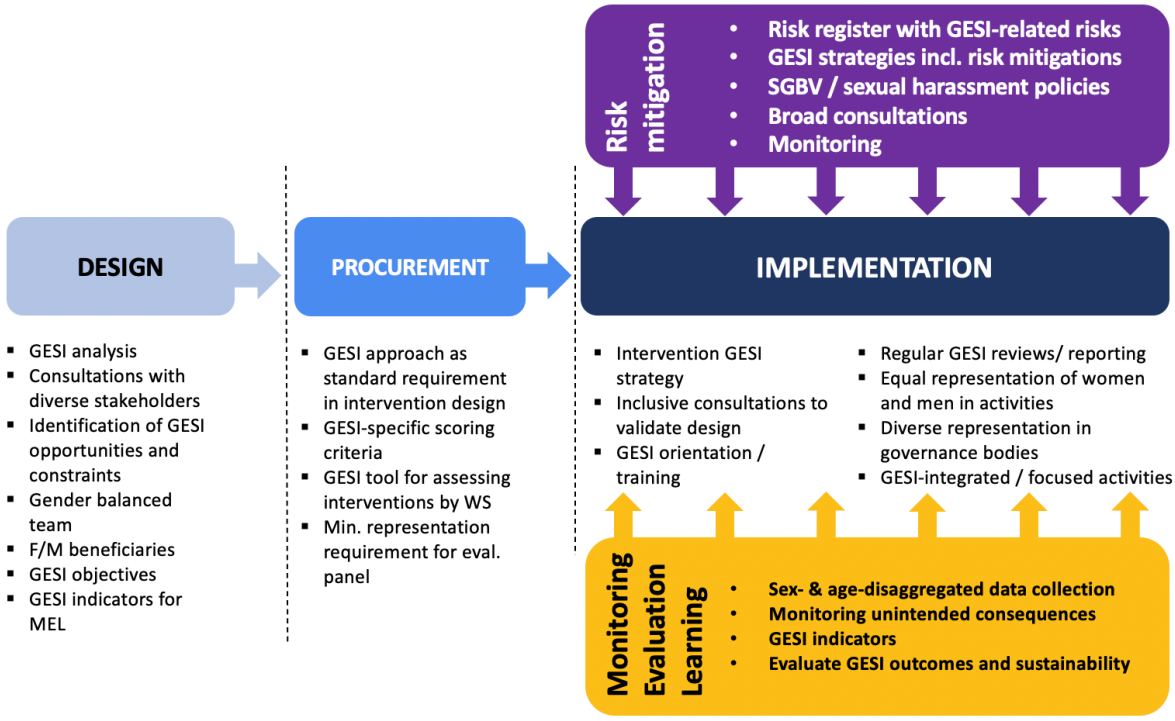
Additional resources for designing gender-responsive policies and projects:

Holmes, R and Jones, N. 2010. How to design and implement gender-sensitive social protection programmes. ODI. https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/6262.pdf

3.6 Gender mainstreaming in project 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 steps of the project cycle. The diagram below provides suggestions for gender mainstreaming at each stage of the project cycle:

Gender mainstreaming in the project cycle



In project implementation there are a number of levels at which gender needs to be considered and mainstreamed:

1. Project team
    - Recruit a gender-balanced project team and/or require implementing partners to have gender-balanced teams.
    - Ensure that there is gender equality knowledge and competence on the project team.
    - Include gender mainstreaming in job descriptions (see section 4).
    - Provide gender mainstreaming training and orientation of project staff on key gender-related aspects of the project during project start-up.
2. Partners
    - Choose implementing partners who demonstrate commitment to gender equality and mainstreaming.

- Highlight gender-related aspects of the project in partner orientations.
- Make gender equality and mainstreaming a key agenda item in all partner meetings.
- Ensure that gender equality and mainstreaming are central to all regular partner reporting requirements.

3. Events
    - Ensure that timing, location and event format take into account the different time and mobility constraints of women i.e. don't hold events during regular care-giving hours such as after school and in evenings. Consult with women first to understand what times work best for them – don't assume.
    - Aim to achieve gender balance among even participants and actively encourage women's participation.
    - Actively seek equal gender representation on expert panels and among speakers or presenters.
    - Ensure that event moderators are oriented in gender considerations and tasked with ensuring that both women's and men's voices are heard in discussions.
    - Raise gender equality and relevant related issues as topics for discussion during the event.
4. Procurement
    - Include gender mainstreaming activities in the terms of reference.
    - Include gender equality qualifications and/or approaches in the procurement evaluation criteria. In Pakistan, terms of reference or tender documents normally include a end line in the advertisement as follows: "women are encouraged to apply", in order to indicate to potential applicants that women will be seriously considered for the role.
    - Require tenderers to present gender balanced teams and if they cannot, provide approaches to improving gender balance through the project e.g. capacity building plans for women candidates.
    - Request tenderers to provide a gender analysis and elaborate a gender equality strategy as part of their proposal.
5. Capacity building and training
    - Any training provided through the project should be gender sensitive. This includes using gender-sensitive language (see section 5).
    - Trainers should be selected based on their gender equality knowledge and competence.
    - Mainstream gender into all training materials and where feasible, include whole sessions dedicated to gender-related issues.
    - Consider providing gender equality training as a separate but complementary training to any other technical or managerial training provided through the project.
6. Awareness raising
    - Remember that the public is gendered and that different audiences (women and men) require different information, given in different formats.

