Strategies and Tools

against social Exclusion and Poverty

Gender mainstreaming in technical cooperation projects: the experience of the ILO Global Programme STEP

Working Paper

International Labour Office

Social Security Policy and Development Branch

Strategies and Tools against Social Exclusion and Poverty (STEP)

The programme **"Strategies and Tools against Social Exclusion and Poverty" (STEP)** of the International Labour Organization is an instrument for extending the coverage and effectiveness of social protection throughout the world.

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STEP Programme
Social Security Policy and Development Branch
Social Protection Sector
International Labour Office
4, route des Morillons
CH – 1211 Geneva 22
Switzerland
Tél. : (41 22) 799 65 44 Fax : (41 22) 799 66 44
e-mail : step@ilo.org Internet : www.ilo.org/step/publs

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Working Paper

International Labour Office

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Social Protection Sector,
International Labour Office
4, route des Morillons
CH-1211 Geneva 22,
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Fax: +41.22.799.66.44
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FOREWORD

The Global Programme STEP (Strategies and Tools against Social Excusion and Poverty) has since its inception, put emphasis on undertaking regular internal evaluations on how the gender dimension is being considered in its activities related to technical cooperation. This report is the second of its kind and it includes the findings of both the first and the second self-evaluation. The purpose of the first evaluation was to provide an overview of the progress or lack of progress made by STEP in its gender mainstreaming efforts and consequently, to identify which concrete measures to take. The purpose of the second evaluation was to see how the recommendations of the first report were followed though, a year later.

The initial evaluation of gender mainstreaming in the STEP Technical Cooperation Programme revealed that, although the Programme was gender-sensitive, there was still room for improvement, particularly in the fields of promoting gender awareness among the staff and producing tools on how to mainstream gender into project documents and progress reports. Recommendations were then made to this effect, which led to the gender strategy of the STEP Programme. This resulted in concrete measures such as the organisation of a gender-awareness workshop for STEP team and the production of practical guidelines on how to incorporate gender into the various documents. The second self-evaluation shows how the STEP Programme is making increased efforts to mainstream gender in all its technical cooperation projects.

This evaluation report was prepared during the period October 2001-April 2002 by Sandrine Lo Iacono, with technical iunputs by Reiko Tsushima and supervision by Evy Messell. It was originally produced in French.

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INTRODUCTION

The Fourth World Conference on Women, held in Beijing in 1995, adopted a Platform for Action, which focussed on many of the concerns and fields of competence of the ILO. In its effort to place greater emphasis on equal opportunities and treatment of women and men, the ILO has developed a policy on "Gender equality and mainstreaming": The objective of this policy has been to incorporate the gender dimension into all its programmes and activities including all technical cooperation programmes.

The STEP Programme ("Strategies and Tools against Social Exclusion and Poverty") considers itself particularly gender sensitive and has put in place a gender programme in line with ILO's policy. Moreover, the STEP Gender Programme endeavours to meet the requirements proposed in the Platform for Action, which were further reiterated at the Special Session of the UN Assembly General in New York in June 2000.

Gender mainstreaming is a relatively recent topic and one of key importance in the field of social exclusion. It is even more pertinent with regard to social protection as it is generally recognised that women have more limited access to social protection than men. In many developing countries, women are in charge of family health, yet they cannot obtain access to healthcare and social protection schemes, a fact that perpetuates the poverty and precarious situation in which they live. One of the major reasons for this is that most of these women live and work in the informal economy where social protection is non existant.

The STEP Gender Programme was set up at the initial stages of the STEP Programme to ensure that the gender dimension was integrated into its projects and also to improve women's access to social protection. The Gender Programme set itself the target of fulfilling two major objectives. The first was to promote gender equality and equity and to ensure that gender was mainstreamed in all its activities. And secondly, to develop knowledge on gender issues, and particularly the access of women to social protection schemes by among others carrying out studies and developing methodological tools.

Anxious to promote efficiency and transparency, the STEP Programme declared that it intended to draw up a self-evaluation report in November 2000 to assess the extent to which the gender dimension had been integrated into its projects. This evaluation led to recommendations, which the Programme has endeavoured to take into account as far as possible. The STEP Gender programme has compiled this document with the aim of sharing its experience on the activities it has carried out in order to strengthen the gender perspective of the STEP Programme.

Section 1: Initial evaluation of gender mainstreaming in the projects of the STEP Programme

The first section of this document presents the November 2000 evaluation of gender mainstreaming in the projects of the STEP Programme. Since evaluating the gender dimension in projects was liable to cause confusion, however, due to the fact that there were various approaches to the subject, STEP decided to clearly differentiate between the different approaches applied in its projects. The "gender" concept addresses the roles and needs of both women and men. In order to offer women and men equal opportunities, both as participants and as project beneficiaries, STEP has developed projects with a so-called "gender mainstreaming perspective". However, since women are often at a disadvantage compared to men, there are instances where women need to be specificially targetted in order to eliminate the direct or indirect effects of past discrimination. Women specific

projects aim at preventing women from becoming marginalised, ensuring their rights and providing social protection.

The ILO believes that special attention to women's needs is both justified and necessary if the imbalances that exist between women and men are to be corrected. Consequently projects specifically women are also part of the STEP Programme. These projects aim at helping women fight the inequalities that confronted them and enable them to take advantage of the benefits of development to the same extent as men.

The procedure followed in the present evaluation has been to base the assessment of the gender dimension in STEP projects on an examination of the project documents and progress reports taking into account the following aspects in both the projects targeting women and those with a gender mainstreaming perspective:

- To what extent has gender been considered with regard to the target groups and composition of the project management staff?

- To what extent has gender been considered in the project objectives, strategy and activities?

These aspects were included in the Gender Programme objective aimed at incorporating and disseminating the gender dimension. This evaluation report further takes into account, "Knowledge development on gender issues" and more specifically, women's access to social protection, which is the second objective of the STEP Gender programme.

This initial evaluation of gender mainstreaming in STEP projects was divided into several parts. The first part comprised a checklist analysing each of the projects with a gender dimension in line with the two STEP approaches in the field. The second part consisted of a summary table setting out the strengths and weaknesses of these projects. The third part was given to conclusions, and the fourth to recommendations, the latter two parts being presented in table form. And finally, in order to give an account of ILO gender policy the following documents were attached as support documents: Extract from "Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects" (PROG/EVAL,1995) on ILO policy framework and key concepts on gender and the Circular N°564 (17.12.1999) "Gender equality and mainstreaming in the International Labour Office".

Section 2: Follow-up to the recommendations on gender mainstreaming in STEP projects

The initial evaluation of gender mainstreaming in STEP projects provided a means of highlighting the fact that on the whole the STEP Programme was endeavouring to incorporate the gender dimension into its projects, although this was not always in a systematic manner. Recommendations were put forward to remedy the identified weaknesses and to further strengthen the gender capacities within the STEP Programme.

Section 2 of this document presents the measures that have been taken since the recommendations were proposed. These include the:

- Organisation of awareness training on gender issues;

- reformulation of the STEP Gender programme strategy to include the projects targeting specifically women, as mentioned above;

- production of guidelines on gender mainstreaming in the design of STEP projects and progress reports;

- development of Fact Sheets on the socio-economic situation and health situation of women in countries where the STEP Programme is operational;

- in-depth evaluation of gender mainstreaming into the project entitled "Empowering women and adolescent girls to be proactive in the planning and promotion of affordable and improved health care focusing on reproductive health services" (Senegal/Burkina Faso/Guinea/Benin).

Moreover, Section 2 highlights the fact that the STEP Programme is currently increasing its efforts to mainstream gender in its projects and activities. An example of this is given in the project document of the new STEP project in Burkina Faso.

Section 1: Evaluation of gender mainstreaming in STEP projects

This first section analyses the extent to which the gender dimension has been integrated in projects with a "gender mainstreaming perspective" and in projects targeting women as defined in the Introduction.

1. Projects with a "gender mainstreaming perspective"

1.1. HAI/98/P01: "Reproductive health education and services for organized working women and men"

Project duration	18 months
Immediate objectives	• To help expand and improve the quality of family planning services of partner institutions • To help to reduce maternal mortality through the prevention of undesirable pregnancies. • To help to reduce the incidence of sexually transmitted diseases and HIV/AIDS by integrating activities in the field of prevention and control into family planning services and collaborating with NGOs and the private sector. • To help promote gender-related aspects through access to and utilisation of reproductive health services.

1.1.1. Comments on the achievement of STEP's gender objectives

By refering to both women and men in the title, the project has an explicit gender dimension.

a) Integration of the gender dimension

i) Target groups

The target group, as also indicated in the title, includes both women and men working in enterprises, cooperatives, savings and credit unions, and women's organisations. The progress reports do not specify how many men and women benefited from the project, but the following information was obtained from the project team in Haiti:

- A total of 14,000 women of the Centre for the Promotion of Working Women (CFPO) living in urban zones received health care and attended information sessions on reproductive health;

- 60 doctors (gender no indicated) and male and female nurses (percentage not known), and 175 women trainers from women's organizations, attended training courses on reproductive health. These trainers in turn trained 15,000 people, although the proportion of men and women was not provided;

- 26 leaders (50% women and 50% men) from the education committees of 13 savings and credit unions were trained in reproductive health. Their acquired knowledge was passed on to 5,500 clients and, indirectly, to an estimated 15,000 people (gender distribution not indicated).

ii) Staff in charge of the project

With regard to the STEP team, there are two women in charge of the programme. However, no information is given on the sex composition of the group of other (national/international) partners involved in the project or on the proportion of male/female trainers.

iii) Key partners

The main partner organizations in the project are:

- The Centre for the Promotion of Working Women (CFPO);

- the Konesans Fanmi Alliance, which unites some 30 women's organisations;

- savings and credit unions.

Women's organisations thus feature prominently in the project.

iv) Objectives/Strategy

Gender is mainstreamed in all the immediate objectives. The last objective refers explicitly to the willingness to promote gender-related aspects.

v) Activities

In accordance with the objectives, the respective activities have a gender dimension. Examples to illustrate this are as follows:

- Organisation of six round tables on sex education and the development of bargaining skills, aimed specifically at young adolescent girls and working women;

- educational activities and counselling for women who request medical services;

- distribution of condoms to women and men who request them;

- organisation of two seminars to motivate trade union leaders - men and women - and provide training for them on gender issues, reproductive health and mother and fatherhood.

In the case of all of these activities little information was provided on the number of men and women who took part, except for the information supplied by the project team (see "target groups" above).

b) Knowledge development on gender issues

It was stated in the project document that manuals aimed specifically at women would be produced. Examples:

- Reprint of the human development training guidebook for women
- Guidebook on women's health and reproductive health.

Drawings were also produced illustrating the various methods of contraception and methods for preventing sexually transmitted diseases.

Furthermore, the project team in Haiti could confirm that training materials on gender issues, aimed at both male and female members of the savings and credit unions, had been developed with a view to promoting gender equality in the family, at work and in the field of reproductive health.

1.1.2. Conclusion

Although the progress reports did not contain any gender desaggregated data, the project has adopted a gender mainstreaming approach, which is illustrated by the fact that the needs and concerns of both men and women have been equitably addressed. Moreover, based on the information provided by the team in Haiti, the majority of the project beneficiaries appear to be women.

1.2. HAI/99/001: "Establishment of preliminary instruments in the context of a programme for promoting productive employment and fighting social exclusion"

Project duration	18 months
Immediate objectives	• To support the government in the elaboration of its strategy and programme for promoting productive employment and fighting social exclusion. • To support the government in initiating activities in support of the programme. • To support the Prime Minister's Office in the formulation of a national policy for developing human resources.

1.2.1. Comments on the achievement of STEP's gender objectives

a) Integration of the gender dimension

Project HAI/98/001, which was followed by Projects SPPD HAI/99/012 and HAI/99/013, is part of a more comprehensive national programme promoting productive employment and fighting social exclusion with special focus on women and adolescent girls. One would thus expect to find the gender dimension fully integrated into the project document and progress reports.

i) Target groups

In the Background and Justification section of the project document, it is mentioned that the project targets the most disadvantaged segments of the population and that women are generally more affected by social exclusion than men. However, no description of the socio-economic situation of women is provided to substantiate this.

Women entrepreneurs are included in the list of direct beneficiaries of the project, which include the Ministry of Planning, trade unions and the Prime Minister's Office etc.

Once again additional information obtained from the project team in Haiti revealed that the following target groups, although not mentioned in the project document, were also included in the project:

- Men and women working in cooperatives with special attention being given to women's cooperatives;
- men and women involved in economic activities;
- men and women participating in micro-credit institutions;
- women and adolescent girls with the aim of helping them to attain equality at work.

ii) Staff in charge of the project

With regard to the STEP team, two women are in charge of the project. No information is given on the composition of the remaining group of national/international partners.

iii) Key partners

The UNDP has set up a Theme Group on Gender.

iv) Theme Group on Gender

A Theme Group on Gender has been set up in Haiti; it is an inter-agency Theme Group of the United Nations system. The ILO/STEP Associate Expert of Project HAI/99/001 has been participating in this group since October 1999 with the aim of strengthening the gender aspect and contributing in general to the promotion of gender equity in Haiti within the framework of the project.

v) Objectives/strategy

Although the gender dimension is not mentioned explicitly in the immediate objectives, it is stated under "Special considerations" that women entrepreneurs will be the

main beneficiaries of the project. It is also stated that the economic activities carried out by the women will provide a means of generating sustainable gainful employment.

In the progress report for the period from May 1999 to May 2000, however, no further reference is made to the special considerations afforded women entrepreneurs. In the "Productive employment" strategy and the strategy “To combat social exclusion", only the term "excluded persons" is used, without any specific reference to gender.

vi) Activities

In general the activities related to the Immediate Objectives do not have a gender dimension. For example, under Immediate Objective 1, the activity to make inventory of employment and social exclusion, does not mention that the data must be gender disaggregated. On the other hand, however, Immediate Objective 1 does mention taking stock of the experiences gained from making micro credit accessible to women.

b) Knowledge development on gender issues

A study has been conducted on the “Analysis of the situation of credit funds” established by project HAI/94/013 in the North-West Department. This analysis has a gender dimension since the target groups of the project were women's groups, castor oil planters and fishing cooperatives.

1.2.2. Conclusion

Although women appear to have received special consideration in the implementation of the project, the objectives, strategy and activities mentioned in the project document and progress reports do not include a gender dimension. The project management team was, however, able to provide the necessary gender-related information. The participation of the UN Theme Group on Gender is encouraging and indicates an increased commitment to ensuring that gender issues are taken into account.

