

ADVOCACY EXPERT SERIES

Gender Mentoring: A Guide for Strengthening
Equality in Communities

ADVOCACY EXPERT

Gender Mentoring: A Guide for Strengthening Equality in

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Introduction and Acknowledgements

From January 2002 to September 2005, Pact Tanzania implemented the Tanzania Advocacy Partnership Program (TAPP). The TAPP, funded by USAID/Tanzania. A comprehensive capacity strengthening program for Tanzanian civil society organizations with the goal of building the capacity of the CSOs to conduct advocacy programs effectively. Pact Tanzania partnered with 42 CSOs representing a wide variety of constituencies and stakeholders. It is out of the work with these groups that the Advocacy Expert Series was conceived and created.

The Series consists of 6 Manuals:

- Policy and Law Making in Tanzania
- Civil Society and Advocacy
- Media Guide
- Building and Maintaining Networks and Coalitions
- Community Mobilization
- Gender Mainstreaming

These manuals can be used separately, but together, form a comprehensive resource on conducting advocacy in Tanzania.

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We dedicate these manuals to Tanzanian Civil Society Organizations, who play a crucial role in the development of this beautiful country.

1

What is Gender Equality?

Throughout human history, the roles of women and men in societies have been complementary. Hundreds of thousands of years ago humans learned to work together to survive. Women's roles of bearing and rearing children complemented men's roles of protecting families and nomadic bands from the dangers of pre-historic life. Men's hunting expertise paired with women's talents gathering edible plants, berries and roots. Many scholars believe that it was women who "discovered" the agricultural way of life through their gathering knowledge. This enabled people to settle in one place, raise crops and develop many other aspects of human culture such as writing, cities, and commerce.

Several theories exist to explain how gender roles became power-based:

- Men's physical strength may have transformed into decision-making power;
- Women's ability to give life through childbirth may have pushed men to assert power over women's mysterious ability;
- Women's physical debilitation during childbirth may have led men to take leadership roles in families and groups.

There are also plenty of examples of traditional and contemporary societies that demonstrate women's leadership roles and abilities in families and cultures as well. Unfortunately, these examples are the exception rather than occurring in parity with men's opportunities to aspire to and demonstrate leadership.

Culture is often used to justify inequality or to act as a constraint to equality. But, culture is a living thing created by people and therefore, changed by people. Throughout the centuries, it has always adapted to changes in human beliefs and ways of being. Therefore, as women and men push for more opportunities and choices for themselves, their children and their elders, their culture will adapt accordingly. This is not to say that change will always be easy or conflict-free, but change will occur as women and men push for it together.

While it is important to view the complementary and interdependent nature of gender roles, it is also important to challenge those stereotypes and attitudes that keep people in low status and prevent them from reaching their full potential. In other words, women and men have to build respect for each other's roles and goals in life, share resources and decision-making, and demonstrate mutual support for gender equality to become a reality. **This is essentially the definition of empowerment.**

The Box 1 story below shows the inter-dependent nature of gender roles.

What is Gender?

Because "gender" is such a difficult word to explain and understand, it is important to clarify the following definitions when working with gender-related issues.

1. Sex and Gender - Sex is the biological status women and men are born with.

Gender refers to how boys and girls are socialized differently to become productive members of their culture.

2. Gender sensitive - Understanding the difference between mutually respectful gender roles based on shared power and not using those roles to have power over another and restrict his or her personal growth and self-determination. Not discriminating or stereotyping on the basis of sex or gender.

3. Gender bias and discrimination - Decisions and prejudicial treatment based on gender stereotypes.

4. Equality and Equity - In a perfect world all people are created equal in terms of opportunities to develop and reach their full potential. That is equality, a goal to which we can aspire. However, in reality, we know that we are a long way from living in a world in which every person can achieve her/his potential. Equity means fairness, i.e., finding ways to help the disadvantaged and disempowered "catch-up" with their more actualized fellow humans through opportunities for development and control over their lives.

When girls and boys are both officially allowed to go to school this is *equality* because both are given the same possibility to learn and excel. But official policy and reality are often different. Even if the school allows both male and female students, girls more often than boys, are restricted from attending due to household responsibilities or taboos and the existence of real danger for girls in leaving the households.

Box 1

"Wives' Income Means More Peace in the Household"

Members of one of the thousands of women's savings and credit groups organized in sub-Saharan Africa reported that women used to secretly sell grain to meet some household expenditure without informing their husbands. This practice caused disputes between husbands and wives. As women started raising their own income through the loan program, the relationship between husbands and wives tremendously improved. Previously, wives were considered "rats" that feed on the stored grain, since they used to steal and sell the grain without the knowledge of the husband. Now husbands respect their wives and support them to participate in development activities outside the house. As a result of women's financial contribution to the household income there is more peace in the household.

Therefore, exceptional measures have to be taken to help girls overcome the numerous barriers they face in gaining an education. These extra efforts constitute equity or justice, i.e., ways to give girls more chances at an education in order to close the gap between boys and girls.

When special schools are developed for girls to gain access that is often denied them, this is *equity* because additional efforts are being made to overcome barriers to girls' personal development and aspiration, which enables them to raise their status in society.

5. Empowerment - The process by which women and men achieve the skills, confidence and support to determine their own lives and make their own choices. It is the state in which people have access to the resources and opportunities to control their own future.

Power Relations: Why gender emphasizes women's empowerment

In a perfect world, girls and boys and men and women would have equal opportunities in life to develop themselves and fulfill their dreams, to become empowered. However, we know the world is not like this. We also know that even in the most impoverished nations, boys and men still have many more opportunities and advantages and are more valued in society in general. In the two largest developing countries, China and India, accounting for one-third of the entire world's population, there are extreme examples such as the significant decrease in female population due to abortion and infanticide of girls. Throughout the world, many millions of women and girls suffer unimaginable violence - rape, restriction, and neglect, not to mention the less violent but just as damaging exclusion from education, opportunity, and choice.

For these reasons and many more, gender equity emphasizes the challenges facing girls and women in the world today. While gender concerns the roles, status and relations between men and women, gender equity focuses more on girls and women to find ways to help them break through constraints to their full participation, decision-making, and equal status in the world. Today, in most countries, boys are more valued than girls. When a boy is born, there is more often celebration of the birth than when a girl is born.