- Challenge gender stereotypes in campaign materials. Use gender-sensitive language. See section 5 for more detail on how to do this.

3.7 Gender mainstreaming in monitoring

A gender-sensitive monitoring is a systematic and objective assessment of the design and planning (objectives, results pursued, activities planned), the implementation and results of an ongoing activity, project, programme or policy from a gender perspective.

Monitoring the implementation of a policy or project allows for:

- Identification of barriers or gaps in the process that can then be redressed.
- Improvement of the design of future related policies and projects.
- Documentation of obstacles to gender mainstreaming that can be addressed in a wider institutional context.

Key to effective monitoring is having pre-defined indicators against which you can monitor progress or change. Indicators must be gender-sensitive in order to effectively capture the experience of change between women and men and to capture any unintended outcomes.

Gender-sensitive indicators

Indicators are needed to measure progress and achievements at different levels (outcomes, outputs). They also provide fact-based evidence of change. Gender-sensitive indicators help to identify gender-differentiated effects of impact, outcomes and outputs. An indicator needs to have a baseline (starting point or value before the project starts) to measure the expected change throughout the life of the project. A target value for the indicator defines the goal within a fixed period of time. An example of how indicators and targets relate to each other is shown in the table below. This is a snapshot from a project logical framework, also known as a performance measurement framework.

Outcome	Indicator	Target	Data sources	Responsibility
Increased and equitable participation of women in community activity	% women participating in community activities	50% of participants are women	Activity participant sheets or registration list Activity observation	M&E officer OR Department Gender Focal Point
	Women participants' perception that they can participate equitably in community activities	30% increase on baseline of women participants reporting that they can participate equitably in community activities	Pre- and post-activity perception survey	M&E officer OR Department Gender Focal Point

As you can see above, it is sometimes necessary to include multiple indicators for a single outcome or output. This is because just one indicator may not capture the full picture of change or progress.

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, like all indicators, should be Specific, Measurable, Achievable, Relevant and Time-bound (SMART).

Examples of SMART gender-sensitive indicators:

Quantitative indicators	Qualitative indicators
Rates of violence against women and men	Types of positions held by women and men in national government
Number of women and men in key decision-making positions	Degree of knowledge about human rights among women and men rights-holders
Proportion of women and men registered as voters; or number of women and men who voted	Scope of anti-discrimination and/ or equal opportunity legislation
Percentage of women in the security forces	Level of political will for gender equality
(Un)employment rates of women and men	Degree of gender-sensitivity of a given strategy / policy / program
Number of female and male police staff trained in X	Perceived quality of legal services accessed by women and men
Number of cases related to women's rights heard in local courts	Women's perception of safety
Average time and cost to an individual wishing to pursue a complaint via a given mechanism, disaggregated by sex	Women's perception of their ability to exercise their rights

Additional resources for monitoring:

Oxfam, 2014. **Quick Guide to Gender-Sensitive Indicators**. https://policy-practice.oxfam.org/resources/quick-guide-to-gender-sensitive-indicators-312420/

UNDP, 2009. **A User's Guide to Measuring Gender-Sensitive Service Delivery**. https://www.undp.org/content/dam/aplaws/publication/en/publications/democratic-governance/dg-publications-for-website/a-users-guide-to-measuring-gender-sensitive-basic-service-delivery-/users_guide_measuring_gender.pdf

BRIDGE, 2007. **Gender and Indictors.** Institute of Development Studies. https://www.bridge.ids.ac.uk/bridge-publications/cutting-edge-packs/gender-and-indicators

GIZ, 2014. **Guidelines on designing a gender-sensitive results-based monitoring system**. https://www.oecd.org/dac/gender-development/GIZ-guidelines-gender-sensitive-monitoring.pdf

EIGE, 2021. **Gender monitoring**. https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-monitoring

3.8 Gender responsive budgeting

Gender responsive budgeting seeks to ensure that government budgets include the necessary financial resources to implement gender equality goals and policy commitments. It analyses the impact of changes in budgetary and taxation policies and regulatory frameworks in central and sectoral reform plans and budgets, and in programme results monitoring frameworks.

