

GENDER MAINSTREAMING GUIDELINE

GENDER



BACKGROUND

As often argued, the environment in Bhutan for pursuing gender equality is enabling, be it legislations, policies, programmes or projects, the 'will' to empower women and address gender gaps are evident. Accordingly, efforts to mainstream gender are being made in the national plans, sector plans or even at the local government plans.

However, to translate the 'will' into 'can', specific knowledge on 'how' is required. National reports, consultations and experience on mainstreaming validates the need for a guideline to guide sectors understand basic steps in mainstreaming gender in the Bhutanese context.

The National Commission for Women and Children (NCWC), therefore led consultations with all the key partners (including development partners) to agree and develop this guideline, which would provide the basis for all sectors to approach gender mainstreaming.

PURPOSE

The guideline will ensure significant social and economic benefits from any sectoral intervention. Nevertheless, from a strategic perspective, the key purposes of developing this guideline are:

- » To establish a common approach to gender mainstreaming in sectors;
- » To provide a basic step by step approach to gender mainstreaming; and
- » To support optimal utilization of resources and services equally for both male and female citizens of Bhutan.

PART I: LEGISLATIONS AND POLICIES

To create an environment to act, it is necessary that legislations mandate, and policies enable sectors to take initiatives. It is, therefore, significantly important to develop the platform, from which, numerous interventions, can be mandated, scoped and fulfilled.

1. Situation Analysis

The first step to consider during the formulation of legislations and policy is to conduct an analysis of the existing situation from a gender perspective. Following key questions can be asked in order to determine whether the situation is responsive enough to the needs of both male and female and whether there are adequate mechanisms to ensure gender equality.

- 1.1 It is pivotal that there are adequate sex-disaggregated data, which will provide a clear picture of 'who, where, what and how' any legislation or a policy would benefit/address the needs of male and female responsively. The data should also provide a picture of the status, condition and position of females' vis-à-vis males, thereby making the gaps to address evident. Key questions:
 - a. Do we have adequate sex-disaggregated data? Is it enough?
 - b. Do we use the existing sex-disaggregated data in formulating plans, policies and programmes?
 - c. Is there adequate capacity in using the sex-disaggregated data?
 - d. How do we use the sex-disaggregated data in respective sectors?
- 1.2 Based on the gaps, an analysis could be conducted on the intent and content in the legislation or policy. Key questions are:
 - a. Are the existing legislations and policies adequate enough to address the needs of both male and female equally?
 - b. What are the gaps in the existing legislations and policies that need to be addressed?

1.3 Challenges and opportunities that are specific to male and female should be considered while conducting the situational analysis.

2. Awareness

Based on the situational analysis prior to formulation of any legislations and policies, awareness and understanding levels of the policy makers and beneficiaries on gender issues must be assessed. Key question:

- a. Have adequate awareness been created on the situational analysis?

3. Consultation

Adequate consultations have to be conducted with all the stakeholders and the beneficiaries before, during and after the formulation of legislations and policies in order to take into consideration the needs of everyone. Key questions:

- a. Have both male and female target groups adequately consulted to establish the need?
- b. Have all the relevant stakeholders (male and female) been adequately consulted and their ownership ensured?

4. Partnership and Collaboration

It is crucial to ensure that there is adequate mechanism for partnership and collaboration amongst relevant stakeholders while formulating any legislations and policies. This is also important for implementing the legislations and policies in an effective and coordinated manner. Key questions:

- a. Are there mechanisms to address the identified gender issues in a coordinated manner amongst all the relevant partners?
- b. Is there a need to develop a coordination mechanism to ensure effective implementation of the legislations and policies?

5. Content of the Legislations and Policies

While formulating/reviewing a legislation or policy document, following key questions have to be taken into consideration to ensure that the content is gender responsive. Further, these questions can be used to screen or monitor the legislations and policies from a gender perspective.

I. Rationale :

- a. Is the rationale linked to the situational analysis and the consultation?
- b. Is the legislation/policy linked to the Constitution?