1.3. HAI/99/012: "Support for the elaboration of regional and local development strategies and initiatives with an overall view to promoting productive employment and fighting social exclusion"

HAI/99/013: "support for the formulation of a national policy and strategy for extending social protection"

Project duration	1 year
Immediate objectives	**HAI/99/012:** • To contribute to the efforts to define and identify a strategy, priorities and future action in the field of regional and local development which can have a significant impact on the creation of productive employment and the fight against social exclusion. • To accompany the development of national expertise in the local and regional development field, which is still underdeveloped in Haiti. **HAI/99/013:** • To assist the Haitian government in the formulation of its policy, strategies and action plans for extending social protection. • To promote the coordinated involvement of various international and bilateral organisations in a coherent programme against social exclusion in Haiti. • To facilitate the future implementation of the "Programme for promoting productive employment and fighting social exclusion" by the Haitian Government.

1.3.1. Comments on the achievement of STEP's gender objectives

a) Integration of the gender dimension

i) Target groups

In the project document under the heading "Socio-economic context in Haiti", it is stated that the social exclusion phenomenon has spread and is now particularly affecting women and young people. However, no further details or statistics have been provided to substantiate this statement.

Although Projects SPPD HAI/99/012 and SPPD HAI/99/013 have very specific objectives, the project documents no longer mention the target groups, since these SPPD projects were the continuation of Project HAI/99/001.

However, the STEP team in Haiti maintains that both men and women are included in all three of the target group categories of the HAI/99/012 project. These are farmers, workers in enterprises, agricultural associations and community associations and producers.

The target group of the HAI/99/013 project, on the other hand, is women only and, more specifically, mothers who do not have access to primary health services. The gender mainstreaming approach has therefore not been applied in this project.

ii) Staff in charge of the project

The STEP team comprises two women who run the project. No information is given on the gender distribution of the remaining group of national/international partners.

iii) Key partners

The UNDP has set up a Theme Group on Gender.

iv) Objectives/strategy

The above-mentioned target groups are not referred to in the objectives or strategy. This project document therefore appears to be gender blind although actual implementation of the project indicates a gender dimension.

v) Activities

Here again, the gender dimension is not explicitly mentioned in the project activities.

b) Knowledge development on gender issues

A study on the "Extension of social protection in the local community in Haiti" was conducted as part of the HAI/99/013 project. It presents an inventory of organised groups in the informal economy in the country, which provide their members with some form of social protection. Most of the institutions included in the survey provide services for both women and men. Some of the institutions, such as ACLAM and FONKOZE, revealed that they provide services primarily for women.

1.3.2. Conclusion

Although the beneficiaries of the SPPD HAI/99/012 project include men and women, the gender dimension does not appear in the project documents. Project HAI/99/013, on the other hand, focuses mainly on women. The study conducted in connection with the HAI/99/013 project is interesting in that it describes institutions that assist women in accessing health care and social protection services, and which are also concerned with gender issues.

1.4. CUT Project: "Strengthening the capacities of CUT and supporting the development of socio-economic activities in the rural sector"[1]

Project duration	2 years
Immediate objective	To strengthen the capacity of the Central Union of Workers (CUT) in supporting the development of economic activities for the benefit of their present and potential members.

1.4.1. Comments on the achievement of STEP's gender objectives

a) Integration of the gender dimension

i) Target groups

In the introduction to the project document reference is made to the poor in rural areas of Chile. Since women, and particularly female heads of household and unmarried mothers, are cited as being the most vulnerable, one would expect to find the latter specifically mentioned among the project beneficiaries.

The direct target group is the Central Union of Workers (*Central Unitaria de Trabajadores, CUT*) in Chile. The other direct beneficiaries include workers involved in the pilot projects, whereas the indirect beneficiaries are socially excluded workers in rural areas.

Although there is no mention of gender of the workers involved in the project, it is nevertheless stated that the project will take account of the particularly difficult situation of socially excluded women in rural areas and that efforts will be made to include these women in all stages of the project. One can thus assume that gender is fully mainstreamed in the implementation of this project.

ii) Staff in charge of the project

The project team is composed of three men: the Coordinator; a Specialist on workers' activities and a member of the STEP Programme.

The monitoring/steering committee of the CUT project is also entirely composed of men. The only woman, who was formerly involved in the committee, resigned in order to take up a career as a Member of Parliament. As for the consultants, the work plans indicate that efforts had been made to seek a balance between men and women, since the percentage of women in the training teams and working committees was one of the indicators for the activity. In general, however, it can be concluded that the gender balance has not been attained.

[1] *Reforziamento de la capacidad de la CUT a apoyar el desarrollo de actividades socioeconomicas en el sector rural*

iii) Key partners

The National Department for Women (SERNAM) is mentioned as one of the partners in the project document. However, it was only by consulting the team in charge of the project that it was ascertained that the project will be run in close collaboration with the CUT Women's Department. This was not mentioned in the project document.

iv) Objectives/strategy

The objective, as stated in the project document and progress report, is to improve the living and working conditions of socially excluded workers in rural areas. No distinction is made between male and female workers involved in the project. Moreover, the strategy aims to improve the capacities of the CUT in its efforts to support the development of socio-economic activities for the benefit of current and potential members, particularly the most vulnerable of those members. Here again, the number of women who belong to the CUT and the potential number of women involved in the projects is not specified.

v) Activities

It is clearly stated in the description of the activities that one of the four pilot projects should specifically target women. The progress report indicates that actually two pilot projects are aimed at women. Hence the special efforts with regard to women, which were called for in the section on target groups, have been made.

The gender dimension is also incorporated in the indicators. For example, the indicator for the "Final evaluation and documentation of the pilot projects" is the "amount and quality of gender-disaggregated data."

b) Knowledge development on gender issues

The project strategy and activities include plans to carry out case studies on the experiences of activities run by groups of socially excluded workers and on the methodological tools employed. No mention is made of the composition of the groups in terms of gender. However, the activity on the "Production of methodological tools and teaching materials," does provide for the adaptation of methodological tools and training material to the needs of the groups involved in the pilot projects, and 50% of these involve women.

1.4.2. Conclusion

As was mentioned in the section on target groups, special attention has been given to women. Although this special attention was not highighted in the remainder of the project document, it is clear when reviewing the progress reports and pilot projects, that gender has been mainstreamed in the implementation of the project. It is furthermore interesting to note that youth are also taken into account as one of the pilot projects directly targets them.

As will be explained in Section 2 of this document, the STEP Programme has decided since the completion of this gender evaluation, to modify its project approach by identifying a third type of project, namely those targeting both women and men but with a women-specific component or activities. The above-mentioned project could be included in this category, as it comprises mainly pilot activities targeting women. (See Section 2, point 2.2).

1.5. MAR/99/001: "Fight against social exclusion in Rodrigues through community participation development and promotion of income-generating activities"

Project duration	2 years
Immediate objectives	• To build the capacities of poor communities in Rodrigues and encourage them to take charge of their own needs. • To provide village communities and mutual aid organisations, particularly those which are excluded, with financial and technical tools for promoting income-generating activities.

1.5.1. Comments on the "Levé Débouté" fact sheet in the STEP brochure (Supportive document 1.1)

The fact sheet presenting the "Levé Débouté" project makes no reference whatever to the gender dimension (See *Support document 1.1*.). The objective is to improve the living and working conditions of the poor in Rodrigues. The only terms used to qualify the project beneficiaries are "the poor" and "the excluded", without distinguishing between men and women.

1.5.2. Comments on the achievement of STEP's gender objectives

a) Integration of the gender dimension

i) Target groups

In the Context and justification section of the project document it is mentioned that fishermen and women are obliged to find additional sources of income in order to make ends meet but that this is not an easy task. The difficulty that women have in finding additional sources of income is mentioned but no further details are given. Facts and figures are not provided on the economic situation of women nor on the economic sectors in which they are generally involved, which could ultimately point to the reasons for their difficulties. However, it is mentioned that those with the greatest difficulties are the women heads of households (who account for approximately 20% of the families in Rodrigues), and young unmarried mothers with a low level of education.

The target group is the poor segments of society and the most vulnerable of these are the jobless, farmers, fisherfolk, young people, unskilled workers and female heads of household. One of the criteria used for selecting the villages for project intervention is "the number of female heads of household", but the percentage of these women in the project villages is not specified.

It is further stated in the progress report that women are the group that benefited most from the project, accounting for 79% of the beneficiaries and 75% of the participants at

training workshops. Furthermore, additional information obtained from the project management team in the field indicate that:

- 251 of the 344 people who received loans in the first phase in January 2000 were women;
- 8 of the 10 villagers chairing the local savings and credit unions were women;
- 37 of the 47 solidarity groups were run by women.

The majority of the project beneficiaries were thus women.

ii) Staff in charge of the project

The STEP team in charge of the project is composed of one woman and one man. No information is given, on the other hand, on the gender distribution of the group of trainers and (national/international) consultants. However, it transpired during enquiries with the project management team, that 4 of the 6 trainers were women.

iii) Key partners

Women's organisations such as the Rodrigues Regional Women's Committee (which unites 64 women's associations) are taking part in the project.

iv) Objectives/strategy

It is stated in the strategy that special attention would be given to integrating the gender dimension in economic development, but this special attention does not appear in the objectives.

v) Activities

The project document states that the activities run hitherto by the UNDP to combat poverty have had a gender dimension in that they have included:

- Training sessions organised for officials of the Ministry for the Development of Women, the Family and the Child;
- research on women and gender issues in Mauritius.

In line with the the strategy of integrating gender concerns, women, adolescent girls and female heads of households were to be systematically involved in all stages of the project (from the identification to implementation stage), and in all activities relating to community development and income-generation. In order to enable them to fully participate in these activities, training and information sessions would be given and training tools developed. In addition, efforts would be made to restore men's place in the family - a *sine qua non* for ensuring better relations between men and women, family stability and regular incomes.

However, gender disaggregated data is not provided when reporting on project activities. For instance, the training activities are intended for the poor, but the exact number of women participated, either as extension officers or as beneficiaries, is not quoted. Nor is it mentioned whether there were training sessions specifically designed for women.

Although the report on activities concludes that "integrating the gender dimension in development" has been one of the most successful areas of activity, no further details are given. It was only when enquiries were made with field personnel that it transpired that the project focussed heavily on women.

b) Knowledge development on gender issues

The activities include the collection of information on the best practice with regard to income-generating activities and the production of training materials and methodologies. No reference is however made to gender.

1.5.3. Conclusion

When reviewing the project document, gender concerns appears not to have been mainstreamed. However, according to the progress report and information from the field team, the majority of project beneficiaries have in fact been women.

1.6. INT/99/M07/POR: "Strategies to combat social exclusion/Portugal"

Project duration	4 years
Immediate objectives	**Component 1:** To validate at the international level, the Portuguese experience in fighting social exclusion. **Component 2:** To build the capacity of local promoters in the fight against exclusion in the PALOP (Portuguese-speaking African countries). **Component 3:** To carry out pilot activities for the benefit of socially excluded people in the PALOP (Sao Tome e Principe and another country to be identified).

1.6.1. Comments on the fact sheet of the STEP brochure presenting "Social inclusion in Portuguese-speaking Africa and in Portugal" (Supportive document 1.2)

Although it is stated in the fact sheet a third of the world's population survive on less than one US dollar per day and that 70% of these people are women, there is no evidence of the presence of a gender dimension in the project.

1.6.2. Comments on the achievement of STEP's gender objectives

a) Integration of the gender dimension

i) Target groups

Although it is stated in the "Context and justification" that in most African, countries including the PALOP (Portuguese-speaking African countries), social exclusion and poverty affects women in particular and, more often than not, female heads of household and illiterate women living in both rural and urban areas and working in the informal economy, the latter are not explicitly cited among the target groups of the project.

The beneficiaries of the project are the socially excluded in rural or urban areas in the PALOP. Components 1 and 2 focus on institutional development. The direct recipients of institutional support are NGOs, federations and trade unions that support local communities in their efforts to resolve the problems of social exclusion. The gender competencies of these organizations, and communities concerned, are not mentioned. In the case of Component 3, the beneficiaries are the support structures and the poor and socially excluded population. No gender dimension is referred to here either, but it becomes apparent in the strategy of Component 3.

ii) Staff in charge of the project

No information available.

iii) Key partners

No information.

iv) Objectives/strategy

Component 3 aims to contribute to social inclusion through its capacity building pilot projects that promote organisational development and strengthen solidarity in close collaboration with existing social protection programmes in the region and, in particular, the PROSOCIAL Programme. The strategy specifies that the pilot projects must take into account the situation of particularly disadvantaged in groups such as women or the disabled.

v) Activities

The activities do not have a specific gender dimension. For example, in the case of the activities relating to Immediate Objective 1; which stipulates that by the end of the project "...communities will be in a position to conduct activities to promote social inclusion by creating grassroots solidarity networks, particularly in the field of social protection...etc.", the gender-neutral term "community" is used. Although certain activities require the identification of communities that wish to launch activities to help reduce social exclusion, no mention of the gender composition of these communities is mentioned.

b) Knowledge development on gender issues

Provision is made for the production of the following publications:

- A documentation of the Portuguese experience;
- a training package on efforts to fight social exclusion and poverty at the local level;

- training materials and methodologies.

None of the above documents appear to contribute to knowledge development on gender issues.

1.6.3. Conclusion

Gender has not been adequately mainstreamed in this project. It would be desirable to further develop the gender dimension of Component 3. It is, however, encouraging to note, that people with disabilities have been taken into consideration for the first time.

1.7. GAM/00/002/A/01/11: "Fight against social and economic exclusion (Poverty Alleviation programme - Phase II)"

Project duration	3 years
Immediate objectives	• To strengthen the ability of organised women in Kafos to analyse their situation, identify their priority needs and seek technical and financial solutions to their problems. • To strengthen the ability of micro enterprises and small entrepreneurs to analyse their situation, identifying their priority needs and seek technical and financial solutions to their problems. • To strengthen the ability of women's groups and micro-entrepreneurs to develop social protection systems and/or income-generating activities, depending on their requests, and to set up viable enterprises. • To strengthen the ability of institutions in both the public and the private sector to procure support with a view to mobilising savings, forming capital, and providing access to financial services as well as the efficient technical assistance required by the target groups. • To strengthen the ability of the public authorities to formulate national policies and strategies for fighting poverty, to strengthen synergism between poverty alleviation programmes and to effectively address the needs of the target groups.