Gender responsive budgeting modifies existing programmes and budgets to improve their responsiveness to identified gender gaps and needs. It can also provide indirect measures to address gender priorities and disparities, while having a tangible positive impact on gender equality and women's empowerment (e.g., school feeding programmes and other school retention measures, water and transportation infrastructure, expansion of health programmes, or building the capacity of the justice system to enforce access to property rights and to provide free legal aid to persons affected by violence). Importantly, gender responsive budgeting ensures that gender equality interventions are costed and financed, and that there is political will for strengthening institutional gender mechanisms in government.

Key strategies for implementing gender responsive budgeting:

- Generate evidence on the impact of public expenditures, and on financing gaps and requirements through gender budget analysis tools.
- Develop public sector capacity to engage in budget decisions, implementation and monitoring, applying a gender-lens.
- Facilitate dialogue between policymakers and gender equality advocates.
- Advocate for gender-responsive macroeconomic policies.

There are a range of tools which support gender responsive budgeting, including:

Tool	Description
Policy appraisals	Used to assess which parts of budgets are gender-neutral or gender-responsive.
Sex- and age-disaggregated public expenditure benefit incidence analysis	Quantitative analysis of economic benefit experienced by individuals (women and men) as a result of public expenditure. It helps to determine who is benefiting from public expenditure in certain areas e.g., education, and who is not.
Gender impact assessment	See section 3.2 above.
Gender aware budget statement	Identifies gender gaps in central and line ministry budgets.

SOURCE: adapted from UN Women, 2014. Guidance Note: Gender Mainstreaming in Development Programming. https://www.unwomen.org/en/digital-library/publications/2015/02/gender-mainstreaming-issues

Additional resources for gender responsive budgeting

European Institute for Gender Equality, 2021. **Gender Budgeting: Step-by-step toolkit**. https://eige.europa.eu/gender-mainstreaming/toolkits/gender-budgeting

UNFPA, 2005. **Gender Responsive Budgeting in Practice: training manual**. https://www.unfpa.org/sites/default/files/pub-pdf/gender_manual_eng.pdf

Fernandez-Shaw, F. 2019. **Gender Responsive Budgeting**. International Monetary Fund. https://www.imf.org/~/media/Files/Conferences/2019/feb-2019-african-fiscal-forum/theme-3-gender-responsive-budgeting-felix-fernandez-shaw-eng.ashx

3.9 Gender responsive policy review

One of KPCSW's core responsibilities, as defined by the Khyber Pakhtunkhwa Commission on the Status of Women Act, 2016, is to "Examine and review policies/programs and plans of each department to ensure that they address gender concerns adequately".[5] As such, all policies tabled with the Provincial Assembly should be reviewed by KPCSW to ensure not only that they don't cause harm to women and vulnerable groups, but that new policies actively promote gender sensitivity and inclusion.

The purpose of reviewing policy with a gender lens is to identify to what extent the policy takes into account gender considerations. This will allow KPCSW to then provide recommendations for how to reduce potential harm or improve the integration of gender and inclusion. The following tool will assist in assessing the degree to which gender and inclusion are integrated into policies. This tool has been adapted from a self-assessment tool designed by CARE International to assess the degree of gender integration in their programming in a consistent and straightforward manner.

Using the below tool to assess the degree to which gender has been integrated into a given policy will result in a score between 0-6. The score corresponds to a category along a gender continuum from 'harmful' to 'transformative'. The categories are explained in the table below:

CATEGORY	DESCRIPTION
HARMFUL	Policy ignores the economic/ social/ political roles, rights, entitlements, responsibilities, obligations, and power relations associated with being female and male. If implemented, the policy will likely cause harm to women, girls and vulnerable groups, and/or regress gender equality gains.
NEUTRAL	Policy does not consider how gender roles and relations can impede the achievement of policy objectives, or how the policy can negatively affect gender roles and relations. Policy may reinforce or take advantage of pre-existing gender inequitable structures, systems, and divisions in society.
SENSITIVE	Policy works around existing gender differences and inequalities to ensure equitable allocation/ services/ support aligned with the pre-existing gender differences, structures, systems, and power divisions in society. Policy does not challenge gender norms or inequalities but works within them to achieve policy objectives.
RESPONSIVE	Policy challenges inequitable gender norms. Responds to the different needs and constraints of individuals based on their gender. Policy engages with and challenges inequitable gender structures, systems, divisions, and power relations.

[5] Government of Khyber Pakhtunkhwa, Khyber Pakhtunkhwa Commission on the Status of Women Act, 2016, clause (d).

TRANSFORMATIVE	Policy explicitly seeks to change inequitable gender norms and relations to promote equality. Policy will mobilise resources and institutionalise gender transformative capacity within government and service providers.