Female infanticide remains a reality. Harmful traditional practices such as female genital mutilation are still popular. These practices are indicative of girls' and women's low value and status in society as compared to boys and men. For these reasons, equitable efforts are necessary to break through the barriers to empowerment and provide an opportunity for a better life.

The story in Box 2 below clearly shows the existing preferential treatment between boys and girls. It also shows that if girls and women are given the opportunity and are supported they can develop and reach their full potential.

Box 2: The Story of Nora Ngunga

In a culture in which girls traditionally do a lot of household chores, is it gender equitable to keep that girl from attending school in order to stay home and complete her duties. What's the solution?

Imagine a small rural village in the south-central Tanzanian highlands. There are no schools, clinics, potable water, roads or other basic infrastructure or services. Children have to walk over three hours for each and all of these services. The distance, culture and religion are all barriers to education in this rural area, particularly for girls. Nora is one of these young rural girls, aged 13, who could not access or attend school because of the above factors.

With NGO support a local relief and development association opened a basic education center near Nora's home. She attends the center every morning from 6-9 am three times a week. During the rest of her days, Nora spends her time assisting her family with various chores; collecting water and herding cattle. After only 7 months of learning, Nora became one of the brightest students in her class. She learned to read and write and learned basic numeracy. Above and beyond this, Nora Ngunga began writing and reciting poetry in her vernacular language. She has since taught her father how to read and write.



WID & GAD: What's the Difference?

WID means "women in development". GAD means "gender and development". Following World War II, one of the first development programs in the world focused on providing milk to mothers for their children. That was a WID program- focused on women's traditional roles, in this case mothering, and providing practical support for that role. If such a program had included employment training for non-traditional jobs for women, such as truck driving, then the program would have been a GAD program. Why? Because a GAD program helps women learn new skills in order to have more control over their own lives, increase their economic and decision-making power, and transform their relations with men so that their raised status is respected and honored. By the same token, for example, if this program had included a component for men to get more involved in their children's nurturing with support and respect from their wives, it would have been an even more comprehensive GAD program.

The difference between WID and GAD highlights two very important gender concepts: Practical needs and Strategic interests

Practical needs are immediate and material, e.g., milk for babies, food aid, relief, maternal child health training. Meeting practical needs is important but does little to change the overall picture for women's or men's roles, status and relations. Therefore it does not change the existing power relations between men and women.

Strategic interests are longer term investments in women's and men's abilities to:

- *develop and reach their full potential,*
- *Raise their status and decision-making power in the family and community, and increase control over their lives and range of choices.*

Strategic interests challenge the status quo in terms of roles and power relations. Meeting strategic interests in the quest for gender equality is not always comfortable because it often requires a change in the power balance. While most men interpret this to mean giving up their power to women, gender equality means sharing power or participating together in decision-making. Sharing power and decision-making depends on mutually respectful gender relations that recognize the inter-dependence and equal value of women and men.

One sector in which both women's and men's practical needs and strategic interests are involved is reproductive health. Health services often educate and provide information, medication and important aids such as condoms. These services meet practical needs.

Further more, reproductive health services often involve counseling with individuals and couples to empower them both to take more control over their bodies. Couples counseling can help change the sexual power dynamics for mutual protection of both parties and planning for the couple's future. These are examples of meeting strategic interests because both parties have more control over their own lives.

The story found in Box 3 is an example of a local NGO working on integrated urban development issues in the Mtoni community of Dar es Salaam. The example shows how they incorporated practical needs and strategic interest in their income-generating project for women in Mtoni.

Box 3
Roda's Story

Roda is a resident of Mtoni. She is 55 years old and heading a family of 8 with an income she earns from selling samosas. This is her story as she tells it:

" My husband was an employee of Building Construction and I used to supplement our income by working in a restaurant. After my husband died the whole burden of supporting my family shifted to me. Three of my children were forced to quit their education, in order to support me and the rest of the family.

I had to quit my job because the income was not enough. I purchased cooking oil, meat, onions, masala and flour on a credit basis and started preparing and selling samosas. However, due to a lack of sufficient capital, I was not able to make a profit. Joining a savings and credit program in Mtoni solved the shortage of capital for me. I also learned the importance of good client handling and income management, because of the training program the group provided that was a prerequisite for receiving credit.

The other pressing problem I had was the lack of a kitchen facility. I was sharing a makeshift kitchen with 19 other households. Working in this kitchen not only affected my health but it was also affecting my business. One day I lost 60 samosas due to a heavy rain, which demolished the kitchen while I was baking. Soon after, I was forced to stop my income generating activity.

Sometime later I was invited to attend a meeting organized to discuss the problems of poor households. I reluctantly attended. The first point raised was the deplorable working conditions of women and the absence of kitchen facilities for poor women. The meeting recommended the establishment of an interest free revolving fund as a solution for construction a kitchen. I was very happy and volunteered to be on the committee in charge of coordinating the construction/ maintenance of kitchens and the purchase of equipment and supplies. Ours is the first kitchen constructed and we have already started paying and will complete payment in two years time."

Roda's story demonstrates improvements in women's practical interests by helping poor women gain access to kitchen facilities for their traditional role of food preparation. But it goes further to meet women's strategic interests by helping them gain access and control over resources to finance and manage the construction and cooperative use of the kitchen. As a result, poor women can increase their income and improve their own quality of life.



It is important in all programs to identify how the practical needs and strategic interests of all parties are being met. Both are essential, but sustainable change is only possible when strategic interests are included.

Another example is with HIV/AIDS because HIV/AIDS is raging in so many countries in which the gender aspects of infection risk are especially critical. While girls and women may have access to protection from infection such as condoms or spermicidal cream, which are practical needs, they often do not have control over their own sexual behavior because their male partner usually decides. In other words, they do not have the negotiating power to use protection, given because of the unequal status of their relationship with their partner, which is in their strategic interest.

Box 4

A community-based reproductive health organization has chosen a strategy of integrating HIV/AIDS prevention with income generating schemes to enable Multiple Partners Sexual Contact (MPSC) females attain alternative income generation schemes and livelihood.