1.7.1. Comments on the achievement of STEP's gender objectives

a) Integration of the gender dimension

This project is the continuation of the National Plan for reducing poverty in The Gambia, the objective of which was to improve the standard of living and food security of the poor and more specifically of women and young people; the gender aspect was thus an integral part of the project.

i) Target groups

In the first part of the project document under the heading, National context, poverty in The Gambia is described. It is stated that women, who account for 51% of the population and 70% of unskilled workers in the agricultural sector, are generally regarded as the poorest group in the country. It is further stated that young people are also particularly affected by poverty. The target groups are:

- traditional women's groups (Kafos) and
- entrepreneurs, which among others includes women farmers/micro and small associations of entrepreneurs.

This project would thus appears to have a gender dimension but with more emphasis on women.

ii) Staff in charge of the project

No information.

iii) Key partners

The key partners in the project are women's groups:

- The National Women Farmers' Association and
- The Gambian Women's Finance Association.

iv) Objectives/Strategy

Of the five immediate objectives one component is geared specifically to women, one is intended for micro-entrepreneurs who can be either men or women, and a further component is designed for women's groups and micro-entrepreneurs. It would thus seem that more women than men benefit from the project.

v) Activities

Since this is a project with a "gender mainstreaming perspective", the activities target both men and women. There is, however, an imbalance in favour of women as more activities have been designed for them. In addition, the indicators for evaluating project performance include numerous women-specific targets such as:

- The number of women's groups that have taken an active part in the running of the project;
- The number of training materials produced and adapted to women's needs;
- The number of women who have attended the training workshops.

b) Knowledge development on gender issues

The project makes provision for the production of methodological tools that have been adapted to the specific needs of women.

1.7.2. Conclusion

Although the gender dimension is taken into consideration in this project under the "gender mainstreaming" approach, the project seems to be geared more to women than to men, and this weakens the gender dimension to some extent.

2. Projects targeting women

2.1. BENIN/BURKINA FASO/GUINEA/SENEGAL: "Empowering women and adolescent girls to be proactive in the planning and promotion of affordable and improved health care focusing on reproductive health services"

Project duration	4 years
Immediate objectives	• Women will play a greater role in identifying their health needs. • The women's organisations selected will manage their own health micro-insurance scheme efficiently. • Government structures, institutions providing health care and NGOs will be in a better position to support women in their efforts to establish a health micro-insurance scheme. • The information gathered and experiences gained will be disseminated and shared with key actors and decision-makers in the field of health policy.

2.1.1. Comments on the achievements of STEP's gender objectives

a) Integration of the gender dimension

The Context and Justification section of the project document does not provide an analysis of the socio-economic situation, health circumstances or needs of women in the countries concerned by the project.

i) Target groups

The direct beneficiaries of the projects are:

- 80,000 poor women who live in rural areas, work in the informal economy and are members of women's organisations;
- adolescent girls;
- the NGOs which provide social services for poor women;
- women's organisations.

This project is thus a project targeting women.

ii) Staff in charge of the project

The STEP team is composed of one woman expert and one (male) associate expert.

iii) Key partners

In addition to the UN agencies, the key partner organizations of the project are NGOs promoting mutual health insurance schemes, NGOs working with women (ASFEGMASI, PROFEMU) and women's organisations.

iv) Objectives/strategy

With regard to the development objectives, the aim is to help women and adolescent girls in West Africa gain access to primary health care, including reproductive health, at an affordable price. The focus is thus explicitly on women. For example:

- Immediate Objective 1 is to strengthen the ability of organised poor women to identify their needs, to negotiate and to build their self-confidence.

- Immediate Objective 2 is to enable women's organisations to run their own health micro-insurance schemes efficiently and enable them to overcome the financial barriers in accessing to basic health care and thus acquiring the power to negotiate in the health system.

The same applies to the project strategy, which aims to build women's capacities with a view to promoting their negotiating skills and enabling them to run alternative systems for financing care.

v) Activities

All of the activities involve women.

b) Knowledge development on gender issues

In addition to the production of at least one training manual on self-awareness, empowerment and women's rights to health care, which is part of Immediate Objective 1, Immediate Objective 4 is directly related to knowledge development on gender issues. The project actually plans to conduct 12 in-depth studies on the creation and management of micro-insurance systems by women's organisations. These studies will include an examination of the advantage of integrating the gender dimension in the promotion and establish micro-insurance systems.

2.1.2. Conclusion

Although the project specifically targets women, it would have been interesting to have more information on the situation of women as well as an analysis of how the project will address their real needs.

2.2. BANGLADESH: "Health micro-insurance to the poor rural women in Bangladesh"

Project duration	3 years
Immediate objectives	• By the end of the project, the number of poor women and their families who have access to health care through new or existing health micro-insurance schemes managed by Grameen Kalyan or BRAC will have increased. • By the end of the project, politicians, the ILO and social partners, local NGOs and communities will be aware and have better knowledge of the concept and management of health micro-insurance schemes and on how such schemes can form an integral part of national poverty alleviation programmes geared specifically to women. • By the end of the project, information on health micro-insurance schemes for poor women will be available and usable and will lend themselves to adaptation by other organisations/structures in Bangladesh and elsewhere.

2.2.1. Comments on the achievement of STEP's gender objectives

a) Integration of the gender dimension

i) Target groups

The Bangladesh project clearly integrates the gender dimension. In the Background and Justification section of the project document, the situation of women and poverty in which the live are effectively described. Women are thus the main beneficiaries the project:

Primary beneficiaries:

- 72,000 women, who live in rural areas, are members of the Grameen Kalyan and/or BRAC and who do not have access to quality health services.

Secondary beneficiaries:

- An estimated 360,000 local people using the health services including the women's family members;
- workers' and employers' organisations concerned with the extension of social protection to disadvantaged workers in the informal economy.

ii) Staff in charge of the project

This STEP team is composed of one women expert.

iii) Key partners

Considering the partner organizations involved in the implementation of the project, it can be asserted that women's interests have been fully taken into account. The Grameen Kalyan, a health insurance branch of the Grameen Bank is, for example, an organisation targeting women, and BRAC is also an NGO that primarily targets women in their rural development activities. In addition to this, the Ministry for Women and Children is a key partner in the project.

iv) Objectives/strategy

The gender dimension has been incorporated into the project objective, namely to empower poor women and improve the women and their families living conditions by promoting their access to health care.

v) Activities

The activities all have a gender dimension, since the anticipated outcome is to increase by twofold the number of poor women and their families participating in health micro-insurance schemes.

b) Knowledge development on gender issues

The development of knowledge on gender issues has been achieved through the compilation of a document on "gender and access to health micro-insurance schemes" and the development of methodological tools for setting up and running health micro-insurance schemes (as proposed in one of the objectives of Component 3).

2.2.2. Conclusion

The Bangladesh project can be seen as a model with regard to the integration of the gender dimension under the "targeting women" project approach. The project is geared directly to women and seeks to create new gender relations within communities and family structures and thus to empower women and enable them to achieve a situation where they are on an equal footing with men.

3. Summary table on the evaluation of the gender dimension in STEP projects based on the project documents and progress reports

+: The gender dimension has been integrated
-: The gender dimension has not been integrated
+/-: The gender dimension has been integrated to a limited extent

	Integration of the gender dimension						Knowledge development on gender issues	
Projects	**Target groups**	**Staff in charge of the project**	**Key partners**	**Objectives**	**Strategy**	**Activities**	**Studies**	**Methodological tools**
1. Project with a "gender mainstreaming perspective"s								
Haiti HAI/98/P01	**+**	**-**	**+**	**+**	**+**	**+**	**-**	**+**
Haiti HAI/99/001	**+/-**(1)	**-**	**+**	**+**	**-**	**+/-**	**+/-**	**-**
Haiti HAI/99/012	**-**(1)	**-**	**+**	**-**(1)	**-**(1)	**-**(1)	**-**	**-**
Haiti HAI/99/013	**-**(2)	**-**	**+**	**-**	**-**(1) (2)	**-**(1) (2)	**+**	**-**
Chile CHILI/99/.. (CUT)	**+/-**(1)	**-**	**+**	**-**(1)	-(1)	**+**	**-**	**+**
Mauritius/Rodrigues MAR/99/001	**+/-**(2)	**+/-**	**+**	**-**(1) (2)	**+**	**-**(1) (2)	**-**	**-**
Portuguese-speaking African countries (PALOP)	**+/-**	**NA**	**NA**	**-**	**+/-**	**+/-**	**-**	**-**

INT/99/M07/POR	(volet 3)							
The Gambia GAM/00/002/A/01/11	**+/-**(2)	**NA**	**+**	**+/-**(2)	**+/-**(2)	**+/-**(2)	**+**	**+**
2. Projects targeting women								
Benin/Burkina/Guinea/Senegal	**+**	**NA**	+	+	+	+	+	+
Bangladesh	**+**	**NA**	+	+	+	+	+	+

(1) Although the integration of the gender dimension under the "gender mainstreaming" approach is not apparent or is only superficial when one reads the project documents and progress reports, the gender dimension is in fact integrated when the project is implemented.

(2) The gender dimension is weakened to some extent in that the project has concerned women more than men.

4. Conclusions

	Integration of the gender dimension	Knowledge development on gender issues
Projects with a "gender mainstreaming perspective"s	Positive points • The gender dimension has been integrated to a large extent. Points to be improved • The integration of the gender dimension has been heterogeneous in the drafting of the project documents. For example, the gender dimension may be present in the "context and justification" section and in the activities, but this is not clearly expressed in the objectives and strategy. • In the "context and justification" section of the project documents there is very little emphasis on the description of the situation of women and thus of the reasons for which they may be a target group. • Women are rarely named as direct beneficiaries in the target groups. It is merely mentioned that special attention will be given to them. • There is no gender analysis in the progress reports. Very little information - such as statistics - is given on the percentages of men and women who have benefited from the project or on the composition of the various groups of partners (trainers, consultants, researchers, etc). It is often necessary to make direct enquiries from the project team to obtain this information.	Positive points • Measures to develop knowledge of gender issues generally tend to have been taken into account. • Points to be improved • To judge from the project documents and progress reports, measures to develop knowledge of gender issues do not seem to have been fully taken into account. But when enquiries were made of the field staff on this point it transpired that studies and/or tools on gender issues had indeed been produced.

Projects targeting women	• When reading the project documents and progress reports, the integration of the gender dimension may seem superficial or totally absent, whereas this is not at all the case when the project is actually implemented. <u>Positive points</u> • There is a genuine interest and commitment to focus on women. <u>Points to be improved</u> • It is not adequately specified in the project documents that the aim of focusing on women is to promote gender equality and equity and not to create an imbalance in the relationship between women and men. • It is not adequately specified in the project documents that there is a need for projects specifically targeting women for socio-cultural and religious reasons and that women-specific programmes and activities are also an effective way of strengthening women's capacities and self-confidence.	<u>Positive points</u> • Action to develop knowledge of gender issues has been included.

5. Recommendations

Integration of the gender dimension	Knowledge development on gender issues
The following activities could be planned in order to ensure that the gender dimension is more extensively taken into consideration and integrated into the STEP projects: • In an initial stage, both the strategy of the Programme on Gender with regard to incorporating the gender dimension into STEP projects and the implication/importance of doing so, could be redefined in more specific terms. • Guidelines could be produced on gender mainstreaming into the design of STEP projects, and in particular in the following sections: - Background and justification; - target groups; - strategy and objectives; - results and activities. The aim would be to more clearly and extensively explain the respective situations of women and men, to give the reasons for which the project is developing a given approach ("gender mainstreaming" or "targeting women"), and to describe the effects which the project will have on the status of women. • Guidelines could be produced on gender mainstreaming into the progress reports of STEP's on going projects in such a way as to produce a gender analysis and thus measure the impact of the projects on improving the living conditions of men and women. • An awareness workshop on gender issues could be organised for the STEP team in Geneva, the field personnel and any external partners.	The following activities could be planned in order to ensure that more attention is given to knowledge development on gender issues: • In the context of projects focusing on extending social protection studies should be carried out on women's access to social protection and how to improve that access. • Methodological tools should be adapted to the specific needs of women. • Materials should be produced to promote awareness of gender issues. These materials would be particularly useful for the preparatory phase of project implementation.

• Fact sheets could be issued (and circulated, for example, on the Internet) on the situation of women and more specifically on their access to social protection in countries where STEP is implementing or is planning to implement projects. Each project should then refer to these fact sheets when drafting the project document in order to clearly describe the situation of women. • A Preparatory Project Phase could be introduced for projects in the field, in which the project managers could focus on raising awareness on gender equality and equity in the community (both men and women). Sociologists and anthropologists could be invited to assist in this work.	

6. Support documents for Section 1

"Lévé Débouté"

STEP confronts poverty by reaching out to the socially excluded and introduces possibilities for their improved access to social services and increased income.

Brief description:

The Project "Fight Against Poverty and Social Exclusion in Rodrigues through Participatory Community Development and Promotion of Income-Generating Activities", also known as "Lévé Débouté" aims to improve the living and working conditions in the poor segment of the Rodriguan population. The level of economic development in Rodrigues Island has lagged behind the high growth rates recorded for Mauritius Island. The average household income and education level are lower, and the unemployment rate is higher in Rodrigues, due to socio-economic, cultural and geographic reasons.

As a result, 'Socially excluded people' are widespread throughout the island. Despite the modest economic progress witnessed by Rodrigues in the recent past, a large part of the population still faces major problems caused by declining productivity in agriculture and fishing. The Project strategy aims to empower the poorest communities in Rodrigues, enabling them to take care of their own development needs. In particular, local economic development is to be stimulated by participatory social and income-generating activities. Initially, the project is to concentrate on ten selected villages that have been classified as "the poorest of the poor". The successful results of these activities will be extended to 20 villages throughout the island. The Project will assist the rural populations (in particular the socially excluded) and their self-help organisations, to gain access to technical and financial resources in order to promote income-generating activities. Active participation by all key players is the Project's 'Leitmotiv', facilitating consultation and networking among local authorities, socio-professional organisations, the Rodrigues Council of Social Services, NGOs, development projects and community leaders in promoting a balanced development with equal benefits for everyone.

The two-year Project was launched in April 1999 and is financed by the UNDP. It is managed by a national co-ordinator with support and technical advice primarily from STEP Africa.

Social inclusion in Portuguese speaking Africa and Portugal

The four-year STEP project was launched in July 1999. The project is jointly co-ordinated by the ILO/STEP headquarters based in Geneva and the ILO/STEP Africa office in Dakar, in partnership and with the financing of the Ministry of Labour and Solidarity in Portugal

Brief description:

One third of the world's population, of which 70% are women, has to survive on less than one US dollar per day. People living in these conditions have no access to social protection or basic services (health, clean water, food security, education). The lack of opportunities to satisfy basic needs and to participate fully in society contributes to social exclusion. Portuguese-speaking countries in Africa are not spared of this phenomenon. They belong to the less developed countries of our planet.