GENDER RESPSONSIVE POLICY REVIEW TOOL		
Date:	**Reviewer:**	**Policy ID:**
Policy title:		
1. Select which of the following statements best describes the policy overall:		
a) Policy does not reference gender and provides no adjustments to account for gender differences	☐	**Points: 0**
b) Policy references gender but does not provide any adjustments or considerations for gender differences	☐	**Points: 1** Go to COLUMN A
c) Policy references gender and provides some accommodations for gender differences	☐	**Points: 1** Go to COLUMN A
d) Policy explicitly seeks to address gender-related issues	☐	**Points: 2** Go to COLUMN B
2. Based on the result above, select all statements in the relevant column which apply to the policy [NB: each box checked represents 1 point]		

COLUMN A		**COLUMN B**	
Analysis: Is this policy informed by some analysis of the gender differences of women, men, boys, and girls?	☐	**Analysis:** Is this policy informed by an in-depth, specific gender analysis of the distinct needs, roles, relationships, protection risks and power dynamics of and between women, men, boys and girls?	☐
Functional clauses: Do the functional clauses of the policy meet the distinct needs of women, men, boys, and girls as identified in the analysis?	☐	**Functional clauses:** Are the functional clauses of the policy adapted to meet the distinct needs of women, men, boys and girls, supported by specific gender provisions which seek to advance gender equality?	☐
Participation: Does the policy ensure meaningful participation of women, men, boys and girls in at least one of the following:	☐	**Participation:** Does the policy ensure meaningful participation of women, men, boys and girls in all three of the following: transparent	☐

transparent information sharing; decision-making; responsive feedback mechanisms?		information sharing; decision-making; responsive feedback mechanisms?	
Monitoring and evaluation: Does the policy include a plan for monitoring and evaluation which intends to collect and analyse both sex and age disaggregated data, and changing protection risks and needs?	☐	Monitoring and evaluation: Will the proposed monitoring approach collect, analyse, and address <u>all four</u> of the following: changes in gender roles and relations, sex and age disaggregated data, unintended consequences, and the changing protection risks and needs?	☐
3. Add up the total number of points scored from Q1 and Q2 above: **SCORE:**			
4. Using the grading guidance below, determine the degree to which gender is incorporated in the policy based on the score given above:			
			
5. Provide notes and recommendations in the spaces below:			
Analysis			
Functional clauses			
Participation			
Monitoring and evaluation			

This tool should be used in conjunction with **KPCSW's Standard Operating Procedures and Institutional Protocols for Conducting Legal Review, Policy Review and Research**.

SOURCE: adapted from CARE, 2019. Gender Marker Guidance. https://insights.careinternational.org.uk/images/in-practice/Gender-marker/CARE_Gender-Marker-Guidance_English_2021.pdf

4. Mainstreaming gender at the institutional / Departmental level

Gender mainstreaming is a transformative process that involves changing policies, administrative practices, and institutions so that they actively, systematically, and consistently consider and promote gender equality in all aspects of their work. The strategy of gender mainstreaming is concerned with transforming the way things are done at both a programming and institutional / Departmental level.

Most institutions / Departments now consider gender in program or project development but less so in the management and operations of the institution / Department. Incorporating gender into institutional / Departmental policies, programs, plans and activities is essential when building an equality seeking organisation. The underlying and hidden causes of inequality between men and women need to be identified, and unequal relationships need to be considered when organisations develop plans and programs. Gender integration is required to build and sustain an organisation where both women and men feel comfortable in their work and where the working environment builds equal opportunities for all.

Gender mainstreaming within an institution / Department can be achieved at two levels:

1. Institutional structure

This requires mainstreaming gender within institutional / Departmental goals, objectives, structures, policies and practices.

EXAMPLE: Developing and adopting a Departmental Gender Equality Policy which is applied to all functions and staff of the Department.

2. Operational level

Mainstreaming gender at the operational level means addressing the different needs of women and men and ensuring their equitable participation in and benefit from the day-to-day operations of the institution / Department. This may require developing or adjusting operational procedures and practices and allocating resources to activities specifically designed to increase women's participation or benefit.

EXAMPLE: Designing an Action Plan in line with the Departmental Gender Equality Policy which provides specific targets for women's participation in various functions and services of the department, including at senior management levels.

4.1 Key methods and approaches

Gender audit

A gender audit is a tool to assess the institutionalisation of gender equality in policies, programmes, projects and/or provision of services, structures, proceedings and budgets. It is intended to assess the implementation of gender mainstreaming strategy and the impacts of policies and programs in promoting gender equality. Gender audit is defines as:

> *A gender audit enables an organisation to review the relevance and responsiveness of its policies, processes, structures and programs to both women and men, and to identify gaps and opportunities to improve gender equality. Importantly, gender audits provide a baseline against which the institution can then measure progress.*

Guidelines for conducting a gender audit are provided by the European Institute for Gender Equality and can be found here: https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-

audit#:~:text=A%20gender%20audit%20is%20a,proceedings%20and%20budgets%20%5B1%5D.