They organized approx. 100 MPSC females into 3 self-help associations and trained the women in different income generating skills. Association members are currently earning a subsidy for their livelihood through the income generating activities. This in turn has helped the MPSCs to develop their condom negotiating skill and ultimately reduce their chance of being infected. If these women did not have a supplemental income and entirely depended on the income generated from the sex work they would not have the negotiating power. Therefore this project while addressing their practical needs i.e. being aware of transmission of HIV/AIDS it has also addressed their strategic interest by providing an additional income and allowing them to change their status through different employment and to say no to customers who do not want to use a condom.

We have tried to make the case for the necessity of emphasizing girls and women's development in a very unequal world. While we must give targeted support and increased effort for more opportunities and choices to girls and women, this does not mean that boys and men are not involved. Boys and men are essential for they represent the enabling environment for gender equity. Despite the current power structure in most of the world, many skilled and empowered women are excelling. Just imagine what women could contribute to the world with increased support and respect by men.

The story in Box 5 confirms that neither women nor men are born gender sensitive. It is just as likely for a woman to think that stereotypical gender roles are the way it should be. Similarly, it is possible for a man to think that only a man can be the breadwinner and decision-maker in the family.

As a result, men and women need to learn the same things in order to become gender sensitive and to achieve equality in the world. Both men and women need to:

- Learn that girls and boys are equally valuable to families and communities and what special attributes both may bring. In many traditional cultures, it is grandmothers who socialize the children. Many gender equity practitioners believe the best way to build gender equality is to work with grandmothers and how they especially shape boys' views on women's roles, status and value.

- Understand that gender equality is for women to participate in life with men, not to take their power. To help women participate more fully in life, men are needed to open doors, make room, and mentor women to succeed in a heretofore "man's world".

Box 5 "Commitment by Husbands"

In Dodoma, more than 50 women's savings and credit groups are being organized by FAWETA, a women's enterprise association. Women members are invited to come with their husbands on the occasion of the annual celebration of the group. The guests are served with food and drinks. Following the entertainment, the group representative reported that each women of the group is entitled to a small cash payment generated from petty trade and animal rearing activities. Each member and her spouse are invited to take their share.

Afterwards the husbands are asked to give their opinion about the accomplishments of FAWETA Women's Groups. After expressing their surprise, all the husbands often promise to share the workload of their wives since their wives are sharing their responsibilities by providing additional income to the family. Husbands also agree to look after children and cattle when their wives are away for trading and animal rearing activities.

- Realize that gender equality works both ways, for example, women may strive for greater economic roles, and men for greater family roles.

- By the same token, gender discrimination also works both ways, for example, women who exclude men from traditionally female arenas such as childcare or exploit men sexually are just as accountable as men who exclude women from traditionally male arenas such as economic or decision-making opportunity.

- Experience the advantages to everyone when opportunities, choices, and personal aspirations are available equitably to girls, boys, women and men; and that the key to gender equality is in relationships between women and men, boys and girls, that are mutually respectful and supportive.

While boys and men continue to hold most of the advantages and opportunities to learn and lead in most walks of life, it is therefore incumbent upon them to help lead the movement for gender equity. Many examples abound of men who extend the hand of partnership to women. It is also a critical role of men to challenge the enduring discrimination against women the world over. Boys and men cannot stay silent as their sisters and mothers are systematically killed, maimed, or just stopped from pursuing their dreams, their lives forever blighted.

Box 6

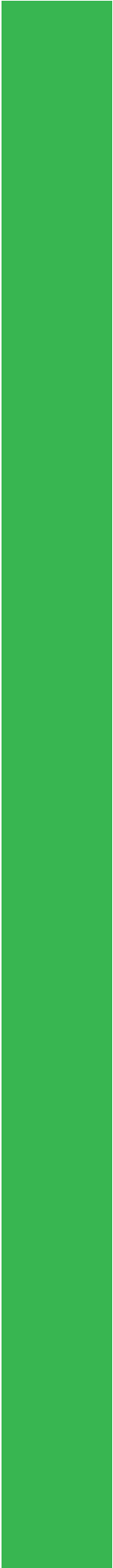
In Tanzania, CSOs groups such as TAWLA, LHRC, TAMWA, MISA and others, come together every year to mark the 16-days of activism where CSOs increase community awareness on difference forms of violence against women.

For the last 10 years, Canadian NGOs have organized an annual demonstration of men protesting violence against women. The first week of December 2001, hundreds of Ethiopian men joined this global movement and wore white ribbons to symbolize their stand opposed to violence against women. This event was organized by PANOS-Ethiopia.



Language and culture create gender equality

The power of written or spoken language plays the defining role in shaping the way we think and express ourselves. The United Nations is legendary in its attention to language in its declarations. Many national declarations of independence declare freedoms for all men. Does this make women feel excluded?



At a recent meeting to launch an advocacy network for women's rights, one of a handful of men out of almost 50 women in the room addressed the 3 women chairs "Mr. Chairman". Everyone laughed, but what does this reveal about this man's notion of women leaders? Even sitting in a distinct minority with 3 women leaders, the only words he has to describe them are "Mr. Chairman". How would it have been different if he had addressed the chairs "Madam Chairwoman" or Madam Chairperson"? How would that have made the women feel who were heading the meeting and participating in it? How would it have made the men feel? Does it make any difference?

In the school of positivism popular in many sectors these days, it is believed that if you point out strengths, they will endure. On the other hand, if you harp on problems and weaknesses, these also will endure. If you tell a boy growing up that he is strong, great and smart will he believe it and become it? If you tell a girl growing up that she is weak, worthless and stupid will she believe it and become it?

Box 7 Tanzanian Proverbs that Diminish Women

Huyo kibuzi mwarika mtizame anavyojitingisha (There (she is), stupid goat, look at how she swings her body)

If the hours are long enough and the pay is short enough, someone will say it's women's work

In one of Pact's gender training of trainers workshops, participants identified proverbs and/or folktales in local languages that diminish women. The trainer had asked the participants to revise the proverbs/ folktales so that the proverbs will support women rather than diminish them.