II. Objective :

- a. Does the legislation/policy have the potential to transform unequal gender relations?
- b. Is the legislation/policy encompassing the different needs through specific systems/mechanism and services?
- c. How will it benefit both male and female responsively?

III. Implementation :

- a. Is there an action plan with sex-disaggregated baseline and targets to ensure implementation of the legislation/policy?
- b. Are there adequate indicators to establish gender impacts?

IV. Resources :

- a. Financial: Is there adequate budget allocation to achieve gender targets?
- b. Human Resources: Are there adequate expertise to implement the legislation/policy from a gender perspective?

V. Monitoring and Evaluation :

- a. How has the implementation of legislations/policies ensured achievement of gender equality results?
- b. Is there an effective monitoring and evaluation plan?
- c. Is there a system for providing feedback and management responses?

PART II : PROGRAMMES AND PROJECTS

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1. Basis

The first step while developing any programme or project is to assess whether there is adequate analysis conducted to establish the need for such programme or project.

1.1 Adequate sex-disaggregated data prior to developing any programme or projects will provide a clear understanding of 'who, where, what and how' the programme/project will benefit/address the needs of male and female responsively. Further, adequate analysis and assessment will provide a clear understanding on the need of any particular programme/projects. Key questions:

- Is there adequate sex-disaggregated data?
- How do we use the sex-disaggregated data in developing the programme/projects?
- Is there adequate capacity in using the sex-disaggregated data?
- Are the sex-disaggregated data collected based on the national standard?
- Is there adequate analysis, assessments, reviews conducted to establish the need for particular programme/projects?

1.2 Every programme or project has to be linked to a relevant legislation/policy to ensure that it is implemented effectively. Further, it is important to ensure that the provisions of existing strategies and guidelines related to gender are adequately addressed through a programme/project. Key questions:

- How is the programme/project linked to the legislation/policy?
- Does the programme/project contribute to the National (Gender) Key Result Area?

2. Consultation

To mainstream gender in all programmes and projects, it is crucial to consult all the relevant stakeholders and the beneficiaries. Such consultations are also important to create an understanding on the programme/project thereby encouraging ownership of all the relevant stakeholders. Key questions:

- Has there been consultation with all the stakeholders and beneficiaries (male and female) at all levels?
- Is there adequate awareness conducted amongst the relevant stakeholders and the beneficiaries (male and female)?

3. Capacity

Capacity of relevant stakeholders in formulating and implementing programme or project from a gender perspective needs to be taken into consideration. Key questions:

- Is there adequate expertise to mainstream gender into the programmes or projects?

- Does the programme or project's capacity building component enhance gender responsive skills?
- Are practical and strategic gender needs addressed in the training materials used?

4. Content of the Project

The following key questions look at addressing gender gaps in all stages of a programme/project cycle and the questions could be used as a tool to check whether gender issues are adequately addressed in all the stages of particular programme/project :

4.1 Planning and Budgeting :

- Have possible gender-based assumptions/risks been considered while designing the programme/project?
- How will the programme/project mitigate these risks?
- Are gender issues an integral part of the programme/project's design and monitoring framework (DMF)?
- Are the targets gender responsive and indicators gender sensitive?
- Are there appropriate budget allocations to implement the programme/projects in a gender responsive manner?
- Does the programme/project include a detailed Gender Action Plan (GAP)?
- Will the programme/project reduce gender disparities or contribute to women's empowerment?

4.2 Implementation :

- Are there adequate indicators to establish gender impacts?
- Are there adequate implementation arrangements in place to address gender issues in the programme/project implementation?

4.3 Monitoring and Evaluation :

- Are the indicators adequate enough to track gender mainstreaming (targeted interventions/crosscutting) initiatives?
- Is the available data (baseline and target) adequate to track gender impacts?
- Is the M&E mechanism/framework of the programme/projects linked to the Gender Monitoring System (GMS)?
- Is there a system for providing feedback and management responses?