Gender policy

A gender policy defines the institution / Department's overarching commitment to promoting gender equality and the key guiding principles for achieving that commitment, such as non-discrimination and women's empowerment. The purpose of a gender policy is to establish a clear vision and guide for the process of mainstreaming gender throughout the institution / Department's policies, processes and programs.

Below is an outline for a gender policy which can be adapted as necessary:

GENDER POLICY OUTLINE

1. Introduction

[describe the institution's overarching vision and commitment to gender equality; any notable background or contextual information]

2. Policy objectives

[Policy objectives will be determined by the Department's specific mandate and functions; however, objectives should stive to:

- *Promote equal rights and opportunities for women and men to participate in decision-making;*
- *Facilitate women's leadership in governance structures;*
- *Enhance the decision-making powers and resources of women;*
- *Develop internal accountability mechanisms to monitor compliance of with the gender policy[6]]*

3. Guiding principles

[List the guiding principles which will influence how the functions of the department are delivered. Guiding principles will reflect those already identified in departmental codes of conduct and existing governmental commitments and policies e.g. KP Women Empowerment Policy 2017.

EXAMPLES:

- *Gender equality is essential to the achievement of human rights*
- *Discrimination in any form, whether on the basis of sex, religion, age, socio-economic status, education or any other, is unacceptable*
- *Women and men are equal before the law]*

4. Key policy commitments

[List the specific commitments that the institution intends to undertake in order to achieve the policy objectives in line with the guiding principles.

EXAMPLES:

[6] International IDEA, 2016. https://iknowpolitics.org/sites/default/files/a-framework-for-developing-gender-policies-for-political-parties.pdf

- *Ensure all human resources policies and practices are developed with a gender lens.*
- *Take all measures to prevent and respond to all forms of sexual harassment and violence, including promoting staff awareness and developing effective systems for reporting and monitoring.*
- *Routinely identify and mitigate gender-related risks in Departmental programming.*

There is no limit to the number of policy commitments which can be included; however, to ensure that the policy is useful and can be implemented 6-10 commitments are recommended.]

5. Scope of the policy

[Identify the functions, levels or departments within the institution to which this policy applies. An example statement for this section is below:

"This policy applies across the organisation's development programming and service provision; to the organisation and to all employees and related-personnel."]

6. Roles and responsibilities

[List key roles within the institution (Secretary, Deputy Secretary, Board Members, staff, etc.) and their respective responsibilities in achieving the policy objectives and commitments.

EXAMPLE:

Staff: It is the responsibility of all Employees to uphold the Guiding Principles and Commitments of this policy.

Senior Managers & Supervisors: must ensure that all Employees understand and comply with this policy. Supervisors are responsible for performance management to ensure the implementation of the policy.

Gender inclusive work environment

A gender inclusive work environment is one in which all staff (women and men) have the same opportunities and rights, where women's and men's individual needs are accommodated (e.g., flexible working hours to accommodate childcare and other domestic duties), and where women are actively supported to excel and take leadership positions. The KP Women Empowerment Policy 2017 also provides for a gender inclusive work environment and the recommendations here align with the Policy.

An organisational gender policy is the first step in creating a gender inclusive work environment, because it outlines the gender equality objectives and commitments for the organisation against which progress will be measured. Other considerations for creating a gender inclusive work environment include:

- Promote non-discrimination policies
- Providing all staff gender equality training and regular refresher trainings.
- Model gender inclusive language i.e. avoid use of stereotypes and discriminatory language and use neutral pronouns (see following section on gender-sensitive communications).

- Adopting and practicing zero tolerance of sexual harassment in the workplace.
- Fostering open and tolerant communication on issues related to gender equality.
- Providing safe facilities for women and men: sex-segregated toilets, space for nursing mothers, childcare etc.
- Ensuring equal participation of women and men in organisational decision-making.
- Providing equal access and opportunity for women and men to participate in trainings and professional development.
- Proactively addressing any gaps in knowledge regarding tools, procedures, policies etc. that women may have so that they can perform on an equal level to their male peers.

Gender inclusive recruitment

While there is a 10% quota for women in GoKP departments, it is still important to ensure that you are attracting and accommodating diverse candidates, including women and persons with disabilities. You can do this by applying the following checklist to your job advertisements:

INCLUSIVE JOB ADVERTISEMENT CHECKLIST

☐ Focus on job tasks

To avoid stereotypes, do not refer to the type of person you are seeking but to the job tasks. Do not include tasks or abilities that are not required for job performance.