Advocating for gender equality

A key strategy for building equality for all and equity for women is advocacy. Advocacy works to raise awareness about barriers to women's and girls' low status and lack of opportunities. It goes further to lobby for, craft and ensures enforcement of the laws and policies needed to give women a fair chance to develop, and it strives to ensure a supportive environment among men and women in which their sisters can thrive.

Advocacy campaigns educate the public and their leaders and make change happen.

The Gender Land Task Force is a very good example of a coalition that was formed by seven organizations namely Tanzania Gender Networking Program (TGNP), Tanzania Media Women Association (TAMWA), Women Advancement Trust (WAT), Women Legal Aid Center (WLAC), Tanzania Women Lawyers Association (TAWLA), Tanzania Home Economics Association (TAHEA) and NOCHU to address the problem of land rights among women.

The coalition advocated for a Land Act that would enable women to have equal access to land. Box 8 represents some of the important work that the coalition did in the lobbying and advocacy work for the Act.

Box 8: Gender Land Task Force

Land Act of 1999: The process started in 1997 when TAWLA convened a consultative workshop. During the same workshop, the organizations that were present formed a coalition of the seven NGOs to address the problem.

The coalition formed a Gender Land Task Force and different strategies such as sensitization workshops and parliamentary lobbying were used. Workshops involved influential people at the district level, religious leaders, political parties and NGOs. On parliamentary lobbying, seminars for the parliamentary groups were conducted. There were also television and radio programs and rallies were staged during the Bill reading.

One of the major achievements of the work of this coalition group is that the Land Act was passed in 1999 and this has brought about a significant positive change in that land issues in Tanzania is now gender sensitive and this has improved women's access to land. More effort is still needed in implementing the Act by popularizing it to at the grassroots level.

Advocacy is a very long process and needs planning, organized efforts and different strategies to address a problem or issue. It is only through organized efforts that the coalition group was able to push through for the land Act. The focus of advocacy has to be directed to the target audience who in this case were the parliamentarians and other key policy makers.

Most of the gender sensitive organizations advocate for different issues that affect women in different ways. TAWLA, TAMWA, WLAC and LHR just to mention a few provide legal aid services to women decision makers.

Box 9 represents a case from Mwanza where abduction, polygamy and rape have become common practices and how training on the legal rights of women have empowered women in this area.

Independent women's organizations such as WLAC and gender sensitive organizations such as WLAC play a key role in creating awareness, advocating for equality of women and providing services directly to girls and women and their families and communities.

They also play an important watchdog role in a world that continues to threaten the very existence of females everywhere. Until girls and women achieve equal status and opportunity with their male counterparts there will also be a need and demand for women-centered development organizations.

While women's organizations cannot work in isolation from the general public and the men on whose support they depend, they remain crucial forces for strengthening women's skills, educating on women's issues, and building support for their success. Networks of women's organizations unite their strength for mutual support and expanded impact.

The potential for women's leadership in Ethiopia at the individual and institutional levels is gaining momentum. Some men leaders are serving as powerful role models for other women in the country.

Women-centered organizations are slowly emerging and started networking among each other in order to enhance women's development, support system and justice throughout the nation. The recent established Coalitions of Tanzanian women's associations is one such example. If independent women's organizations grow exponentially and continue to advocate for equality of girls and women, the next generation will see significant progress for all Tanzanians. Especially for its girls and women. There is much hope, but equally much work to be done.

Harold Rugambwa and Maria Marwa lived together as husband and wife for more than 10 years. They have three children. One day Harold told Maria that he did not want to live with her any more since she is becoming old and his plan is to have a new plus younger wife.

Maria was forced to leave the house. After Maria left, Harold married a girl who grew-up in his house as his dependent. Later, Maria decided to take the case to the local police. Luckily she spoke to a policewoman who had participated in a legal training program of WLAC. The policewomen took the case and went to the village to talk to Maria's husband and to assess the fact before she took the case to court.

The elders tried to convince the policewomen that in their village it is normal for a man to have another wife and Harold did not do any wrong. But the policewomen refused to accept the elders' explanation and pursued the case. Because of the policewomen's effort, Maria went back to her house and the new wife was made to leave. Although Harold was not penalized for his action, the progress is encouraging.

Independent women's organizations such as WLAC and gender sensitive organizations such as play a key role in creating awareness, advocating for equality of women and providing services directly to girls and women and their families and communities. They also play an important watchdog role in a world that continues to threaten the very existence of females everywhere. Until girls and women achieve equal status and opportunity with their male counterparts there will also be a need and demand for women-centered development organizations. While women's organizations cannot work in isolation from the general public and the men on whose support they depend, they remain crucial forces for strengthening women's skills, educating on women's issues, and building support for their success. Networks of women's organizations unite their strength for mutual support and expanded impact. The potential for women's leadership at the individual and institutional levels is gaining momentum. Some women leaders are serving as powerful role models for other women in the country. Women-centered organizations are slowly emerging and have started networking amongst each other in order to enhance women's development, support system and justice throughout the nation. If independent women's organizations grow exponentially and continue to advocate for equality of girls and women, the next generation will see significant progress for all. Especially for its girls and women. There is much hope, but equally much more work needs to be done.

The following is an example of a checklist that was developed for use in an advocacy campaign.

Checklist for Advocacy Success

- Identify power dynamics & space for dialogue and reform.
- Clarify and focus the issue.
- Support community-led situation analysis.
- Use participatory institutional mapping.
- Foster approaches for policy formulation, reform and implementation.
- Ensure and document results.
- Differentiate policy-making and behavior-change advocacy skills.
- Encourage citizens' groups to hold government accountable and government to be responsive.
- Help civil society to be credible & legitimate enough to pressure government.
- Ensure that girls and women's lives are helped through advocacy.
- Check if citizens' groups have an advocacy capacity to advocate, monitor, enforce, work with media, manage conflict, and conduct research.
- Involve community leadership and voice of marginalized groups.
- Make sure institutions exist to provide advocacy training.

2

Gender Mentoring

The Need for Gender Mentoring

As was explained in Section One, gender is socio-cultural and it is "man made." It refers to masculine and feminine behaviors, qualities, patterns, roles and responsibilities. It is a learned behavior. Gender roles and responsibilities change from culture to culture. Because it is a learned behavior or a social construct it can be deconstructed. Gender can be changed.