The gap between the rich and the poor is expanding, which intensifies the problems of social exclusion. Many initiatives and strategies have been developed over the past few years to improve the lives of socially excluded people by increasing their access to social protection services.

Portugal has undertaken encouraging initiatives through their National Programme to Fight Poverty.

The knowledge and experience gained through this Programme in helping to reduce social exclusion has been promising and worthy of dissemination in the rest of Europe and the world. The STEP project aims to identify, document, replicate and disseminate the different experiences of Portugal in their efforts to reduce social exclusion.

The project also deals with strengthening local development in the field of social inclusion in the African Portuguese-speaking countries. The development of knowledge is carried out through the use of a website, a newsletter, a discussion forum, case studies, exchange of experience workshops and training materials. The project will provide technical support to different field workers and local development agencies in the field of social protection for the excluded. Finally, the project foresees concrete pilot projects targeting the socially excluded in the five African Portuguese-speaking countries.

ANNEX 1: Extract from "Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects" (PROG/EVAL, 1995)

Section 1. ILO Policy Framework and Key Concepts

1.1. Gender and Equality in the World of Work

Promotion of equality for women in employment means redressing existing imbalances between the position of men and women workers and advancing the status of working women to a level where they can participate in and benefit from development on an equal footing with men. The concept of equality in employment does not imply that men and women are identical. Their biological and social differences and, therefore, their different needs, should be taken into account. The distinctions between men and women which are influenced by society and culture are encompassed in the concept "gender".

"Gender" refers to the social differences between men and women which are learnt and change over time. These differences vary widely within and between cultures. Gender is a tool to examine the roles, responsibilities, constraints, opportunities and needs of men and women in any context. Gender roles and needs are affected by class, age, race, ethnicity, culture and religion, and the geographical, economical and political environment. Within any given social context, gender roles may be flexible or rigid, similar or different, and complementary or conflicting. Besides differences between men and women there may also exist differences among women themselves in terms of socio-economic levels, decision-making power and stage of the life cycle. The term gender does not replace the term "sex" which refers exclusively to biological differences, for example, when statistical data are broken down by sex.

The use of gender as an analytical tool offers advantages. It does not focus on women as an isolated group. It recognizes the roles and needs of both men and women. Moreover, inputs from both sides are required in order to achieve greater equality between men and women. Given that women are usually in a disadvantaged position compared to men of the same socio-economic level, promotion of gender equality encompasses the advancement of women's status in society by addressing their specific needs, interests and perspectives.

Within the ILO, the promotion of equality of opportunity and treatment between men and women workers is pursued not only as a contribution to social justice but also to economic efficiency. The overall strategy on the promotion of equality for women in the world of work is to integrate equality concerns across the board into all programme objectives and activities - a process referred to as mainstreaming. The mainstreaming strategy calls for the introduction of gender analysis and planning in all ILO activities, whether at the macro, sectoral or micro levels, i.e. explicit attention is given to the type of assistance needed and the actual and potential participation of men and women at all stages of the programming cycle. The mainstreaming strategy also implies the identification of potentially different effects of programmes on men and women, and the provisions necessary to ensure that ILO activities have a positive influence on gender equality. Mainstreaming, therefore, often includes the use of women-specific activities and/or positive action, whenever women are in a particularly disadvantageous position, to enable them to attain a level where they can participate and benefit equally from development efforts.

Women-specific activities are interventions specifically targeted at women which may be needed whenever cultural norms and values restrict women's equal participation in activities. Women-specific activities can also be used to enable women to develop and strengthen their self-awareness, to identify their constraints and to jointly develop means to overcome them.

Positive or affirmative action refers to temporary measures to eliminate the current direct and indirect results of past discrimination. Positive action may encompass a wide range of measures from corrective actions, such as setting targets for women's participation in activities from which they have previously been excluded to promotional activities, which widen women's opportunities in education, training and employment. They should be adopted whenever necessary to avoid the marginalization of women, to redress imbalances between men's and women's rights and benefits, and to protect and support particularly vulnerable groups of women. The ILO considers positive action as justified measures of a transitional nature which need to be undertaken if inequality exists between the respective positions of men and women with the aim of redressing such imbalances.

1.2. Gender Analysis and Planning

Gender analysis and planning are tools for identifying the different roles and needs of men and women in the world of work and for developing and implementing concrete measures for the promotion of equality of opportunity and treatment between men and women workers. In the past, policies and programmes geared towards macro-level planning and institutional development have often failed to take the sex composition and gender characteristics of the target groups into account. This neglect has led to unanticipated negative effects on the position of women workers. It is, therefore, now widely acknowledged that all policies and programmes, whether at the macro, sectoral or micro levels should include gender analysis and planning.

Gender analysis and planning can be undertaken at any stage during the programming cycle. However, it is more effective to include gender and equality concerns at the initial planning and design stages. The involvement of women and their organizations in the decision-making process at all stages of the programming cycle is an important way of ensuring that women actively and effectively participate in and benefit from the development process.

Gender analysis

Carrying out a gender analysis is usually the first step in planning a programme because attitudes, prejudices and assumptions about women's roles are stumbling blocks to the promotion of equality between men and women. They are caused by a scarcity of gender disaggregated data and ignorance of women's actual roles, work and contribution to development which have been difficult to assess and measure, and, therefore, disregarded. Visibility is, therefore, the starting point for integrating women into the development process.

Gender analysis requires the identification of:

(a) what is the division of labour between men and women;
(b) who has access to and control over resources and benefits;
(c) what needs men and women have;
(d) what are the constraints and/or opportunities, i.e. the extent of direct and indirect discrimination in the socio-economic environment; and
(e) what is the capacity of ILO constituents and other partner organizations to promote equality between men and women in employment?

Depending on the sector(s) to be addressed and the levels at which activities are carried out, the type and depth of the information to be collected may vary. However, an analysis of the above five key variables is vital to enable the development of viable strategies towards the promotion of gender equality in training and employment.

(a) The gender division of labour

When identifying the division of labour between men and women the following considerations are important:

- The division of labour between men and women depends on the socio-economic and cultural context and can be analysed by differentiating between productive and reproductive tasks. Productive tasks refer to work undertaken by either men or women in a household to produce goods and services for marketing, as well as for the processing of primary products. Such productive tasks can be based at the workplace or at home, and can be formally or informally organized. Reproductive tasks refer to child-bearing and the different activities carried out in caring for the household members and the community, such as fuel and water collection, food preparation, child care, education and health care. These activities are usually unpaid and excluded from national employment and income statistics because they are viewed as activities with non-measurable economic value.

- Women's involvement in both productive and reproductive tasks means that they invariably work longer hours per day than men. Consequently, their often considerable workload is to be taken into account when designing and implementing programmes.

- Women's work is often excluded from national employment and income statistics because activities carried out by women are often unpaid or take place in the informal economy not covered by labour legislation. This has resulted in a serious under-estimation of women's contribution to development and society. It is, therefore, necessary to identify the validity and reliability of existing statistical data and to collect more precise information on women's work and their participation in economic activities.

- Women's position in the paid labour force is marginal and vulnerable in many parts of the world. Job segregation persists both horizontally - certain industries, sectors and occupations are dominated by either men or women affecting levels of pay and status - and vertically - women are usually found at the lower levels of the hierarchical structure.

If little or no information is available on the gender division of labour within the target population, the labour profile of men and women at the macro, sectoral or micro levels has to be identified and defined. The main questions to ask are: Who does what, why, where, when and for how long?

(b) Access to and control over resources and benefits

Major differences exist between men and women concerning the control or decision-making power over the allocation and use of resources and benefits. A differentiation has to be made between access to and control over resources and benefits because access to the use of resources and benefits does not necessarily imply the power to control them. Resources include anything that people need to carry out activities. Among the important resources which poor women, in particular, often lack are time, paid jobs and money. Benefits include anything that accrues to people. They can be tangible or intangible such as food to be used for subsistence or sale, income, status, power and recognition.

When identifying the differences between men and women workers regarding access to and control over resources and benefits, points for consideration are:

- A particular constraint faced by women in many countries is that, by law or tradition, they are not allowed to own capital assets such as land, buildings and equipment, nor are they able to enter into legally binding contracts (such as opening of a bank account, starting a business and obtaining credit) without permission of their husband or another male family member.

- The household is the smallest economic unit taken into account in national statistics and legislation. Programmes are often targeted at the household without recognizing the existing differences in the degree of influence and decision making power between household members. However, many types of households exist. They are complex systems of relationships marked as much by inequality and conflict as well as by cooperation between members. Often women have access to the resources needed to work, but have little or no control over the income earned through their labour. Whenever the target population of an ILO programme is specified as the household, it is necessary to further differentiate between the roles and responsibilities of household members if women are to participate in and benefit from the programme.

- Priority target groups for ILO assistance are low_income girls, women and female_headed households because the constraints arising from the general problems of poverty are more pronounced for women than for men of the same socio_economic income levels. Low-income women who are heads of households (widows, divorcees, single and abandoned women with dependants) face the greatest difficulties, because they are the major or sole income earner of the family and they usually have the least access to adequate resources and support services.

(c) Needs

Because the roles of men and women in societies are generally different, their needs may vary accordingly. It is useful to distinguish between practical gender needs (or basic needs) and strategic gender needs (or structural needs). Practical gender needs are the needs arising from the actual conditions women experience because of the roles assigned to them in society. These needs are often related to women's roles as mothers, homemakers and providers of basic needs and are concerned with inadequacies in living and working conditions. For women and men in the lower socio-economic strata, these needs are often linked to survival strategies. Meeting these practical needs is often essential. However, addressing practical needs only does not change the factors which perpetuate women's position as a disadvantaged group in their societies.

Strategic gender needs are the needs identified to overcome the subordinate position of women to men in society and relate to the empowerment of women. They vary

according to the particular social, economic and political context in which they are formulated. Usually they concern equality issues such as enabling women to have equal access to job opportunities and training, equal pay for work of equal value, rights to land and other capital assets, prevention of sexual harassment at work, domestic violence, and freedom of choice over childbearing.

It is most important that women are given the opportunity to identify and prioritize their own needs. Information about the target population is often collected from those with the highest socio-economic status within communities or workplaces, such as local elites, opinion leaders and male heads of households. This may lead to misconceptions about the roles, needs and interests of women. The information is usually more reliable if it comes from the women themselves and this may require specific organizational arrangements, such as utilizing female interviewers and/or organizing meetings for women only.

(d) Constraints and opportunities in the socio-economic environment

In order to enable gender planning, an inventory has to be made of the constraints and opportunities for progress towards equality between men and women which exist within the larger socio-economic environment and which may affect the programme under consideration. These factors may influence the position of women workers and should be considered at the macro, sectoral and micro levels as appropriate. They may be categorized as follows:

- economic conditions, such as the poverty level, income distribution, inflation rate, international trade relations, structural adjustment programmes and levels of infrastructure;
- demographic conditions, such as the fertility rate, labour supply, number of new entrants in the labour force every year, internal and international migration patterns;
- prevalent norms and values (culture, religion and ethnicity); possible existence of various "subcultures", i.e. groups with beliefs which may differ from the main ideology;
- political events at the international, national and local levels;
- legislation and regulations, national development policies;
- training and educational levels of the population and education and training facilities; and
- institutional arrangements such as the nature and extent of government institutions, employers' and workers' organizations, other NGOs, community or women's groups.

It is useful to identify the extent of direct and indirect discrimination which constrain women's full participation in society. Direct discrimination occurs when formal, legal and religious rules and regulations prohibit women from participating in activities equally. One particular form is "de jure" discrimination, i.e. the existence of discrimination in law. For example, a Civil Code provision restricting women's rights to enter into legal contracts or a Labour Code regulation stipulating that women should receive less pay than men. Indirect discrimination occurs when social rules, norms and values inhibit women to participate equally in activities. For example, the practice of not hiring women to fill jobs considered to be "men's jobs", even when the law stipulates equal opportunity between men and women in employment. The occurrence of indirect discrimination, often referred to as "de facto" discrimination, is widespread and particularly difficult to combat.

(e) Capacity of ILO constituents and other partner organizations

If the programme is geared towards institutional development, the capacity of the institution(s) concerned in addressing the needs of both men and women and promoting gender equality needs to be assessed. Points for consideration are:

- the type of organization, major areas of intervention and general capacity to plan and implement activities;
- the nature and extent of gender specific policies and activities, and experience with women workers' issues;
- the organizational structure to address women workers' issues; and
- the concern with gender equality within the organization and the perceptions on gender and equality issues in employment among the staff at the various levels of the institution and how these affect their work.

Indicators of the above may be: the type and scope of policies and programmes on women and gender issues, the ratio of male-female staff, the levels and occupations of men and women within the organization, facilities and support systems for workers with family responsibilities.

Gender planning

Once adequate information is available on the different roles and needs of men and women workers, equality concerns can be integrated into the ILO programme objectives, outputs and activities. Following the completion of a gender analysis, gender planning consists of developing and implementing specific measures and organizational arrangements for the promotion of gender equality and ensuring that adequate resources are earmarked. It means identifying how to "mainstream", i.e. incorporate gender concerns into activities to deal effectively with the obstacles faced by women in participating fully in and benefitting from these activities. It may include measures such as women-specific activities and/or positive action if imbalances exist between the position of men and women.

The type of activities to be undertaken will depend on the context and the scope of the programme. When identifying the appropriate gender planning strategy a number of general principles and practical measures have proven to contribute effectively towards the promotion of equality between men and women. These include the:

(a) active participation and mobilization of women and their organizations;
(b) explicit attention to awareness raising and capacity building activities;
(c) inclusion of measures which address both practical and strategic gender needs;
(d) avoidance of linguistic and visual biases, and gender stereotyping;
(e) allocation of adequate human and material resources; and the
(f) application of a multi-disciplinary and phased approach.

(a) Active participation and mobilization of women and their organizations

As stated earlier, the active participation of women and women's organizations in programme planning, design and implementation increases the chances of success of the programme. It is crucial to consult them and involve them in the decision making process.

Women have often been mobilized to provide free labour as a contribution to development activities. Unpaid women's work is often taken for granted. Care should be taken not to rely on free labour from women during the implementation of a programme.

Many women work individually and in isolation (e.g. domestic employment, home work and subsistence agriculture). There is considerable potential for group mobilization and organization of these women workers to enable them to improve their position as workers.