☐ Keep selection criteria to a minimum

Research indicates that women tend to apply for jobs only when they think they meet 100% of the requirements, whereas men apply when they meet only 60%[7].

☐ Reduce focus on formal qualifications

While qualifications simplify the screening process, they do not predict job performance. Emphasise professional and interpersonal skills and experiences instead.

☐ Use gender-neutral language

Don't use gendered pronouns (he/him) or gender stereotypes. Conduct an audit of your job ads to identify gendered language that might discourage applications from women.

☐ Remove 'years of experience'

Use 'proven experience' instead. Requiring continuous experience discriminates against candidates (often women) who have taken breaks between jobs for personal reasons e.g., child-rearing.

☐ Eliminate jargon

Jargon can be exclusionary, particularly for new entrants or those who have retrained.

☐ Include diversity as a job criterion

Where relevant, include diversity as job criteria e.g., language skills.

☐ Promote career development

[7] Mohr. (2014). Why Women Don't Apply for Jobs Unless They're 100% Qualified. Harvard Business Review: https://hbr.org/2014/08/why-women-dont-apply-for-jobs-unless-theyre-100-qualified

Be explicit regarding formal career planning and development opportunities in job ads.

☐ Advertise flexible working arrangements

Highlight flexible working arrangements and other inclusive policies such as parental, carer, or religious leave.

☐ Offer flexibility in interview schedules and location

Allow candidates sufficient time to apply. Offer flexibility in interview timing and location.

☐ Ensure accessibility

Ensure your website is accessible to persons with a disability. Highlight accessibility policies and offer reasonable adjustments for people with a disability. Provide contact details for applicants if they require information in an alternative format or other support.

☐ Include a diversity statement

Highlight that you welcome applications from diverse candidates in your job ads.

SOURCE: adapted from include-empower.com
https://cultureplusconsulting.com/2019/06/11/inclusive-recruitment/

Additional sources to support inclusive recruitment:

ILO, 2009. *Promoting Equity: gender-neutral job evaluation for equal pay. A step-by-step guide*. https://www.ilo.org/declaration/info/publications/eliminationofdiscrimination/WCMS_122372/lang--en/index.htm

Workplace Gender Equality Agency (Australian Government), 2012. *Guide to Australian Standards on gender-inclusive job evaluation and grading*. https://www.wgea.gov.au/sites/default/files/documents/Guide%20to%20Australian%20Standards%20on%20gender-inclusive%20job%20evaluation%20and%20grading.pdf

USAID, 2021. *Delivering Gender Equality: A Best Practices Framework for Male-Dominated Industries*. https://www.usaid.gov/energy/engendering-utilities/gender-equality-best-practicesframework.

5. Gender inclusive communications

5.1 Gender inclusive language

Given the central role that language plays in shaping cultural and social attitudes, using gender-inclusive language is a powerful way to promote gender equality and eradicate gender bias. This means speaking and writing in a way that does not discriminate against a particular sex or gender identity and does not perpetuate gender stereotypes.

The United Nations has developed simple guidelines for gender inclusive language. The core principles for gender inclusive language promoted in the guidelines are generally applicable and include the following:

1. **Use non-discriminatory language**
    - When referring to or addressing specific individuals, use forms of address and pronouns that are consistent with their gender identity.
    - Be consistent in the way women and men are referred to: if one is addressed by their name, last name, courtesy title, or profession, the other one should be as well.
    - Avoid gender-biased expressions or expressions that reinforce gender stereotypes
2. **Make gender visible when it is relevant for communication**
    - Explicitly make both women and men visible in language e.g., "**Women, men, girls and boys** should have equal access to education".
3. **Do not make gender visible when it is not relevant for communication**
    - Use gender-neutral words.
    - Use plural pronouns/adjectives as a shortcut to gender inclusive language e.g., "All documents must be sent to the Secretary for **their** approval. **They** will respond within 24 hours."

SOURCE: adapted from the United Nations Guidelines for Gender Inclusive Language in English, 2021. https://www.un.org/en/gender-inclusive-language/guidelines.shtml

Use of Gender Responsive Language

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

Use a plural form. This is often the simplest solution.

The following table provides some suggested alternatives to gendered language.