Gender awareness involves understanding the difference between sex roles and gender roles, and the objective of gender awareness training/mentoring is based on the principle of gender equality. Gender training programs should bring gender change at the personal, interpersonal, and organizational/institutional levels. Gender mentoring is thus considered essential to increase sensitivity to a broad range of gender and development issues. It is also used to reach a condition in which women and men are envisioned as equal development partners. Gender mentoring held at the organizational level will help development practitioners to be sensitive to gender issues at the personal and, interpersonal levels within their organization. It will also equip practitioners with the knowledge of how to implement gender sensitive projects/programs.

Pact's focus in gender mentoring rather than gender training is therefore based on its strong belief/commitment to transfer the knowledge and skills required to bring gender awareness changes within an institution. The approach used here is different from a training approach. In the mentoring process, participants will have more time to thoroughly understand the gender concept. Furthermore, they will have hands on experience in the necessary steps required for "genderizing" an institution or mainstreaming gender in their organization.

Mentoring is a deliberate process for developing a specific competence. It is also cost effective as it is institutionalizing rather than individualized methods. Instead of a trainer, a mentor will work with members of an organization. The mentor's role will be to clarify gender concepts and provide specific skills needed for the integration of gender into organizations and programs.

STEP ONE - Secure leadership commitment

What follows is a step-by-step procedure that is required to complete the gender mainstreaming exercise to be used by Mentors, NGOs' as well as local government structures.

The gender mentoring process requires a strong commitment of decision-makers of the organization. The first step of this process will be to give a one-day orientation to board members and senior management to clarify gender issues and concepts of gender mainstreaming.

Topics to be covered during the orientation:

- What is gender? Why is it important?
- What does gender mainstreaming mean?
- How to mainstream gender.
- What is required for gender mainstreaming?
- Examples of gender issues within projects and institutions.

After the completion of the orientation, the members of the NGO board and management will hold discussions to provide a rationale for the need to undergo the gender mentoring exercise.

Develop mentoring relationship agreement

Following the orientation, if the NGO decides to undergo this exercise, the NGO will make an official commitment and requests to Pact, which will then assign a mentor. In line with this, the NGO will need to set up a Task Force to manage the whole mainstreaming process with the facilitation of a Mentor, assigned by Pact. An agreement will be prepared by Pact and the Organization will be required to sign its commitment prior to the mentor being assigned.

STEP TWO - Conduct gender audit

Once an organization is ready to commit time and focus on gender issues in its practices and programs, it is helpful to systematize the process. A gender audit such as those conducted by the Commission on the Advancement of Women (CAW) of Interaction, the US-based NGO umbrella organization, helps an organization follow the steps to mainstream gender awareness in its policies, practices and programs. The following steps can be adapted to each organization's particular objectives for gender integration:

Steps necessary for gender audit exercise:

- Questionnaire development
- Data collection
- Analyzing result
- Presenting result
- Developing action plan based on the result

1. The organization's leadership gather support from staff for the gender audit and mentoring process, forms a small temporary task force to facilitate the audit process, and writes a letter or memo to all staff explaining the purpose, commitment and process involved in launching the gender audit and mentoring process.

2. The organization's leadership forms a small task force, which will work with the mentor.

3. The task force in collaboration with the mentor should develop a questionnaire for staff to fill out. This questionnaire can gather staff views on gender issues and the collected information can be used as a baseline for future monitoring purposes.

Sample questions include:

- what is your definition of gender equality?
- how is commitment to gender equality demonstrated in our mission?
- how is gender equity reflected in our personnel policies?
- do we have sufficient capacity and tools to mainstream gender in our program activities?
- are we making any gender equality impact with the communities we serve?

4. Once staff views are collected, they should be synthesized by the gender mentor/task force and presented to all staff in a facilitated process to begin discussion and learning about gender issues within the organization.

5. In addition to this, focus groups of no more than 8 staff, also facilitated by the gender mentor, are important to dig deeper into staff understanding of the relationship between gender concepts and personal attitudes and behaviors, institutional policies, and program tools.

6. An additional purpose of the focus groups is to help identify additional staff that could serve on the organization's formalized gender task force. With suggestions from the gender mentor, between 3-10 diverse staff representing women and men from different teams in the organization will be asked to join the already existing task force.

7. Once the formalized/official gender task force is assembled, they need to meet to develop the action plan for mainstreaming gender in their organization and programs. The gender mentor or a staff member will facilitate these meetings. The action plan should be developed from the information collected in the gender audit questionnaires and focus group discussions.

8. Once the action plan is developed the gender mentor and task force will present the action plan to all staff for final approval and commitments to carry out with a timeline and clear designation of responsible persons. The gender audit process from launch to action planning can take 3-6 months.

9. Once the action plan is implemented, it needs to be regularly monitored, evaluated, and reported to all staff for feedback, changes, and to sustain the "genderizing" momentum. The gender mentor plays an important role at every stage of the gender audit and ensures that it is part of the overall gender mentoring process.

STEP THREE - Gender Policy Formulation

Gender policy can be one of several tools needed for a gender-sensitive organization. The aim of a gender policy must be to guide the planning implementation and resource allocation of the organization's programs and projects in a gender sensitive and responsive manner. A good gender policy and gender sensitive planning requires accurate information and analysis about existing gender relations within the organization. In this regard "gender" can be used as an analytical tool for identification and understanding socially constructed roles and relations of women and men, and how these roles and relations impact development opportunities and outputs for women and men within and outside an organizational framework.

According to Naila Kabeer, Institute of Development Studies, Sussex, there are three alternative approaches to gender related policy:

1. *Gender-neutral policies*: Focuses mainly on realization of the objective of the project and do not attempt to change division of resources or responsibilities. This type of policy tries to target the appropriate group for the achievement of the policy objectives.

2. *Gender-specific policies*: Policies, which prefer targeting activities benefiting women and resources controlled by women. Although such policies may ensure that projects are gender sensitive they will still not address the issue of gender-based inequalities. Therefore such policies still leave existing division of resources and responsibilities unchanged.