(b) Awareness raising and capacity building

The promotion of equality for men and women in employment is the responsibility of all those involved in the programme, including the target groups. Awareness raising activities at all levels increases their gender sensitivity and technical capacity to integrate gender concerns into their work. During awareness raising activities factual data are provided on the nature and extent of women's disadvantaged position in daily life. Making women's work and contribution to development visible can serve as an eye-opener to those who have been socialized in a system of norms and values where women have the status of second-class citizens.

It is also important to demonstrate that efforts to integrate women in mainstream development activities do not necessarily mean trade-offs with other development gains nor imply marginalization of men's concerns and needs. If the programme contains specific measures to advance the position of women, it should be made clear to all concerned that this will benefit men, women and children within the target population.

Attitudinal change and capacity building among women are also necessary as they have often been conditioned to accept their disadvantaged position. Women also lack access to information and awareness raising is important so that they can improve their understanding of their legal and social rights and responsibilities.

(c) Practical and strategic gender needs

Addressing women's practical needs such as access to employment, income, training, credit, technology, entrepreneurship, improved conditions of work and social protection must go hand in hand with assistance in tackling women's strategic needs in terms of empowerment, organization, sharing of family responsibilities, participation of women in labour institutions, decision-making powers, supportive legislation and overall involvement in policy-making. For instance, the provision of employable skills training to women may meet an important practical need because it facilitates women's access to employment. Whether such training also fulfils strategic needs, will depend on the actual increase in women's economic independence.

(d) Linguistic and visual biases, and gender stereotyping

Languages and visual presentations usually reflect existing normes and values on men's and women's position in society. Many jobs are considered "men's" or "women's" jobs and there is a tendency to use masculine and feminine pronouns for positions which were traditionally occupied by men and women. It is important to avoid such linguistic biases and gender stereotypes when recruiting personnel and developing information and training materials, including audio or visual aids.

The target population in a programme is often not specified by gender. Common terms, such as "informal economy workers" and "rural non-farm workers" are often perceived as referring to men, even if women form a large part of these groups. Precision

is important when defining the target population because the use of terms such as "the workforce", "the poor" and "the unemployed" may lead one to disregard possible differences between men and women and among women themselves.

(e) Allocation of adequate human and material resources

As in many programmes with a social dimension, women's programmes or components of programmes are often under-resourced. If a programme is not explicit in setting targets on men's and women's participation and does not clearly allocate resources for women-specific outputs and activities, the chances are high that women will not participate and that women-specific outputs will not materialize because of resource constraints. It is therefore crucial to be gender specific when allocating financial and human resources to a programme.

Another factor for consideration is when to use female staff and/or gender specialists. Female staff are needed whenever women in the target population cannot be effectively reached by male staff. Gender specialists are needed when it is necessary to provide (i) adequate information on women's roles, needs and interests and to design policies and programmes which adequately address their needs, and (ii) awareness raising and training on gender and employment issues in order to increase the technical capacity of the staff to address the needs of women. The most important criteria for selecting gender specialists are an in-depth knowledge of the situation of women and the technical sector(s) concerned.

(f) Multi-disciplinary and phased approach

Addressing the concerns, needs and interests of women calls for a multi-disciplinary, comprehensive and holistic approach. It is, therefore, necessary to develop strategies which consist of several coherently linked components to address women's multi-faceted needs and counteract the effects of discriminatory regulations and/or practices. Not doing so may jeopardize the programme's success and may actually lead to a deterioration of women's position. For example, a programme geared exclusively to increasing women's income by strengthening their productive capacity may not be successful if they are over-burdened because of family and household responsibilities. In such a case it may be necessary to develop labour saving measures to lighten women's involvement in reproductive activities.

A multi-disciplinary approach usually means providing a comprehensive range of services to a target population. However, this does not mean that everything has to be done at the same time. The absorptive capacity of both the target population and the organizations that serve them should be carefully assessed. Changing attitudes and norms and capacity building are slow processes. A phased approach in which changes are introduced gradually is usually more successful.

1.3. International Labour Standards of Prime Importance to Women Workers

ILO Conventions and Recommendations play an important role in the promotion of equality, because they represent the international and tripartite consensus on minimum standards. They reflect what is possible at present and set goals for the future. The most direct impact of ILO standards is on legislation, but even if Conventions are not ratified, they can be applied in national law and practices. In addition, they lend weight to national and local efforts to promote women workers' rights.

Standards provide the normative framework on workers' rights and outline the policy issues in technical fields both of which are to be taken into account when planning and implementing activities. Thus, each programme should apply and promote the standards

related to basic human rights and the technical fields which are directly relevant to the programme concerned.

Many Conventions and Recommendations include provisions of particular concern to women workers in the areas of equality of opportunity and treatment, employment, human resources development, industrial relations, conditions of work, occupational safety and health and maternity protection. Depending on the technical sector(s) concerned, these standards should be consulted and used when planning and implementing ILO programmes.

A number of standards specifically address the constraints faced by many women workers. They explicitly address women's basic rights and should be applied and promoted through all ILO programmes. These standards deal with equal remuneration, equality of opportunity and treatment between men and women in employment, workers with family responsibilities and maternity protection:

(a) Equal remuneration. Most countries have adopted policies for pay equity between men and women for work of equal value, but in most countries pay inequities continue to exist in practice. Equal pay for men and women for work of equal value is defined as the rate of pay fixed without discrimination based on sex. It applies to basic wages or salaries and to any other additional emoluments (supplements, bonuses, allowances, etc.) which the employer pays directly or indirectly to the worker in cash or in kind as a result of her or his work. (Convention No. 100: Equal Remuneration, 1951; Recommendation No. 90: Equal Remuneration, 1951)

(b) The promotion of equality of opportunity and treatment between men and women in employment calls for measures to end all forms of discrimination in employment and occupation. Discrimination is defined as any distinction, exclusion or preference based on race, colour, sex, religion, political opinion, national extraction or social origin (or any other ground determined by the State) which nullifies or impairs equality of opportunity or treatment in employment or occupation. The definition includes direct and indirect discrimination. Any distinction, exclusion or preference based on the inherent requirements of a particular job is not considered to be discrimination. The measures may be undertaken in a wide range of fields such as access to vocational training, access to employment and particular occupations, and terms and conditions of employment. (Convention No. 111: Discrimination (Employment and Occupation), 1958; Recommendation No.111: Discrimination (Employment and Occupation), 1958)

(c) Workers with family responsibilities. Workers who are responsible for dependent children or other members of their immediate family find that such responsibilities frequently restrict their participation in economic activity. Areas of concern are: access to employment, conditions of work and social security as well as termination of employment. Care should be taken to ensure that workers with family responsibilities can engage in employment without being subject to discrimination, and, as far as possible, without conflict between their work and family responsibilities. (Convention No. 156: Workers with Family Responsibilities, 1981; Recommendation No. 165: Workers with Family Responsibilities, 1981)

(d) Maternity protection. Twelve weeks of maternity leave with entitlements to cash benefits and medical care are the minimum provisions required for women who are responsible for caring for themselves and their babies. After the

termination of the maternity leave, women should have the right to nurse their child. Areas of concern are: benefits during maternity leave, interruption and termination of employment. (Convention No. 3: Maternity Protection, 1919; Convention No. 103: Maternity Protection (Revised), 1952; Recommendation No. 95: Maternity protection, 1952)

Support document 1.4

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Gender equality and mainstreaming in the International Labour Office

1. This circular spells out ILO policy on gender equality and mainstreaming.(Endnote 1) It supplements Circular 6/493 of 6 October 1993 on equality of opportunity and treatment for women in the International Labour Office, and is a crucial step towards implementation of gender equality and equity throughout the Organization.
2. As an Organization dedicated to fundamental human rights and social justice, the ILO must take a leading role in international efforts to promote and realize gender equality. Following the adoption in 1995 of the Platform for Action by the Beijing Fourth World Conference on Women, the ILO strengthened its efforts to institutionalize gender concerns at all levels, at headquarters and in the field. I now intend to intensify these efforts and translate my firm political commitment into our policies and programmes.
3. In order to ensure that the impact of our efforts is maximized and that resources are used effectively, mutually reinforcing action will be taken simultaneously on three fronts: staffing, substance and structure.

Staffing

4. I have set an Office-wide target of 50 per cent of Professional posts to be filled by women by 2010, with particular care to be given to gender balance in senior posts. Career development opportunities for General Service staff will be expanded and specific measures will be taken to create a family-friendly and enabling working environment for all staff, both men and women.

Substance

5. Gender inequalities are best dealt with through integrated approaches. In this context, the ILO's Programme and Budget for 2000-01 has identified gender equality and development as themes which cut across the four strategic objectives. The Office must now work to ensure that commitment to gender equality is internalized throughout the ILO and reflected in all our technical work, operational activities and support services.
6. Using a gender lens, productive, reproductive, family, community and constituency-based roles can be properly analysed and strategic gender needs identified. Furthermore, equal representation and participation of women and men in decision-making are also fundamental for addressing social and economic issues in an integrated way and for ILO policy prescriptions to operate effectively in specific contexts.
7. Gender analysis will be undertaken systematically in the Office's technical work

and action will be taken, including gender-specific interventions, to promote gender equality. This will require a change in attitudes and working habits, cooperation and teamwork as well as the development of officials' competence in conducting gender analysis.

8. I expect these steps to result in the creation of new analytical frameworks, the enrichment of the ILO's knowledge base on gender issues and the provision by the Organization of enhanced related products and services. They should lead as well to the development of indicators and other tools to support gender mainstreaming. The generation of gender-sensitive data will also be critical for the development and implementation of technical cooperation programmes, the provision of advisory services and training, the development of research programmes and the dissemination of information.

Structure

9. Institutional arrangements for effective gender mainstreaming will be strengthened Office-wide. Existing mechanisms for programming, implementation, monitoring and evaluation will be reviewed, gender issues integrated more effectively where necessary and new mechanisms established as appropriate. It will also be necessary to establish an accountability framework for gender equality.
10. I have decided that a Bureau for Gender Equality will replace the former Office of the Special Adviser on Women Workers' Questions and will report directly to me. The Bureau will provide Office-wide support for gender mainstreaming and will ensure the enhanced complementarity and coherence of our programmes and activities in respect of gender equality.

Action plan

11. To make this policy operational, I asked the Bureau for Gender Equality to prepare an Office-wide action plan, on the basis of a participatory and consultative process involving staff at different levels, both in the field and at headquarters. I have approved the action plan as an operational tool for the implementation of gender mainstreaming in the ILO.

Implementation

12. The implementation of this gender equality and mainstreaming policy requires the unfailing commitment, participation and contribution of each staff member. The responsibility and accountability for its successful implementation rests with the senior managers, the regional directors and the programme managers. Gender specialists and focal points will have a special role to play as catalysts. The Staff Union Committee will be kept fully informed and consulted in this process.
13. This policy is part of the ongoing transition to make the ILO a modern and efficient organization, responsive to emerging challenges. The ILO's commitment to gender equality will be reflected in the new strategic budgeting system, human resources strategy and policies, monitoring and evaluation functions, and technical cooperation activities. The Governing Body and our constituents will be kept fully informed of progress made in the implementation of this policy.
14. I count upon the full support and sustained efforts of all staff members in carrying out this policy.

Juan Somavia
Director-General
From HQ/Gva -
http://webfusion.ilo.org/intranet/english/bureau/program/mas/circulars/1/n564rac/index.htm

From Field Offices -
http://webfusion.ilo.org/intranet/english/bureau/program/mas/circulars/1/n564rac/index.htm

Endnote 1: Defined in the Agreed Conclusions (1997) of the UN Economic and Social Council (ECOSOC) as follows: "Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes 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."

Attachments: None

Section 2: Towards taking account of the recommendations made in the first evaluation of gender mainstreaming in the projects of the STEP Programme

Following the recommendations that ensued from the initial evaluation of the integration of the gender dimension in the projects of the STEP Programme, which was carried out in November 2000 (Section 1), the Programme decided to take measures through its programme on gender to raise the STEP team members' awareness of gender issues (1), to redefine and clarify the strategy of the programme on gender (2), to provide renewed support for strengthening the integration of the gender dimension in its projects (3), to produce fact sheets on the socio-economic situation and health situation of women in the countries where STEP is developing projects (4) and, finally, to carry out a more detailed evaluation of gender mainstreaming into the project entitled "Empowering women and adolescent girls to be proactive in the planning and promotion of affordable and improved health care focusing on reproductive health services" (Senegal/Burkina Faso/Guinea/Benin) (5).

At present, it can be said that these measures have already been useful and effective in regard to the design of the new STEP project in Burkina Faso (6).

1. Organisation of a gender awareness workshop

The first evaluation of gender mainstreaming into STEP projects provided a means of highlighting the fact that the members of the STEP team were not all aware of gender issues to the same extent. Whereas some were perfectly conversant with the subject, others were more reserved about the issue. One of the first recommendations that was made was thus that a gender awareness workshop be held for the members of the STEP team. The decision to run that workshop was thus taken very rapidly, and in the context of a 1-week biannual retreat for senior members of the STEP staff an entire day was given to an awareness seminar on gender issues. The objective of this seminar, which was conducted by a woman consultant specialising in gender issues who was recruited specially for the occasion, was threefold:

- To introduce STEP to a conceptual and operational framework which could serve both as a basis for mapping the current status of gender mainstreaming in STEP activities and as a guide to action;
- to highlight the relevance of gender for programme development and suggest priority areas for strategy;
- to contribute to the clarification of roles and responsibilities in relation to gender mainstreaming within STEP.

The report of the seminar is presented in (Support document 2.1)

2. Redefining the strategy of the STEP programme on gender

2.1. Clarification of the strategy

In the course of the initial evaluation it was observed that there was still some confusion as to strategy of the STEP programme on gender. This was observed both in the case of certain members of the STEP team and in the case of various ILO departments with which the programme on gender had occasion to hold discussions. One of the recommendations was to produce a document that would clarify the strategy of the programme on gender, what has been done.

A table presenting the strategy of the programme on gender is presented in Annex 2.2.

2.2. Inclusion of a third approach: "Projects targeting both women and men with a women-specific component"

Until the first evaluation was carried out the STEP Programme had opted to develop two types of projects: These are "projects with a gender mainstreaming perspective" and "projects targeting women". In order to reconcile these two project approaches STEP and its Gender programme decided to make a distinction between these two types of projects and a third type, namely "projects with a gender mainstreaming perspective and women-specific component". This type of project comprises a set of activities that are geared specifically to women. Compared to "projects with a gender mainstreaming perspective", this third type of project guarantees women's access to the project's main training and information activities and to a share of the project's resources. In most cases financial aid is allocated and a special team of persons is appointed to these activities. This type of project is also similar to the "projects targeting women", the difference being that it is intended to prepare women for joining in the more general type of projects with a gender mainstreaming perspective.