INSTEAD OF…	USE…
Use a plural form	
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…
Reword the sentence	

When a staff member arrives at the office, he must…	Upon arriving at the office, a staff member must…
Use a neutral pronoun	
Anyone who disagrees should give **his** reasons.	Anyone who disagrees should give **their** reasons.
Replace the pronoun by “the”, “a” or “an”	
When submitting **his** application, an applicant should…	When submitting **an** application, a candidate should…
Use “we”, “one” or “people”	
The individual is influences by his family’s values.	People are influenced by their families’ values.
Avoid words with “man” in them	
Chairman, Chairwoman	Chairperson, Chair
Spokesman, Spokeswoman	Spokesperson
Businessmen	Businesspeople
Man, mankind	People, humanity, human beings
Manpower	Workforce, workers, personnel
Manmade	Artificial, synthetic, manufactured, constructed
To man [something]	To staff, to operate, to be on duty
Use equal corresponding language	
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	
Ambassadors and their wives	Ambassadors and their spouses/partners
A woman doctor, a male nurse	A doctor, a nurse

5.2 Gender sensitive images

Similar to language, the images we see reinforce our perceptions, attitudes and beliefs about gender. For example, when you imagine a nurse, what gender do you imagine them to be?

It is therefore critical that the images produced for public communications challenge and transform the gender stereotypes and discriminatory clichés that all societies construct around gender.

The following key principles for inclusive, gender transformative images should be applied to any and all images produced and used for external and internal communications, including brochures, document cover pages, social media posts, advertisements, etc.

Key principles for inclusive, gender transformative images:

1. Equal representation of women and men
2. Challenge gender stereotypes by showing women and men in non-traditional roles
3. Images should ALWAYS be empowering, NEVER degrading for the subjects
4. Include diverse identity representation (persons with a disability, people of different ethnic or religious groups etc.)
5. Protect the identity of vulnerable subjects e.g., children and survivors of violence, abuse or exploitation

Additional resources for inclusive communications:

Planning and Development Department, Communications Strategy and Public Relations Toolkit

KP Commission on the Status of Women, Communications Strategy and Public Relations Toolkit: https://kpcsw.gov.pk/home/research-publications/
https://kpcsw.gov.pk/wp-content/uploads/2021/02/KPCSW-Communication-Strategy.pdf
https://kpcsw.gov.pk/news/kpcsw-communication-strategy/

UN Women, Gender-inclusive language guidelines: https://www.unwomen.org/-/media/headquarters/attachments/sections/library/gender-inclusive%20language/guidelines-on-gender-inclusive-language-en.pdf?la=en&vs=2129

UNESCO, Gender Equality Guidelines for UNESCO Publications: https://en.unesco.org/system/files/ge_guidelines_for_publications_-_annex_4.pdf

UNDP, Principles of Gender-Sensitive Communication: https://www.undp.org/content/dam/jamaica/docs/gender/JM-AUG-29-UNDP%20Gender%20Seal-Principles%20of%20gender-sensitive%20communications.pdf

6. Glossary

Gender: WHO defines gender as the characteristics of women, men, girls and boys that are socially constructed. This includes norms, behaviours and roles associated with being a woman, man, girl or boy, as well as relationships with each other. As a social construct, gender varies from society to society and can change over time.[8]

Sex: Refers to the biological and physiological differences between males and females as determined by nature. All people are born male or female, but they grow to become boys or girls; women and men. Sex is universal, permanent and biological.

Social construction of gender: Gender is learnt through a process of socialisation through the culture of the particular society concerned. Social construction of gender refers to how society values and allocates duties, roles and responsibilities to women, men, girls and boys. This differential valuing creates the gender division of labour and determines differences in access to benefits and decision making which in turn influences power relations and reinforces gender roles. This occurs at various levels including family, religion, education, culture, peers and the media.

In many cultures boys are encouraged in the acts considered to display male traits (and girls vice versa), through the toys given to children (guns for boys, dolls for girls), the kind of discipline given, the jobs or careers to which they might aspire, and the portrayal of men and women in the media. Children learn their gender from birth. They learn how they should behave in order to be perceived by others, and themselves, as either masculine or feminine. Throughout their life this is reinforced by parents, teachers, peers, their culture and society.

Gender roles and sex role: The roles in society are either social or sexual (biological). The Gender (social) roles change and vary over cultures and time. Gender roles are reflected in activities ascribed to men and women on the basis of perceived differences which are reinforced through the gender division of labour. This arises from the socialisation of individuals from the earliest stages of life through identification with specific characteristics and behaviours associated with being male or female. The biological, or sex, roles are fixed by nature, for example only women give birth.

Gender stereotypes: Stereotypes are societal perceptions and assumptions about the characteristics of a person based on false and unproven beliefs. Stereotypes tend to elevate or undermine the status of men or women in society. Examples of gender stereotypes include:

- Only men can become surgeons.
- Women make good nurses.
- Men make decisive leaders.
- Women make weak leaders.
- Women are better carers.
- Men are the breadwinners in the household.

Gender discrimination: The systematic, unfavourable treatment of individuals on the basis of their gender, which denies them rights, opportunities or resources. In many cases, women are treated unequally, and less value is placed on their lives because of their gender. Women's

[8] WHO, 2021. Gender and Health. https://www.who.int/health-topics/gender#tab=tab_1

differential access to power and control of resources is central to this discrimination in all institutional spheres i.e. the household, community, market, and state.