3. *Gender-redistributive/ transformative policies*: Policies that try to change existing gender-based inequalities. Such policies attempt to redistribute the division of resources, responsibilities and power between women and men more evenly. Gender redistribution is not easy and is very challenging, since it requires sharing power between women and men. It also requires men to give up existing power as well as privileges in order to achieve equity and equality.

The first step of developing a gender policy is conducting a gender audit and analysis. The audit will help to identify the existing gender relation and situation within the organization. The analysis should look at different existing policies of the organization and identify the ways in which gender has been addressed or not addressed. Examining and analyzing the following areas will be useful to determine which type of policy is appropriate for the organization.

Areas to be reviewed are:

Organizational Rules: Official norms and practices, codes of behavior, principles of inclusion and exclusion.

People: Official rules of recruitment and promotion criteria. Who is the organization intended to serve? Who makes decisions? Who is regarded to be influential? Whose ideas are mostly accepted? Who is included or excluded from certain tasks and responsibilities?

Organizational Resources: Who benefits most from the resources? Who controls the resources? How are resources distributed? Is this favoritism in the distribution of resources? Who makes the decision in the distribution of resources?

Organizational Practice: Values and behavior of members of the organizations,

Power Relations: Relations of power between men and women. Who has authority over whom, authority between staff members?

REMEMBER

For any institution, extensive analysis in all aspects of the organization, such as: structures, rules, resources, hierarchies of command and practices are needed.

Understanding how gender is constituted as a relationship of inequality within the organization will help formulation of a policy that will at least minimize or at most abolish existing gender inequalities.

Gender-linked inequalities within an organization are products of historically constituted practices within society at-large. They did not arise out of nowhere. They have to be reconstructed through practice in order to improve gender relations within organizations.

Once the analysis is completed the second stage is identifying the type of policy needed and integrating the analysis into the planning process of policy formulation.

What a gender policy hopes to do is enable women and men within an organization to reflect analyze, and act as change agents in unequal gender relations existing in the institutions structures and programs.

A gender policy document should include the following major sections:

Goal: The document should have a goal statement stating what the goal of the gender policy is.

Objectives: Clearly stated Specific Measurable Achievable Realistic Time bound (SMART) objectives should be included for the organization as well as for the programs/projects of the organization.

Strategies: Implementation strategies that will be used to achieve the goal and objectives should be articulated and included in the gender policy document.

Indicators: Measured indicators for monitoring and evaluation of the gender policy should be developed and included in the policy document.

STEP FOUR - Gender Analysis Tools

There are many tools for gender analysis in needs assessment and program development. Some examples of gender analysis models are:

- Harvard Analytical Framework
- The Women's Empowerment Framework
- Gender Analysis Matrix (GAM)

The foundation of gender analysis is the **Harvard Analytical Framework** that asks three basic questions:

1. *Who does what in the division of labor? Include women, men, boys and girls. Do an activity profile in 3 or more categories:*

- *Productive activities*
- *Reproductive activities*
- *Community activities, such as meetings, services, or rituals*



2. *Who has access to resources associated with the activity profile versus who has control over those resources? Often, women can use the resources while men actually decide how the resources will be used. An example is land, in which women often have access to use and raise subsistence crops, whereas the land is actually owned by the men in the family.*

3. *What are related factors such as culture, poverty or AIDS? How do these factors affect women, men, girls and boys differently?*

Women's Empowerment Framework looks at five levels of women's **practical needs and strategic interests** in an assessment or design process beginning with:

Welfare - related to women's basic practical needs such as food, income and medical care.

Access - where women gain access to resources such as land, labor, and credit.

Conscientization - women and men become aware of gender issues and are inspired to work for equality.

Participation - women participate equally with men in decision-making roles and activities.

Control - Women and men have equal control over resources and decisions about their own lives with relations characterized by mutual respect and value.

As women move to each level of empowerment towards control, they have increasing confidence and decision-making power over their lives. When we talk about equality of women, we have to see if women are empowered and have full control of their lives.

Most development programs will address women's practical needs, but often they shy away from projects and programs, which will enable women's empowerment. Unless women are empowered to the level that they will be able to make decisions about their personal and community life we cannot talk about equality.

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Box 10: Women's Empowerment Framework

When a group of Ethiopian NGOs applied the Women's Empowerment Framework to their work with communities, they invented another level beyond Control called "Inter-dependence". This level represents gender relations between women and men that are mutually respectful and demonstrate shared decision-making power. This framework represents the important leap from working for women's equity or justice to achieving equality in gender relations. A working couple who jointly plan and distribute their income for the need of the house hold was cited as an equal power relations example.

Source: Pact's Gender training workshop proceeding

Box 11 is an illustration of Nakazaeli's vulnerability, due to a lack of control of her life and disempowerment.

Box 11: The Story of Nakazaeli

It was during the civil war in Congo that Nakazaeli was forced to leave her husband and children and was sent to Kagera to cook for the soldiers stationed there. Foreign soldiers that came to assist in peacemaking efforts were also present. One evening when Nakazaeli was taking a walk near the barracks, a Mzungu (white) soldier who had been hiding and watching her, suddenly came out of the bush grabbed and forced her into the bush area and raped her.

Nakazaeli was too frightened to report what happened. She was terrified to even tell her friends and she decided to keep quiet. After a couple of months Nakazaeli came to understand that she was pregnant and decided to go to the clinic and get confirmation as well as help.

The clinic after confirming her pregnancy decided that it would be dangerous for Nakazaeli to remain in the area and arranged her transfer to the army hospital, located in Bukoba. Nakazaeli finally shared her story with some of the hospital personnel and was allowed to stay in the women's camp until she delivers. When the time came to give birth Nakazaeli was sent to the hospital and was able to have a beautiful baby girl. The baby looked like a Mzungu. Nakazaeli was shocked at the sight of her baby. She became totally confused and disturbed by her ordeal. She did not know what to do.

One early morning Nakazaeli abandoned her baby and left the camp without telling anyone. The hospital personnel, after taking care of the baby for several months were able to give the child to a family who was willing to adopt Nakazaeli's child. The whereabouts of Nakazaeli are not known.