The table below sets out the definition, advantages and drawbacks of each of these projects in brief.

	Project with a gender mainstreaming perspective's	**Project with a gender mainstreaming perspective and women-specific component**	**Projects targeting women**
Definitions	The objective of these projects is to provide equal opportunities for men and women whether as participants, beneficiaries, or operational staff.	These projects include a series of activities geared specifically to women within the framework of a more general project of the "gender mainstreaming" type.	Women are the main target groups and have priority in these projects, which address their specific needs and take account of the constraints placed on them.
Advantages	▪ All of the participants and beneficiaries (both men and women) benefit from the project resources to the full. ▪ The projects facilitate	▪ These projects provide a means of guaranteeing women access to resources. ▪ They are a means of granting equal opportunities of access to	▪ These projects are a means of responding to women's needs, in particular when their ability to express their needs is inhibited - by cultural factors, for

	access for women to decision-making and enhance their influence on decision-makers.	income-generating activities and/or to health micro-insurance schemes. ▪ These projects are more inclined to induce planners to notice the work which women do and to devote greater attention to the problems of discrimination against women. ▪ They provide a means of taking account of women's specific needs more effectively within the framework of a general project.	example. ▪ Women have more opportunity to take initiatives and make decisions, to assume their role as leaders and to build up their self-confidence. ▪ These projects provide women with an opportunity to take initiatives considered to be outside their field of competence. The success of these projects can induce the community and/or the men folk to review their perception of women and their abilities. ▪ These projects provide the means of granting greater support for women's institutions and women's groups.
Possible Drawbacks	▪ These projects presuppose a number of social, cultural and economic preliminaries as well as action to establish a strategy for involving women in the various project phases. ▪ Men and women can find themselves in a situation of competition with regard to the project resources. ▪ Women may inadvertently be excluded from activities due to the venue, timetable or promotion mechanism selected if their participation has not been clearly defined when the project was being designed.	▪ If the component is misconstrued or mismanaged it can result in the marginalisation of women's activities within the project. ▪ There may be a danger that this component is used in order to meet the demands of the government or donor without the provision of the same resources and the same skills as are provided for the rest of the project. ▪ There is a risk that this component is ignored or, on the contrary, that it is used to justify the fact that women are not given the opportunity to take part in the rest of the project. ▪ The component geared to women often is not granted adequate resources.	▪ There is a risk that women will be kept in marginal activities and that the broader issue of strengthening their participation in community decision-making will not be taken into account. ▪ There is a risk that the focus on women will create a new form of exclusion - the exclusion of men. ▪ There is a tendency to adopt an orientation based largely on assistance rather than offering training which aims to enhance women's autonomy.

In line with this new approach, the CUT project and the project in The Gambia could be analysed in the group of projects with a “gender mainstreaming perspective". (See points 1.4 and 1.7 of Section 1)

3. Production of guidelines for mainstreaming gender into the design of STEP projects and into progress reports of the STEP on going projects

It is important that it be clear for the reader of the project documents and progress reports, which reflect the design, monitoring and evaluation of a project that the gender dimension has been taken into account. This is all the more essential since these documents are often the only references available to persons who do not have the opportunity to travel to the field to familiarise themselves with a project. Project document readers must be able to conclude that the aim of the project is to address the needs of men and women or the specific needs of women and to help to ensure gender equality; and progress report readers must be able to establish whether the project has indeed honoured that commitment.

The fact is that it often transpired on reading the project documents and progress reports issued by the STEP Programme that the gender dimension was not as apparent as it ought to have been. After making enquiries of the persons in charge of drafting these documents it was noticed that these persons often did not know how to integrate the gender dimension, and they expressed the need for a tool which they could use as a guide for drafting project documents and progress reports - hence the elaboration of guidelines. Indeed it was not only the members of the STEP team who mentioned this need; it was also expressed by other bodies working for the social protection sector.

The present guidelines are thus intended to provide all of those working in the field of social protection and social exclusion with a framework indicating the procedure to be followed for optimal integration of the gender dimension into project documents and progress reports. They are presented in such a way as to apply to all three types of project: projects with a gender mainstreaming perspective, projects targeting women only and projects with a gender mainstreaming perspective that inlcude a women-specific component.

The guidelines are presented in the Support documents 2.3 and 2.4.

4. Production of fact sheets on the socio-economic circumstances and health situation of women in the countries where STEP is developing projects

Project documents, and more specifically the section entitled "Context and justification", often lack data on and an analysis of the socio-economic circumstances and health situation of women in the country where the project is going to be implemented. Yet these are important factors, since they help to justify the launching of a project. In order to facilitate the research work of persons drafting project documents, for which this type of data has to be collected, fact sheets on the situation of women have been produced in the context of certain projects. A fact sheet was thus proposed on Vietnam for the drafting of the document describing Project VIE.00.M51.FRA: "Institutional capacity-building for the economic and social advancement of women workers", and a further fact sheets have been produced on the Philippines, The Gambia and Nepal in the context of a future project in that country. And in the case of Indonesia a fact sheet was used in the context of a mission to Jakarta.

The fact sheet on Vietnam is presented as an example in the Support document 2.5.

5. In-depth evaluation of gender mainstreaming into the project entitled "Empowering women and adolescent girls to be proactive in the planning and promotion of affordable and improved health care focusing on reproductive health services" (Senegal/Burkina Faso/Guinea/Benin)

In view of the interest aroused by the first evaluation report, the Africa Office of the STEP Programme in Dakar, which is in charge of running the project for "Empowering women and adolescent girls to be proactive in the planning and promotion of affordable and improved health care focusing on reproductive health services", has decided to carry out an in-depth evaluation of the integration of the gender dimension in the project in question. A (female) consultant will be engaged for that purpose.

6. Towards more extensive integration of the gender dimension in the projects of the STEP Programme: An encouraging example

A new project document was drawn up in 2001 with the help of the guidelines. It concerns a project in Burkina Faso entitled "Promoting micro-insurance schemes for women micro-entrepreneurs". It must be stated that this project document clearly demonstrates that these guidelines are valid and useful for incorporating the gender dimension into project documents more effectively. It is the first to really follow the majority of the indications given in the guidelines, as is shown in the following analysis, which was based on the same procedure as the initial evaluation.

6.1. BURKINA FASO: "Promoting micro-insurance schemes for women micro-entrepreneurs in Burkina Faso"

Project duration	2 years
Immediate objectives	• The associations of women micro-entrepreneurs will manage their own health micro-insurance systems efficiently; they will thus enjoy improved access to basic social services and their bargaining power will be enhanced. • The advantage of micro-insurance systems is better understood by government structures, micro finance institutions, NGOs and donors. The experience gained and the data collected will be disseminated to the main decision-makers.

With regard to the title, this project targets women.

6.1.1. Comments on the achievement of STEP's gender objectives

It is important to underline first of all that the "Context and justification" section is particularly well constructed in that it presents a great deal of the information proposed in the guidelines. It describes inter alia the socio-economic situation in Burkina Faso, and this description is substantiated with gender-disaggregated statistics (on poverty, the literacy rate, the percentage of children in full-time education, the mortality rate, the medical consultation rate, the status of various groups on the employment market, etc), which are presented in particular in the paragraph on gender issues. Adequate information is thus available on the status of men and women in Burkina Faso. Furthermore, the reasons for which women are more affected by poverty than men are set out, and there is also reference to the international labour standards which the project aims to promote.

a) Integration of the gender dimension

i) Target groups

There are three separate target groups:

- Inevolutive micro-entrepreneurs - women in particular, and members of organisations and associations. Women are thus a preferential target group in this context. Although the information on the characteristics of these women is limited, the document does state that most of them are heads of household.

- Support structures that provide services for associations of inevolutive micro-entrepreneurs. Although it is not specified in this part of the document, it is mentioned in the section on strategy that the structures taken into consideration will be those that work more with women.

- Decentralised financial institutions working more with the target group. Since preference is to be given to institutions that work more with the target group, it is those working with women that are intended here.

Although it can be said that the gender dimension has been fully integrated into this part of the document, it is noted that there is no reference to men whatever, in particular to the husbands of the women who will be participating in the project. Yet it would be interesting to sound out the opinion of these men and to make provision for gender awareness/information sessions for them where necessary.

ii) Staff in charge of the project

Although the technical staff is currently being selected, it is specified that the national experts to be recruited will have to include a specialist on gender issues. It is to be noted, however, that the document does not specify that the technical staff will have to be composed of an equitable proportion of men and women - although it can be presumed that efforts will be made to do so.

iii) Key partners

The key partners include in particular the Burkina Faso Minister for the Promotion of Women. And within the ILO the project is relying on close collaboration with the Gender Promotion Programme of the ILO Employment Sector (GENPROM), the Gender Bureau and the programme on gender of the STEP Programme. Provision is made furthermore for interchange in the utilisation of expertise, strategies and tools developed within the framework of the STEP/UN project targeting women entitled "Empowering women and adolescent girls to be proactive in the planning and promotion of affordable and improved health care focusing on reproductive health services" (Senegal/Burkina Faso/ Guinea/Benin).

iv) Objectives/strategy

The strategy presents the direct effects of the project regarding the status of women, and in particular of inevolutive women micro-entrepreneurs. It is stated, for example, that the fact that women micro-entrepreneurs set up a social institution, which will boost their self-confidence, enhance their ability to negotiate with the structures providing care and augment their social capital in general will help to strengthen their current position within the community. It is thus stated implicitly that the project will seek to establish equality between men and women within the community.

The strategy consists of a process that will be proposed to various support structures, the aim being to enable groups of women micro-entrepreneurs to set up health micro-insurance systems and make them operational. It is specified that preference will be given to support structures that work more with women. The gender dimension is thus present under the "targeting women" approach.

The development objective is described as follows: "to contribute to the extension of social protection essentially for the benefit of disadvantaged women micro-entrepreneurs by promoting health micro-insurance schemes which meet their most important needs". This objective is thus in the interest of women. It is important to note that as part of the work process which is proposed it is planned that a dialogue will be established with the structure(s) in question in order to ascertain whether there is a real need in the health field and thus what the most important needs of the members (of the groups targeted) are.

v) Activities

In line with the objective, the activities also confirm that the gender dimension has been integrated under the "targeting women" approach of the project.

b) Knowledge development on gender issues

The project plans to adapt existing material - concerning information and awareness-raising on self-confidence, negotiating skills, women's rights and reproductive health, as well as the concepts, operation and management of micro-insurance schemes - to the special features of the contexts in which women micro-entrepreneurs work.

6.1.2. Conclusion

Although the project documents on projects targeting women analysed in Section 1 integrated the gender dimension quite satisfactorily, the Burkina Faso project document is a good example of the progress that has been made since the guidelines were produced, since its integration of the gender dimension is virtually optimal.

7. Support documents for Section 2

STEP Gender Programme

Support document 2.1

Sub-Programme on Gender Objectives

- Ensuring gender sensitivity and mainstreaming gender equality in all STEP Programme's operational activities
- Building the knowledge base for gender equality in the context of social exclusion and extension of social protection in health
- Establishing links and contributing to the overall ILO gender policies
- Building partnership and advocating for a gendered approach to elimination of social exclusion and the extension of social protection

Gender planning and implementation of practical action for the fight against social exclusion and extension of social protection in health

Ensuring gender sensitivity and and gender mainstreaming in STEP's technical cooperation activities:

• Gender capacity building for STEP staff, field project staff and counterparts

• mainstreaming gender by incorporating special components in existing projects and designing women specific projets

• Producing

Building the gender knowledge base

• Capitalising field experience and producing studies, reports

• Producing methodological and didactic tools

•Undertaking conceptual work, research and/or developing new approaches

Links with overall ILO gender policies

• Collaboration and contribution towards joint activities with ILO units in implementing ILO's overall gender policies

Building partnership and advocating for a gendered approach to in this field

• Participatingf or organising in meetings and seminars

• Producing advocacy materials and tools

Support document 2.2

Guidelines for Mainstreaming Gender into the Design of STEP Projects and into Progress Reports of STEP ongoing Projects

STEP Strategies and Tools against Social Exclusion and PovertyAn ILO Gobal ProgrammeIn the spirit of ILO's concrete contributions to the World Summit for Social Development (1995) and its follow up through "Geneva 2000", STEP is an operational tool to promote the extension of social protection for men and women workers in the informal economy. STEP aims to bolster the confidence of the excluded so that they realize that not only do they have the right to seek basic human security and universal and equitable access to social protection services, but that they also have the ability.One major area of concentration for all STEP's activities is in its efforts to make women more visible in their social and economic roles, and to conduct all activities with careful gender considerations. This effort also contributes to ILO's policy "Gender equality and mainstreaming in the International Labour Office" (Circular N°564, Serie 1, 17.12.99).Through a participatory approach, STEP works, among other things, in the field of health micro-insurance as a means for the excluded to claim their basic human security, such as equitable access to health care and other social protection services. The STEP strategies include the implementation of gender sensitive development projects, action research, advocacy and policy dialogue. STEP works in partnership with governments, workers' and employers' organizations, international development organizations, research centres, women group-based organizations and selected NGOs.

I. Introduction

The purpose of these guidelines is to provide the STEP team with practical tools to ensure that a) "gender" mainstreaming is reflected into the design of new projects and b) "gender" is mainstreamed into progress reports of ongoing projects.

Before using the guidelines, it is important to understand how gender equality forms part of the overall ILO policy framework and the Global Programme STEP has now integrated such a gendered approach into all its technical cooperation activities concerned with the STEP's two objectives (i) extension of social security in health to the poor and for (ii) fight against social exclusion and poverty.

II. ILO overall mainstreaming measures and ways to incorporate gender equality into its technical cooperation activities

Equal opportunity and treatment for men and women (also called "gender equality") has always been promoted by the ILO. The Declaration of Philadelphia (1944) clearly states that: "..all human beings, irrespective of race, creed or sex, have the right to pursue their material well-being and their spiritual development in condition of freedom and dignity, of economic security and equal opportunity".

The ILO, therefore, considers gender equality a matter of human rights and social justice in the world of work and a means to work towards poverty reduction and social economic development. To implement the policy, several measures have been taken which are reflected in an ILO Action Plan on mainstreaming gender that covers the promotion of gender concerns in all ILO activities, including technical cooperation.

To ensure the mainstreaming of gender in ILO technical cooperation programmes and projects, different means of action have been proposed and applied, among which capacity building to staff and the development of different guidelines and tools. The Guidelines for

the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes is an example of such tools (a copy of Section 1 on ILO policy and key concepts is attached as Annex 1).