The law can also perpetuate gender discrimination even where it appears to be gender neutral, being a product of a culture with oppressive gender ideologies. Even where constitutional or national legal provisions uphold gender equality principles, religious or other customary laws that privilege men may take precedence in practice. However, the law, when reformed with women's input, can be a potent tool for challenging discrimination, if combined with other strategies, including capacity-building to overcome barriers to claiming rights.

Gender issue: This is a point of gender inequality that is undesirable and therefore requires intervention. It results from some form of gender discrimination or oppression. A gender issue arises when there is inequality, inequity or differentiated treatment of an individual or a group of people purely on the basis of social expectations and attributes of gender. Gender issues are sometimes called gender concerns.

Gender-based violence: Gender-Based violence refers to harmful acts directed at an individual based on their gender. It is rooted in gender inequality, the abuse of power and harmful norms. Gender-based violence is a serious violation of human rights.[9]

Gender equality

Gender equality means that women and men, girls and boys enjoy the same status and have equal opportunity to realise their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results.

Gender equity

Gender equity means being fair to women and men, girls and boys. To ensure fairness, measures are often needed to compensate for historical and social disadvantages that prevent women and men from otherwise operating as equals. Equity leads to equality.

Gender mainstreaming

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, regulations, policies or programs, in all areas and at all levels. 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 programs in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.[10]

Gender norms

The manners in which women and men behave within their gender roles are shaped by gender norms, the accepted standard of behaviour shared by a particular society. (See also 'Social Norms' below).

Gender relations

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

[9] UNHCR, 2021. Gender-based Violence. https://www.unhcr.org/gender-based-violence.html#:~:text=Gender%2DBased%20violence%20refers%20to,threatening%20health%20and%20protection%20issue.

[10] OECD, 2015. OECD Toolkit for Mainstreaming and Implementing Gender Equality: implementing the 2015 OECD recommendation on gender equality in public life. https://www.oecd.org/gov/toolkit-for-mainstreaming-and-implementing-gender-equality.pdf

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

Gender-sensitive indicators

Gender-sensitive indicators are measures that show gender-related changes (changes in relations between women and men) within a given domain. They are used to assess the status and roles of women and men over time and thus to measure progress towards achieving gender equality.[11]

Practical Gender Needs

These refers to what women (or men) perceive as immediate necessities such as water, shelter, transport, electricity and food. Practical Gender Needs are the needs women identify in their socially accepted roles in society. Practical Gender Needs do not challenge gender roles or norms, although they arise out of gender division of labour and women's subordinate position in society. Practical Gender Needs respond to immediate and perceived necessity, identified within a specific context. They are practical in nature and often concern inadequacies in living conditions such as water provision, healthcare and employment.[12]

Strategic Gender Needs

Strategic Gender Needs are what women or men require in order to improve their position or status in regard to each other by placing them in greater control of themselves instead of limiting them to the restrictions imposed by socially defined roles.[13] Strategic Gender Needs are long-term and are often related to structural changes in society regarding women's status and equity. They include legislation for equal rights, reproductive choice, equal opportunities for employment and increased participation in decision-making.

Social inclusion

Social inclusion is the process of improving the terms on which individuals and groups take part in society—improving the ability, opportunity, and dignity of those disadvantaged on the basis of their identity.[14]

[11] Ibid.

[12] European Institute for Gender Equality, 2020. Practical Gender Needs of Women. https://eige.europa.eu/thesaurus/terms/1323

[13] European Institute for Gender Equality, 2020. Strategic Gender Needs. https://eige.europa.eu/thesaurus/terms/1397

[14] World Bank, 2021. Social Inclusion. https://www.worldbank.org/en/topic/social-inclusion

7. References

CARE, 2019. Gender Marker Guidance. https://insights.careinternational.org.uk/images/in-practice/Gender-marker/CARE_Gender-Marker-Guidance_English_2021.pdf

European Institute for Gender Equality, 2021. Gender Mainstreaming Cycle. https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming/policy-cycle

Global Affairs Canada, 2019. What is Gender Analysis? https://www.international.gc.ca/world-monde/funding-financement/gender_analysis-analyse_comparative.aspx?lang=eng

International IDEA, 2016. https://iknowpolitics.org/sites/default/files/a-framework-for-developing-gender-policies-for-political-parties.pdf

Kabeer, N., Reversed realities — Gender hierarchies in development thought, Verso, London, 1994.

Mohr. (2014). Why Women Don't Apply for Jobs Unless They're 100% Qualified. Harvard Business Review: https://hbr.org/2014/08/why-women-dont-apply-for-jobs-unless-theyre-100-qualified

Moser, C., Gender planning and development — Theory, practice and training, Routledge, New York, 1993.