Gender Analysis Matrix (GAM)

Gender analysis matrix: is developed for grassroots development practitioners. It does not require extensive data collection and information gathering. It is easily implemented and can be administered with relatively short-term training. GAM "includes four levels of analysis (women, men, household, and community) and four categories of analysis (potential changes in labor, time, resources and socio-cultural factors)."

Once all gender issues associated with the project have been recognized and identified all the boxes of the matrix have to be filled. Both men and women have to fill the matrix. After completion of the matrix, items consistent with project objectives should be assigned (+) sign. Items contrary to the project objectives should be assigned (-) sign, and those items, which are uncertain, should get a (?) mark. GAM tool needs to be used repeatedly through the course of the development project.

The use of the gender analysis Matrix enable the men to understand the potential impact of addressing this problem at all four levels identified in the matrix. After completing the matrix both women and men classified the water project as their first priority.

Box 12: Case Study of GAM

In one of the rural villages of Tanzania the women had to walk two Kilometers down a very steep, muddy path to get water two times a day. They fill their buckets and carry the water up the steep hill. All women including pregnant and sick do this. Some women also have to carry their little children who cannot be left behind alone in the house while fetching water. A local NGO who is working in this community organized a community development meeting and asked the community to identify, classify, and prioritize problems and discuss what contribution the community can make to solve the problem. The women rated the difficulty in getting water as the biggest problem. Men, who never fetch water, rated this problem as their fifth priority.

The following matrix represents the combined views of men and women in the community. It represents their expectations of the impact of a project to bring potable water to their community. It enabled both sexes of the community to think through the importance and desirability of such projects. The pluses and minuses were added afterwards; a plus if the change was consistent with the project goal, a minus if it was not

Using the GAM: for the rural potable water project referred to in Box 12

	Labor	Time	Resources	Culture
Women	+ Don't need to carry big cans of water - No fears about personal security	+Save time +Have more time with children	- Must pay for water +Opportunity to participate in community project	- Responsibility of paying for water + Opportunity to participate in community project
Men	- A lot of work - Difficult work + Learn new skills for work outside the community	- Takes a lot more time to build, dig, etc + Can stay home with family while working	+ Potable water is available + Improved nutrition	+ Don't have to worry as much about the family when away
Household	+ Women feel more secure when fetching water -Can leave child at home + New activity for entire family	+ Women can give more time to child care	+ Easy access to potable water + Improved nutrition and better health	+ New activity for children + They can help their mother
Community	+ Establish committee for potable water + Learn about services provided by government	- Less freetime for leisure - Many more community meetings to attend	+ More potable water available for all	+ Clean environment + Prestige for the community

Source: Parker 1993 checklist development



Checklist Development

Another tool that could be utilized for building gender equity in projects is the development of appropriate checklists. All project developers and implementers should develop a checklist for building gender equity into their project design and implementation.

Checklists have to be prepared for each of the following stages of a project cycle.

- Preparation stage
- Objective and activities setting
- Project implementation (personnel, operation and maintenance, institutional framework, monitoring and evaluation)

Box 13: Sample checklists

Training

- What training might help women benefit from the changes?
- Can training be scheduled for times suit and a fit woman's other responsibilities?

Participation

- Were women consulted? Did they take part in setting the project objectives?

Access

- If women's rights to property are currently unequal, can the project increase women's equity?

Planning

- Do the planning assumptions adequately reflect the constraints on women's participation in the program?
- Can the project meet both practical gender needs and strategic gender interests
- Do the goals, purposes, or objectives of the program explicitly refer to women or reflect women's needs and priorities?

Sectoral Examples

Education

- What cultural norms and practices work against equal opportunities for women in education?
- To what extent do women hold decision-making positions in the educational structure?

Health

- What are the most serious illnesses in the project area(s)?
Are there gender differences in the incidence of particular diseases? What is the extent of women's workload, and are patterns of sickness among women.

Source: Gender Mainstreaming Strategy in Amhara region in Ethiopia.

STEP FIVE- Mainstreaming Gender in an Organization

Mainstreaming has to be based on an understanding in which new and transformed visions of gender relations are being introduced into the mainstream. It requires working to improve the specific situation of women in tandem with that of men.

Mainstreaming entails a critical review of underlying assumptions about development, institutions and the process of allocation of resources and opportunities. It is a cross-cutting theme.

Various definitions of mainstreaming

- Many development institutions, for example, have interpreted mainstreaming to mean that their organizations do not need to maintain separate gender units or departments but that all individual and departments have to address gender concerns.
- Some organizations refer to mainstreaming as working at the project level together with women and men.
- Others interpret the concept as meaning that separate needs and interests of women and men should not be mentioned.

According to the Economic and Social Council of the United Nations:

"Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned actions, including legislation, policies or programs, 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 programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."

Why mainstream gender?

The argument for mainstreaming is that women's subordination not only affects women but is also a structural problem with an impact on society as a whole. Even when the problem is recognized, usually small portions of resources are allocated for women specific programs while the lion's share are expended in gender-blind and often male-biased programs. A key strategy for creating a gender-sensitive organization is to get more women on staff and especially in senior management positions.

Most organizations claim to have an equal opportunity policy, but this policy is not enough. Affirmative action policy is the only guarantee of achieving a better numerical balance of women and men on staff and particularly in the management structure. To make development programs and projects gender sensitive also requires an extensive gender analysis.

The goal for mainstreaming gender in organizations must therefore be to create a gender equitable work environment, which will allow both women and men to be satisfied in their professional and personal lives and engage both women and men in the decision making process of the organizations.

Examples of Organization-specific strategies for gender mainstreaming:

- Securing the commitment of senior management to move towards greater gender equality
- Identifying systemic issues that reproduce gender inequity
- Identifying organization's culture that have a differential impact on men and women
- Formulation and implementation of gender policy
- Setting targets for reaching gender parity in staffing at various levels
- Altering recruitment criteria and procedures
- Making the workplace and work style more woman-friendly (demonstrate gender-sensitive behavior in terms of the language used, jokes and comments made, images and materials displayed)
- Formulation and implementation of sexual harassment procedures
- Building organizational culture and structures of mutual support for women
- Devising and implementing gender equality monitoring and evaluation mechanisms
- Restructuring departments
- Rewarding gender sensitive behavior
- Allocating budgets necessary for the process



Development project must recognize that women and men play different roles in society. In order to ensure equality of women and men, women's productive, reproductive and community roles should be clearly identified.