III. Gender mainstreaming in STEP's technical cooperation activities

The ILO/STEP technical cooperation programme seeks to mainstream gender within its two main objectives covering a) the fight against social exclusion and b) the extension of social protection in health to poor men and women workers in the informal economy. This is why the STEP Sub-programme on Gender proposes in its technical cooperation strategy to:

- Ensure that gender mainstreaming is an integral part of all STEP programmes and projects;
- build a knowledge base on ways to include gender equality in the two objectives of STEP on social exclusion and extension of social protection in health;
- establish links and contribute to overall ILO gender mainstreaming policies;
- advocate gender mainstreaming when building partnerships.

More specifically, the purpose of gender mainstreaming in STEP projects is to incorporate special gender sensitive measures into its activities so that women and men are participating and benefiting equally from these activities.

IV. Guidelines for mainstreaming gender into the design of STEP projects and the progress reports of ongoing projects

These guidelines have been prepared to assist the STEP team to mainstream the gender dimension into its technical cooperation activities. Two sets of guidelines are attached, namely:

i) *Guidelines for gender mainstreaming into the design of STEP projects dealing with social exclusion and the extension of social protection in health.* These guidelines divide the different planned projects into three categories that are represented in three columns. The user is advised to select the relevant category before applying the guidelines.

Column A: Projects with a "gender mainstreaming perspective" is to be used if the planned project will be catering for both men and women in all its activities.

Column B: Projects with a "gender mainstreaming perspective including a women-specific component" is to be used if the planned project will have activities catering for men and women on an equal basis, while at the same time proposing activities targeting women only (for example, women's empowerment activities, leadership training for women etc…)

Column C: "Projects targeting women only" is to be used when the planned project and its activities target women only.

ii) *Guidelines for gender mainstreaming into the progress reports of STEP implemented programmes/projects.* These guidelines are presented in the form of a questionnaire and information can either be integrated into the overall progress report or be attached to it as an annex.

If you have any queries or wish to receive more information or advice, do not hesitate to contact:

STEP Sub-programme on Gender
4, Route des Morillons
1211 Geneva 22
Switzerland

Telephone +41 22 799 6544

STEP@ilo.org

Guidelines for mainstreaming gender into the design of STEP projects on the extension of social protection in health and on fight against social exclusion

A. Background and justification

	A. Project with a "gender mainstreaming perspective"s	B. Projects with a gender mainstreaming perspective and women-specific component	C. Projects targeting women
Socio-economic context			
(*Most of the required information required can be found in the UNDP or UNICEF country offices and in documentations prepared by donors' like the Dutch*)			
List of issues to be considered for:			
a) Projects on fight against social exclusion			
-% of excluded (male and female) in education, health and formal employment;	X	X	X
-% of men and women considered as poor (specify which poverty indicator is used: For example, people living with less than US dollar a day)	X	X	X
-% of men and women working in the informal economy;	X	X	X
-% of female-headed households.		X	X
b) Projects on the extension of social protection in health			
-% of men and women with no access to the statutory social security system including health care services;	X	X	X
-% of men and women considered as poor (specify which poverty indicator is used: For example, people living on less than US dollar a day);	X	X	X
-% of men and women working in the informal economy;	X	X	X
-% of female-headed households.		X	X
Describe briefly the socio-economic position of women in the country(ies) where the project will be implemented		X	X

Identification of the core problem and definition of the strategy			
Define the specific needs of men and women related to the project objectives	**X**	**X**	
Define the specific needs of women related to the project objectives			**X**
Assess the possible direct and indirect effects of the project on men's and women's living and working conditions	**X**	**X**	
Assess the possible direct and indirect effects of the project on women's living and working conditions			**X**
Specify how the socio-economic, ethnic, cultural positions of women in the country (ies) are linked with the core problem		X	**X**
Explain why women are often more affected than men by social exclusion and have less access to social protection and health care services		**X**	**X**
Describe to what extent women beneficiaries and/or women's organizations have been involved in identifying the problem, the development of the strategy and the activities of the project	**X**	X	**X**
Specify if there will be special considerations for women beneficiaries, and if so, explain why	**X**	X	
Gender analysis and planning			
Describe how the project will answer to both men's and women's needs	**X**	**X**	
Describe how the project by implementing women specific activities will promote that women will attain a level of participation equal to those of men		**X**	
Describe how the project will by using "positive action"[2] enable women to attain a level where they can participate and benefit equally from strategies against social exclusion or from strategies extending of social protection in health to the excluded			**X**
Characterisation of target groups			

[2] Mainstreaming often includes positive action whenever women are in a particularly disadvantageous position, to enable them to attain a level where they can participate and benefit equally from development efforts. Positive action refers to temparory measures to eliminate the current direct and indirect results of past discrimination. It should be adopted whenever necessary to avoid the marginalization of women, to redress imbalances between men's and women's rights and benefits, and to protect and support particularly vulnerable groups of women.

Indicate the major different characteristics of the intended beneficiaries (by sex, age, employment status, socio-economic status, ethnic and social origin….).	**X**	**X**	
Indicate the major different characteristics of the intended women beneficiaries (age, employment status, socio-economic status, ethnic and their multiple roles)	**X**	**X**	**X**
Avoid general terms such as "the poor", "informal sector workers" and "the excluded*"*	X	**X**	**X**
Description of main partners			
List the main partners to be involved in the project and how they target men and women beneficiaries	**X**	**X**	X
Specify if the main partners with expertise on gender mainstreaming in development	**X**	**X**	**X**
Specify if women's organizations are involved in the project implementation	**X**	**X**	**X**
Describe how the different main project partners are involved in gender mainstreaming activities	**X**	**X**	**X**
Link with international labour standards			
Note that the project should conform with the ILO International Labour Standards, in particular those promoting equality of opportunity and treatment between men and women. Mention if the country(ies) has/have ratified the following ILO Conventions: -*C.100 Equal remuneration Convention, 1951* -*C.102 Social Security (Minimum Standards) Convention, 1952* -*C.111 Discrimination (Employment and Occupation) Convention, 1958* -C.118 Equality of Treatment (Social Security Convention), 1962 -C.183 Maternity Protection Convention, 2000	**X**	**X**	**X**

B. Objectives

	Projects with a "gender mainstreaming perspective"s	Projects with a gender mainstreaming perspective and women-specific component	Projects targeting women
Development objective			
Ensure that the development objective reflects women's and men's specific interests	X	**X**	
Ensure that development objective reflects women's specific interests			**X**

Immediate objectives			
Check if the immediate objectives reflect adequately the integration of gender concerns. For example: "*At the end of the project, (number) women and (number) men will have better access to health care services".* -in case of training: "*At the end of the project (number) women and (number) men will have been trained on the concept of health micro-insurance"……..*	**X**	**X**	
Make sure that the immediate objectives explicitly refer to male and female beneficiaries and avoid general terms such "the poor", "informal sector workers	**X**	**X**	

C. Indicators of achievement

	Projects with a "gender mainstreaming perspective"	Projects with a gender mainstreaming perspective and women-specific component	Projects targeting women
List of possible indicators			
"Men and women will both benefit from the project on a equal basis"	**X**		
"At the end of the project, the level of sensitivity of the project partners and the target groups concerning gender issues will be higher"	X	X	X
"Women and their families will have better access to social protection and health care/ will be empowered to fight social exclusion"		**X**	X
"Men and women will benefit on a equal basis to the training/workshops/seminars"	**X**	**X**	
"Women will be empowered through training/workshops/seminars"		**X**	**X**
"Women organizations are involved in the project implementation"	**X**	**X**	**X**
"A gender-balanced team is ensured"	**X**	**X**	**X**

D. Outputs and Activities

	Projects with a "gender mainstreaming perspective"	Projects with a gender mainstreaming perspective and women-specific component	Projects targeting women
List of possible outputs and activities			
Specify the proportion of men and women who will benefit from the project according to gender	**X**	**X**	
Describe the activities broken down by sex	**X**	**X**	
Ensure that men and women are considered in all activities, as relevant	**X**	**X**	
Describe how the different activities-specific for women will contribute to re-found equality between men and women		**X**	**X**
Explain if gender-specific activities are planned	**X**	**X**	**X**
Explain the proportion of men and women who will be trained	**X**	**X**	
Specify if the project will produce materials on gender issues	**X**	**X**	**X**

E. Inputs

	Projects with a "gender mainstreaming perspective"	Projects with a gender mainstreaming perspective and women-specific component	Projects targeting women
Specify if resources will be set aside for men's activities and women's activities	X	**X**	
Specify if resources will be set aside to gender promotion activities (according to the project)	**X**	**X**	**X**
Ensure that both men and women are both considered among the project staff (international staff, national staff, consultants, trainers, researchers). In case of a majority of men or women among the staff, explain why	**X**	**X**	**X**

Support document 2.4

Guidelines for mainstreaming gender into progress reports for ongoing STEP projects

In order to facilitate the work of the staff in charge of drafting progress reports, the following format is proposed to ensure that the gender dimension is included. The information of this questionnaire can be integrated into the progress report or attached.

Project code:
Project title:
Starting date:
Date of completion of questionnaire:

1. Information concerning the project staff

	Total number	Male	Female
-International staff:			
-National professional staff (managers):			
-Consultants:			
-Trainers:			
-Researchers:			

Are there gender specialists among the staff?
-If yes, how many? Male: Female:
-If no, why not?

Does the project undertake training on gender mainstreaming for the staff?
-If yes, how?
-If no, why not? Does the staff need such training?

2. <u>Information on gender sensitive</u>

Have gender-sensitive information sessions been organized for the different target groups and their community environment? If not, why?

3. Information on the participation of women in project activities

	Total trainees	M	F	Total trainers	M	F
a. Training						
Training 1(Title)						
Training 2 (Title)						
Training 3 (Title)						

	Total	M	F	Total	M	F
	participants					
resource						
b. Workshops/seminar ***persons***						
Workshop 1 (Title)						
Workshop 2 (Title)						
Workshop 3 (Title)						

4. <u>Information on encountered problems</u>

Please list any encountered problems:
(Examples: a low level of gender awareness among the staff of the programme and/or the partner organizations at the policy making and/or implementation levels. This results in incorrect assumptions on women's roles and needs which are not based on factual information, make women's work invisible and neglect women's potential to participate in and benefit from the programme;

- lack of gender specificity in the programme document;
- insufficient representation of women and women's organizations in the programme's steering or advisory committee(s);
- a low level of gender awareness among the target population;
- existence of socio-cultural or legal barriers, which may prohibit or inhibit women's participation in the programme;
- low commitment or interest among women because the programme does not address their needs or increases their workload;
- lower educational levels of women;
- organizational arrangements such as the timing, location or duration of programme activities which may form a barrier to women's participation; and
- use of communication channels which are not accessible to women

5. <u>Unforeseen events</u>

Did any unforeseen event(s) occur which have affected the participation of women in the programme in a positive or negative way? Describe those events, their consequences for the programme, if any, and the action(s) undertaken.

6. Information on knowledge development on gender

Please list any data collection, research, case studies or other studies dealing with gender mainstreaming.

1
2
3

7. Information on financial aspects

Total project budget:
Amount allocated for gender activities (ex: training on gender issues)
Amount allocated for women-specific activities:

8. Information on decision making

Who was involved and what were their positions?

	Male	Female
Project identification:		
Project design:		
Project implementation:		
Project evaluation:		

9. Information on policy issues

a. Does the project have any stated policy objectives concerning women?

b. Have any steps been taken to influence Government (national/local) policy/programmes as regards equal opportunities and treatment of women?

10. Conclusion and recommendations

Poverty, Informal Economy, Health and Women in VIETNAM

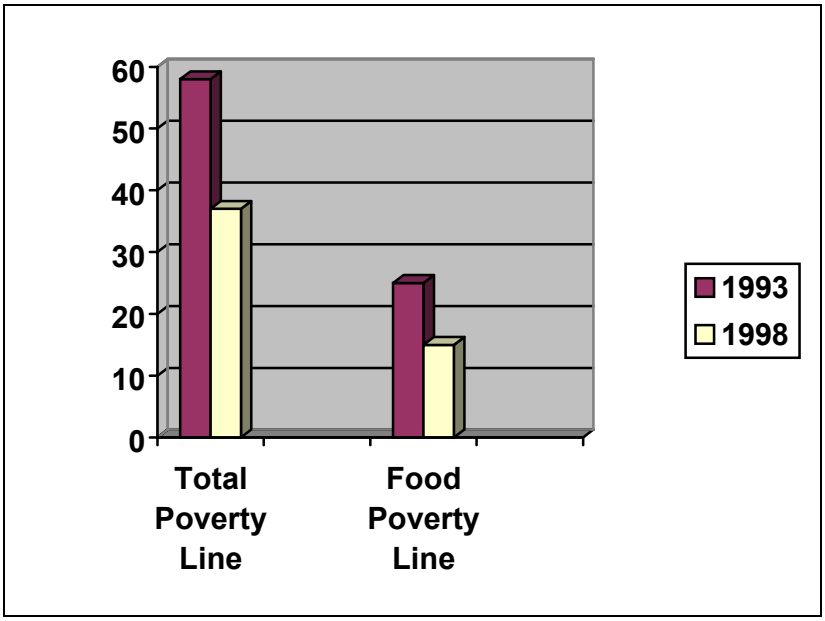
Poverty in Vietnam

Vietnam had a population of 76.3 million people in 1999 with a population growth rate of

1.7%. Females outnumber males in the total population; the population consists of 49.2% males and 50.8% females.

Due to rapid, economic growth, the average annual GDP growth rate reached 8.4% in 1997 , poverty has declined in Vietnam between 1993 and 1999 (Fig.1); It has declined both in rural, from 66% of people under the poverty line to 45%, and urban, from 25% to 9%, areas.

Fig. 1 : Incidence of Poverty in Vietnam, 1993-1998



Source : GSO and World Bank estimates based on VLSS93 and VLSS98

Poverty has declined in all seven regions of Vietnam, though the rate of decline and incidence of poverty varies greatly across regions (Fig.2). Three regions still accounts for almost 70% of

- -Northern Uplands : 28%
- -Mekong Delta : 21 %
- -North Central Cost : 18%

Fig.2 : Regional Concentration of Poverty in Vietnam, 1993 and 1998

Region	Contribution to Total Poverty		Share of Population (%)	Population (millions)
	1993	1998	1998	1998
Northern Uplands	21	28	18	13.5
Red River Delta	23	15	20	14.9
North Central	16	18	14	10.5
Central Cost	10	10	11	8.1
Central Highlands	4	5	4	2.8
South East	7	3	13	9.7
Mekong Delta	18	21	21	16.3
All Vietnam	**100.0**	**100.0**	**100.0**	**75.8**

Source : World Bank estimates based on VLSS93 and VLSS98.