The roles of men in the community must also be identified.

Gender sensitive planning must also acknowledge that men and women have different needs. Women have particular needs different from men's needs not because of only their triple role, but also because of their subordinate position to men. Although projects need to address practical gender needs of women (PGN), projects which meet Strategic Gender Needs (SGN) of women achieve greater equality and change the existing women's subordinate position

Strategies for mainstreaming gender in projects:

Development projects are likely to be effective through genuine participation of both men and women. Before a project is developed and implemented, the condition of both women and men must be identified. The project initiators must also take into consideration the existing imbalance between men and women, and should make efforts that the project address women's long term strategic interest, and allow women to improve their role and positions in society.

Steps required for mainstreaming projects:

Looking at one or two of the organization's projects the participants of the gender mentoring exercise should identify the impact or potential impact of the project:

- On men and women in their productive role
- On women in their community managing role
- On women in their reproductive role
- On men in their community politics role

To properly identify the impact of the project on men, women and the community the following questions must be asked.

- In the project, what will the men and women do and what resources are available for each activity?
- Do both women and men have equal access to the available resources?
- Do they both benefit from the project and have access to opportunities?
- Who controls the resources, opportunities and benefits?

In addition, participants must identify which gender needs (practical or strategic needs) of men and women, each project intends to meet.

Participants should also use one or more of the gender analysis tools and modules described in Step 4.

STEP SIX- Gender Sensitive Indicators:

What is an Indicator?

- It is a Pointer
- It measures changes in a specific condition over time
- Can provide a closer look at the results of initiatives and actions
- It is a front line instrument for monitoring and evaluating development work

Why Gender Sensitive Indicators?

- Since mainstream indicators e.g. GNP have been used in a way to obscure or undervalue women's contribution to society, quantitative and qualitative gender sensitive indicators illustrate women's and men's participation in different aspects of social life.
- Gender sensitive indicators measure gender related changes in society over time,
- Have the special functions of pointing out how far and in what ways development programs and projects have met their gender objectives, and
- How far they achieved results related to gender equity and equality.

Qualitative Analysis for further understanding:

Indicators will tell us how many men and women participated in a project, but will give little information about the nature, degree and effects of their participation. Therefore, in addition to developing gender sensitive indicators, qualitative analysis must also be used for an understanding of social processes, why and how a particular situation indicators measure came in to being, and how this situation can be changed in the future. While qualitative and quantitative indicators will tell you how far your project has succeeded or failed, qualitative analysis will tell you why this result took place and whether the result was a good one or not. Therefore, in addition to using gender sensitive indicators, qualitative analysis must also be done.

How to develop gender sensitive indicators

- Identify Objectives
- Identify external factors as potential risks/enabling features
- Decide which types of indicators are appropriate and over what time frame
- Develop qualitative analysis



Objectives

There are two types of objectives:

Objectives of which the results are relatively easily quantifiable, objectives, of which the results are less easily quantifiable and which will require greater emphasis on qualitative analysis to measure them. Objectives must be clearly developed, if indicators are to be used and indicators should follow objectives closely.

Types of Indicators

Input Indicators: Resources devoted to the project

Process Indicators: Measure delivery activities of the resources devoted to a project. They are measures to monitor achievement during implementation, and serve primarily to track progress towards the intended results

Output Indicators: Measure intermediate results, for example at a point when donor involvement in the project is close to complete

Outcome Indicators: Relate directly to the longer-term results of the project, and after project involvement is complete

Examples of gender sensitive indicators

At management level:

- Having a gender policy and reviewing it from time to time,
- Gender parity in staffing e.g. having a certain percentage goals,
- Maintaining gender balance in decision making and managerial tasks,

At program level:

- Women's participation in designing the project,
- Ensuring the proportional representation of women in planning and implementation of project activities,
- Proportional representation of women in planning and implementation of project activities

STEP SEVEN- Identification of Obstacles and Constraints

Before the gender mentoring process is fully completed the mentor should ask the Task Force to identify obstacles and constraints that they encountered during the process of gender mentoring and document how they overcome them and suggest strategies for overcoming similar challenges during integrating gender in the future.

The following are typical examples of constraints cited by different groups.

- Gender issues being viewed as western concepts imposed by donors
- Gender being considered as women issue
- Gender not being taken as a priority

- Few technical experts available for recruitment
- The unwillingness of the few available experts to be posted at the field level
- Lack of clear and concrete gender objectives, policy, and measurable indicators
- Lack of knowledge of practical gender needs
- Insufficient commitment by top management
- Cultural norms, attitudes and values being given as pretext for indifference and avoidance of gender sensitive program
- Gender training attended mostly by women staff and in order to fulfill a cut off number of women participants for training, women with different roles are sent therefore not being able to benefit themselves nor their organizations

Annex 1: Key Gender Concepts

Gender Aware: Recognition that developments actors are both men and women
Recognition that women and men are advantaged and constrained in different ways.

Gender Blind: Non-recognition of distinction between the sexes
Favors existing gender relations and tend to exclude women and perpetuate male dominance.

Gender Neutral: Although aware of gender differences no attempt to change existing gender relations

Mainstreaming: Recognition of women's importance for development and effective inclusion and integration of equality concerns in all development policy, program and planning and implementation stage as well as institutional practice.

Annex 2: Gender Related Websites

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| 1. Arab women | www.arabwomenconnect.org |
| 2. CEDPA | www.cedpa.org |
| 3. Equity Resources | www.nwrel.org/cnorse/equity.html |
| 4. Gender Resources | www.siyanda.org |
| 5. Gender Equity Webquest | www.esc2.net/tielevel2/projects/gender |
| 6. Global Fund for Women | www.globalfundforwomen.org |
| 7. Int'l Center for Research on Women | www.icrw.org |
| 8. Interagency Gender Working Group | www.igwg.org |
| 9. Development Resources | www.impactalliance.org |



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This manual is also available in PDF on www.pacttz.org