In spite of the gains in poverty reduction, poverty persists. Based on an international poverty line, approximately 37 million people -more than half of the population- live in poverty. This is particularly true for Vietnam's 53 ethnic minority groups that comprise 13% of the population. Ethnic minorities, almost all of whom live in remote areas, are the poorest of the poor. About 66% of ethnic minority people live in poverty compared with 38.5% of the majority Kinh people.

Poverty remains a largely rural phenomenon with 90% of the poor living in rural areas. Among these people living in rural areas, are the ones who migrate, during raining period, to the urban centres and who find themselves, most of the time, socially excluded.

Empirical evidence indicates that there is a high correlation between poverty and limited access to health services. As a matter of fact, among the key problem areas for poor households, there is poor health (resulting from lack of clean water, unsanitary conditions, malnutrition) and difficulties in covering treatment costs. Poor households who typically have constrained endowments of either capital or land or both and who can barely cover essential food and non-food expenditure are acutely vulnerable to any sudden development which either demand expenditure or reduce income. In such conditions, illness of a household member is very often mentioned as an extremely destabilizing shock which can take many years for a household to recover from. Households in the poorest quintile allocate 30% of non-food expenditure to health services.

Women and poverty

With ethnic minority groups and children, women are the most vulnerable to poverty. This fact is closely linked to their multiple burdens of economic, biological and social roles and their status in the labour market.

At work, while women make up more than half of total employment (52%), they make up only 40% of wage employment. Female wages are found to be lower than male wages, averaging 70%.

The majority of women in Vietnam live in rural areas and face the most difficulties. The labour structure in 1997-1998 indicated that women made up 52% of the agricultural workforce, compared with 48% of men. Rural women work on average of 12.5 hours per day and women in North, North Central and mountainous areas work an average 14 hours per day. In addition, they are also the main carers in the family and the organisers of the rural household; women spend on average 3 hours per day on housework compared to 12 minutes for men .

For women-headed household which represented 21.5% of the total household in Vietnam in 1999 and elderly women living on their own, their situation is even more precarious. They are ranked in the very poorest categories.

The case of female-headed household and elderly women living on their own is even more dramatic. They are ranked in the very poorest categories.

Informal economy

The economic development experienced over the past ten years as well as the economic crisis which occurred in Asia in 1997-1998 have had a considerable impact on the informal economy.

So far, a limited number of surveys on the informal economy have been conducted and among the existing ones, conflicting results appear.

Regarding the survey "Initial results of some surveys on the informal economy in selected urban and rural areas" concentrated on 201 enterprises in both urban and rural areas and conducted by Centre for Population and Human Resources Development Studies-MOLISA , the following fact have been revealed :

-Less than 30% of the labour force is involved in the informal economy. However, the study date in 1993 emphasizes that due to socio-economic changes, initial basic conditions should contribute to the development of the sector.

Moreover, during the recent Asian economy crisis, the informal economy has increased dramatically. Hundred thousands of workers were laid off from the formal working place and had no chances of upholding their livelihood, but to search income from activities in the informal economy.

-Men are over-represented in the informal economy. As a whole, men represent 70% of the informal labour force. In urban area, men are 66% and 88% in the rural area.

-People working in the informal economy are poor and have a low level of education. In Ho Chi Minh Ville, 36.10% of the labour force stopped school after the primary school and 13.17% are illiterate.

-The informal labour force is more involved in urban areas than in rural areas. The study shows that 15% of the informal economy labour force are in the urban area and that 9.5% are in the rural area.

-In urban area, production activities dominate in the informal economy. Among 201 enterprises covered by the survey, 43% of them were involved in production activities, 22% in business (buying/selling various kinds of goods such as electrical/electronic appliance, motorcycles, wooden furniture…), 32% in services and 3% in miscellaneous services (news paper selling, bicycle repair)

-In rural area, the agricultural sector provides most of the informal economy jobs, in particular in the rice cultivation, horticulture and animal husbandry.

-Most of the units have from 1 to 4 workers. In the rural area the % is 74%. Units with bigger labour force are usually production one, they are involved in mechanical production and garment making in the urban area, and in construction material production and carpet in the rural area.

-Almost all units use family members on their labour force.

-Informal economy activities, even the poorest ones, generate higher income than formal ones.

Many formal economy workers, in addition to their work in the formal economy, have an activity in the informal economy (individual class, sewing, bicycle keeping …)

An other study "Le secteur informel à Ho Chi MinhVille" published by La Revue Géographique de Bordeaux" and conducted by Professor Ngoc Du Thai Tu (National University of Ho Chi Minh Ville) confirms that the labour force working in the informal economy represents less than 30% (15-20%) of the whole labour force in Vietnam and that the informal economy is more present in urban area as in rural area. It distinguishes the North and South of the country:

North : urban : 15-20%

rural : 10-15%

South : urban : 40-50%

rural : 30-40%

On the other hand, according to the World Bank, 90% of the whole labour force in Vietnam would be working the informal economy in urban areas. The formal economy, though it grows at 3.7% per annum, continues to provide less than 10% of all employment in Vietnam .

Women in the informal economy

Women have always constituted a significant labour force in all economy in Vietnam. This was especially true during the three decades of war when women's labour was mobilised to fill the vacuum left by men.

Today, women represent 52% of the whole labour force with lower wages than males wages, averaging about 70%.

Wage employment opportunities in the formal economy being limited for women , women, particularly women of poor households, have largely found work in the informal economy.

In urban areas, women engage themselves into self-employment, largely in micro-business. According to the MOLISA survey, women occupied 28.36% of the owners. Among people belong to age group of 15-25 years old, females often have a better capacity in analysing and decision making, and this was clearly reflected in a fact that females comprised ¾ of the total owners in the group under 25 years old.

In Ho Chi Minh Ville, in trading activities, women mostly sell paper waste, plastic and glass ware. In Services, women are found in jobs like waitresses, domestics, hairdressers, beautician.

In rural areas, women mostly work in the subsistence agriculture. It is hard to evaluate hoe many they are in so far as most of their activities are carried out within the household subsistence production system and therefore often regarded as extension of women's household duties. As already said, the units working in the informal economy hire their family members.

More recently, there has been an increase in women's involvement in home-based activities. As a matter of fact, the home-based workers operate in Vietnam at the significant level, and given the rapid economic reform process the Vietnamese economy is undergoing, it is believed that home-based work will continue to increase.

There are no precise figures as the occurrence and distribution of home-based workers in Vietnam; this category of worker being invisible both in statistics and in physical terms.

Nevertheless, in 1995, a ILO survey , in collaboration with MOLISA, revealed the characteristics of 565 home-based workers in five districts :

-Ho Chi Minh Ville (Urban/South)

-Ha Than District, Tay Ninh Province (Rural/South)

-Dong Da District, Hanoi (Urban/North)

-Thanh Qai, Ha Tay (Rural/North).

The findings of the survey were:

-90% of the home-based workers were female

-Regarding the home-based work activities, hat/incense sticks/chopstick making is the biggest group and particularly important in the rural samples. Garment making composed almost 50% of the Ho Chi Minh. (Fig.3)

-Concerning the income, on the average in the good month, homeworkers reported that they earned Vietnamese Dong 590.000 (US$ 59) per month. The "hats" groups earned VD 378.300 (US$ 37.8), while "garment" workers earned VD 729.300 (US$ 72.9)per month.

Fig.3 : Principal home-based workers sex by industry by region

	HCM	Tay Ninh	Hanoi	Ha Tay	Total	%
Male						
Hats	0	6	0	0	6	1
Food	1	3	4	0	8	1
Mixed Activities	0	2	5	30	37	7
Weaving	1	0	0	0	1	0
Garments	2	2	0	0	4	1
Total	4	13	9	30	56	10
Female						
Hats	25	79	0	43	147	26
Food	17	16	39	13	85	15
Mixed Activities	27	2	20	44	93	16
Weaving	15	6	33	0	54	10
Garments	74	28	28	0	130	23
Total	158	131	120	100	509	90
Total	162	144	129	130	565	100

Source : "Invisible Workers in Vietnam, ILO, 1995.

Being invisible, these home-based workers are extremely vulnerable to poverty ans consequently, to poor access to modern health care services.

Women and health

The health of women is very important for society because they make up a significant portion of the labour force (52% in Vietnam) and because of their reproductive role.

The state of workers' health depends greatly on working conditions and living environment. The fact is that women do not have many opportunities to choose working conditions appropriate for their health conditions; because of their high demand for earnings due to their poor economic situation, they have to accept poor working conditions that affect their health. Observations and measured indicators of working conditions show that a large number of female worker are working in conditions of poor hygiene and safety.

The case of female farmers is one of the most significant because they work under alarming conditions. They are often exposed to unhygienic, harmful and toxic conditions such as dirty water, manure, pesticides and the majority of them do not use safety gear .

The situation of ethnic women is even more dramatic. Ethnic people in the mountains have to use simple and obsolete working tools and most female farmers have to walk 2-3 kilometres to the field.

In the industrial sector, working conditions are also very bad. An analysis of data leads to the conclusion that harmful and toxic factors such as noise, dirt and heat are the most significant, resulting in women's over-fatigue. In addition, there are many factors

negatively affecting and depressing the female workers, including the intensity, high frequency of activity at work, mental tension as well as inappropriate work regimes.

Regarding the living environment, pollution through waste water, garbage from manufacturing and chemical factories and the destruction of the environment, affects the health of everybody, but women and children most of all.

For example, the lack of clean water is especially important for women and children . It leads to many diseases of the digestive system, eye and skin, as well as gynaecological diseases.

The health situation of pregnant women is also worrying in Vietnam. As a matter of fact, data released, in 1995, by the health departments of provinces and cities showed that a large percentage of pregnant women suffer from shortage of blood and give later raise malnourished children. In the entire country, 77% of pregnant women were suffering from this situation. This is the main reason why 41% of the children were malnourished and underweight.

In such poor living conditions and hard work, the introduction of health care insurance through the extension of social protection appears as an urgent necessity.

Limited access to health care

The implications of Vietnam's economic reform on the social security system of social protection are huge. Of the country's 38 million labour force in 1996, only 5.6 million are covered under the present state-run social insurance system.

Concerning the informal economy, the situation is much more dramatic. Informal economy work such as home-based work constitutes a most convenient job option but also means casual, marginal employment and also dangerous employment in so far as workers can use machinery or hazardous chemicals, without the benefit of social protection. As the majority of homeworkers are poor, this put them in a vulnerable and continuing economically difficult position.

The informal economy workers become extremely vulnerable when confronted with sickness and poor health that demand medical treatment. With regard to women, their situation is even more precarious due to the risks associated with their life cycle, their maternity role and childcare.

When earnings are reduced due to illness, the family or women-headed households are more likely to find themselves below the poverty level and in perpetuating cycle of exclusion and insecurity.

Potential partner organizations

- VGCL, Workers Organization
- VWU Vietnam Women mass union
- NGO "Save the Children"
- SNV (Dutch technical cooperation organization/semi-governmental subdivision of the Ducth Ministry of Foreign Affairs)
- Dutch Embassy
- OXFAM Quebec

Terms of reference for consultation on an in-depth evaluation of gender mainstreaming in the project entitled "Empowering women and adolescent girls to be proactive in the planning and promotion of affordable and improved health care focusing on reproductive health services" (Senegal/Burkina Faso/Guinea/Benin)

Objective of the consultation

To evaluate the gender aspect in the project entitled "Empowering women and adolescent girls to be proactive in the planning and promotion of affordable and improved health care focusing on reproductive health services". (Senegal/Burkina Faso/Guinea/Benin)

Indications:

The evaluation of the gender aspect will focus essentially on:

- *The gender aspect in the decision-making processes and at the various stages of the project*. This activity presupposes checking whether the gender aspect is present when the project is being identified, designed, planned, implemented, monitored and evaluated. It consists mainly of collecting information broken down according to sex on the persons/organisations who take decisions at each stage of the project and holding discussions with those persons, on the one hand, and, on the other hand, analysing the project document and progress reports in depth with a view to establishing whether they are coherent with the information and comments collected from the decision-makers. It also presupposes that information broken down according to sex be collected on all of the persons involved in the running of the project (participants at the international and the national level, trainers, researchers, partners) and on whether or not there is a gender specialist.

- *The gender aspect from the point of view of promoting awareness of gender issues.* This activity presupposes that discussions be held with the women targeted by the project in order to establish whether they have been given information sessions on gender issues and to determine whether their perception has evolved. The consultant can then draw up discussion topics. Likewise, it is preferable that this activity be extended to include men, in particular the husbands of the target women. This activity presupposes furthermore that it be ascertained whether funds have been allocated specifically to this type of activity.

- *The gender aspect in respect of the impact of the project*. This activity presupposes that meetings be held with the women targeted by the project in order to ensure that the latter adequately meets their real needs and boosts their self-confidence, and in particular to ensure that training courses are in keeping with the women's level of ability and experience and prepare them for possible participation in projects which are open to both men and women. This activity also presupposes that steps be taken to check that every possible effort has been made to ensure that the women benefit from the project in the best possible conditions (creation of child-care facilities, respect for the women's schedules, etc.).

- *The gender aspect in respect of the difficulties encountered*. This activity presupposes that meetings be held with the women targeted by the project and the persons in charge of running it in order to pinpoint any obstacles which have prevented

the project from running smoothly and the action taken to remedy the problem (e.g. the measures to promote the awareness of the project staff or the organisations involved have been inadequate, with the result that the role and needs of the women have not been assessed accurately and they thus do not benefit greatly from the project, or gender issues have not been taken sufficiently into account in the description of the project, the awareness campaigns for the target population have been inadequate, the women and their organisations are not adequately represented whenever decisions are being taken, the project does not meet the women's real needs, the women lack education, organisation has been inappropriate (scheduling, location, duration of activities), or the women do not have access to information.) A checklist of questions can be drawn up to that purpose.

- *The gender aspect in the development of knowledge*. This activity presupposes that steps be taken to check whether any research or studies have been conducted or tools produced which deal with gender issues (gender awareness) and also meet women's specific needs or whether any such studies or tools are planned.

- The consultant will be asked to draw up a report at the end of his/her evaluation setting out the various points mentioned above and recapitulating the strong points of the project and the areas where improvement is desirable. Furthermore, he/she can make recommendations according to the needs which have been identified.

Duration of the consultation: 6 weeks

Candidates' profile: candidates should:

- be skilled in implementing and evaluating projects
- have expertise in the gender field, particular in the field of women working in the informal economy, and have knowledge of social protection
- have field experience.